

CHAPTER XI

REVENUE ADMINISTRATION

PREVIOUS
SETTLEMENTS

The present district of Boudh-Khondmals is constituted of the ex-State of Boudh, 66 villages of the ex-Zamindari of Panchara of Sonepur ex-State, the Baligurha subdivision which was a part of the Ganjam district, and the Khond predominated Khondmals subdivision. The last named subdivision was a part of the ex-State of Boudh till 1855, but with a view to stop human sacrifice by the Khonds the British Government took over the administration of this area in that year and a Tahsildar was appointed to hold its charge under the control of the Superintendent of the Tributary Mahals. In 1891 it was made a subdivision of the Angul district and this system continued till 1936. With the creation of the Province of Orissa in 1936, the Khondmals subdivision was attached to the district of Ganjam which adjoined it. In 1948 the district of Boudh-Khondmals was created and subsequently the G. Udayagiri and the Baligurha Taluks of the Ganjam Agency which now form the Baligurha subdivision of the district were added to it.

The district of Boudh-Khondmals is centrally located in the State of Orissa. The area of the district is 11,070 sq. km. which accounts for 7.10 per cent of the State's total area. The district has two distinct physiographical regions, the riverine plains of the Boudh subdivision and the hill tracts of the remaining two subdivisions of Khondmals and Baligurha. The plains of the Boudh subdivision lie between the mountains of Khondmals and the river Mahanadi and its tributary, the Tel. It is a long strip of level country running parallel with the rivers. The second physiographical region in which the Tahsils of Khondmals, Baligurha and G. Udayagiri are situated, consists of hill ranges, barren plateau, uplands and forests.

Prior to the taking up the last survey and settlement operation which had been started in 1964, there were even portions in the district which remained unsettled. Adivasis, the original settlers of the Khondmals and Baligurha subdivisions, were not paying land revenue. During 1921—25, limited survey and settlement was done for the first time in Khondmals subdivision. In this settlement, the lands of non-Khonds only were surveyed. The 56 villages of Chakapad Khandam presently under the Tahsil of G. Udayagiri, had, however, been completely surveyed under the Madras Presidency during the middle of the 2nd decade of the present century. There was also some patch survey in respect of the G. Udayagiri Tahsil in 1921—23. The present subdivision of Boudh was surveyed at different times under different settlements. The settlement of Boudh Nazul as well as Manamunda Nazul was completed in 1932-33. The last settlement in this ex-State

started in 1937-38 and final publication of the entire area excluding the 66 villages of Panchara ex-Zamindari was completed in 1949-50. The 66 villages of Panchara ex-Zamindari which form a part of Manamunda police station was previously under the Sonepur feudatory State. These 66 villages were finally published in 1963 alongwith the Sonepur subdivision of the Balangir district. During the last settlement of Boudh, 2 villages, viz., Paljhar and Samapaju were not surveyed.

Settlements in
Khondmals
Subdivision

During the early days of the British administration no land revenue was assessed in the Khondmals. The system of general administration was enforced through the traditional headman of the village, the Malik; and the Saradar of the Mutha, a group of villages. In 1872 at the special request of Khond Sardars a tax was imposed on liquor shops in order to check drunkenness. "In 1875, the Khonds agreed to pay a plough tax (calculated on the number of ploughs) and to the sum so realised Government agreed to add an equal amount, the total constituting the Khondmals Road Fund which was utilised for construction of roads, inspection bungalows, wells etc., for the benefit of the people and of administration. The plough tax was regarded as a voluntary contribution and it was collected voluntarily by the village headman who was not entitled to get any remuneration for his service rendered in collecting this. No formal settlement had, therefore, been carried on in Khondmals subdivision but alienation of land by the Khonds to non-Khonds used to be duly enquired into from time to time, registered and land revenue assessed on it, as the exemption from assessment of land revenue has always been considered purely personal to Khonds."*

After the constitution of the district of Angul with the Khondmals as one of the subdivisions in 1891, the Angul District Regulations (of 1894) was framed with a view to provide a complete but simple code of substantive and procedural law suitable to local conditions. But there was no provision in this Regulation defining the rights and liabilities of persons occupying land excepting that the procedure for recovery of public demand was defined in it. To prevent the transfer of land to outsiders and non-arculturists an order was issued by the Government in 1902 which provided "that mutation on account of alienation by sale or gift would be withheld unless the applicant could produce a copy of Deputy Commissioner's order sanctioning the transfer. It was also laid down that should any raiyat transfer or mortgage his holding in contravention of this rule, the Deputy Commissioner would be at liberty to evict the transferee and to resume the holding and settle it with another tenant. As the raiyat held directly under the Government without intervention of

* Land Tenure and Land Reforms in Orissa, 1962, p. 16

any intermediary it was possible to enforce this rule with satisfactory results. It was subsequently felt that this executive order of withholding mutation should be translated into a legislative provision. Accordingly, it was provided in the Regulation that no transfer of any tenure or holding would be valid without the consent of the Deputy Commissioner. The tenants were also protected from ejection and it was further laid down in the law that the immovable property of a tenant could not be sold without the permission of the Deputy Commissioner. The Angul Laws Regulation, 1913 which repealed the Angul District Regulation, 1894 was a definite improvement on it containing, as it did, complete though simple provisions of substantive and procedural law including the law regarding the transfer of landed property. These simple provisions were considered sufficient for the purpose because the land tenure was still simple, there being only agriculturist raiyats under the Government who for all practical purposes were occupancy tenants and private rent-receiving interests were practically unknown.*” The question of survey and settlement of Khondmals was one that had engaged the attention of the Government for a period of over 20 years previous to the commencement of the first survey and settlement operation in 1921. It originated as Khonds were rapidly losing their lands by sale and mortgage to the persons of other castes and sinking to the level of labourers. Section 61 of the Angul Laws Regulation, 1913, which provided for the written consent of the Deputy Commissioner to any kind of transfer by a tenureholder or a raiyat of his right in his land, had hardly been enforced and there was a growing danger that in Khondmals, the lands might pass wholesale into the hands of the non-tribals, unless the protective regulation was properly enforced and it was obvious that the local authorities could not enforce it unless they had a record-of-rights as a basis for their work. After a good deal of correspondence, the Government finally decided in 1918 for survey and settlement in this area and issued order to that effect in their letter No. 3047-P., dated the 24th September, 1918. In the said order it was clearly stated that the object of settlement was not to assess the Khonds to land revenue, but simply to find out what lands were held by the non-Khonds, to consider their title to them and to assess them if they were maintained in them. So far the survey extended to lands held by the Khonds, the object was to prepare a record which would protect them from the loss of their land and enable future disputes to be settled. It was not easy to get the Khonds to understand Government attitude towards them and they viewed the whole project with extreme distrust. However, A. J. Ollenbach, the then Subdivisional Officer of Khondamals who commanded the confidence of the Adivasis commenced the operations during

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December 1921 and J. W. Woodhouse completed the operations during 1925. This Settlement was treated as limited survey and settlement as only the lands of the non-Khonds were surveyed.

The only record available about the above survey and settlement operations in the Khondmals subdivision is the 'Final Report on the Survey and Settlement Operation' in the Khondmals subdivision, 1921—25. From this report it is ascertained that prior to the survey and settlement of 1921—25, there was no survey and record-of-rights in this area. Out of the 50 Muthas of this subdivision, all villages were surveyed in 9 Muthas as non-Khonds held lands in them all. In 39 Muthas, only a portion of the total number of villages contained lands held by the non-Khonds and so were surveyed. Two Muthas which were found entirely free from non-Khonds were not surveyed.

During this settlement for the purpose of assessment, the lands were classified as follows:

- | | |
|----------------|---|
| 1. Rice lands | Three classes |
| 2. Bari lands | Those were sown with valuable crops like turmeric, oil seeds and sugarcane. |
| 3. Taila lands | Those were uplands yielding other dry crops and only rice. |

Since the whole of the subdivision was a Government Khasmahal, the rate of rent was fixed by the Government as follows:

	Rs.	Annas	Pies	
(i) For first class paddy land, per acre	1	9	0	or Rs. 1.56
(ii) For second class paddy land, per acre	1	0	8	or Rs. 1.05
(iii) For third class paddy land, per acre	0	8	4	or Re. 0.52
(iv) For Bari land, per acre	0	8	4	or Re. 0.52
(v) For Taila land, per acre	0	4	2	or Re. 0.26
(vi) For Home site	Free			

Rents in the above rates had been assessed on (1) lands belonging to the non-Khonds, (2) lands belonging to the non-Khonds but given in mortgage to the Khonds, the mortgager was to pay the rent and (3) lands belonging to the Khonds which were given in mortgage to the non-Khonds, the mortgagee was to pay the rent. No rents were assessed on the lands of the Khonds, mixed tribes, Pans and Sauras.

The above rates of rent was fixed at a flat rate. There was no method of assessment, such as, assessing some per cent of net income of the various types. This settlement report also does not tell as to whether the productive capacity of the land was experimented. The villages were classified taking into account their situation, facility of irrigation, marketing and communication facilities.

The rules for this survey and settlement were drawn up by James Taylor, the Deputy Commissioner of Angul in 1918, and had the consent of the Government. According to these rules no detailed survey was required to be made. There being no previous laying of the traverse stations by a survey party equipped with theodolite, the Amins had to lay their own traverse stations and lines by magnetic compass and sightvane.

In November 1922, C. L. Phillip, I. C. S., the Political Agent and Commissioner of Orissa Feudatory States and Angul, inspected the field and recess work and came to the conclusion that the quality and progress of the work could be greatly improved if the rules were amended and accordingly he made certain amendments to the existing rules. The operations were thereafter carried out in the light of these amendments and the progress of the work was greatly accelerated. The area of the subdivision at that time was 800 sq. miles (2,072 sq. km.) out of which only 58.76 sq. miles (152 sq. km.) were surveyed. The operations were restricted to 60 per cent of the total estimated area under cultivation. The results of the survey revealed that more than one-fourth of the land held by the Tribals had passed out to the non-tribals. The gross rental derivable from the assessed lands of all classes was Rs. 8,104-15-2 (Rs. 8,104.97) of which Rs. 1,013-1-11 (Rs. 1,013.11) had to be paid to collecting agents. The taxes were being collected through 57 Mutha Sardars who were remunerated at the rate of $12\frac{1}{2}$ per cent of the gross collection.

The term of this settlement was for fifteen years. In this settlement the tenants, both Khonds and non-Khonds, were classified as occupancy raiyats with the exception of those tenants who held service tenures. There was only one such class known as Paiks. There were no under-tenants.

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There were 32 Mutha heads called as Sardars. The Sardar was the administrative head of a Mutha or a group of Muthas under the Subdivisional Officer and was directly responsible for the revenue and tax collections. They derived 12½ per cent of the gross demand of the land revenue as commission for collection of land revenue. They were also collecting plough tax and Chowkidari tax. The Khondmals Laws Regulation provided for institution of certificate cases against the Sardars for recovery of Government dues. The Sardars were not enjoying any service or *jagir* lands in lieu of their service. The Muthadars, i.e., Sardars were collecting a voluntary gift or offering from the people on ceremonial occasions like births, marriages, deaths etc. They were maintaining revenue registers relating to land revenue, plough tax and Chowkidari tax. They were assisting the police in maintenance of law and order, but were not subordinate to the police. The Deputy Commissioner, Khondmals, was the appointing authority of the Mutha Sardars and had also the powers to dismiss or punish them. No appeal was to lie against the orders of the Deputy Commissioner. Below the Mutha Sardars were another set of officials known as Mutha Malliks. Their duty was to assist the Mutha Sardars in collection of rent and taxes and were to receive a remuneration of one-third of the percentage allowed to the Sardars for the purpose. They were responsible to report instances of breaches of law, cutting of road side trees and such matters not being cognizable crimes to the Sardars as well as to the Subdivisional Officer. The Mutha Malliks were appointed by the Subdivisional Officer. They were recruited from the Khond castes.

The other functionary at the village level was the village head man, appointed by the Subdivisional Officer. His functions were to give immediate information to the Mutha Mallik and Sardar and also to the officer-in-charge of the nearest police station on all matters relating to crime, beginning from unnatural deaths to unlawful assembly.

A set of rules were prescribed for appointment of the above functionaries and to regulate their appointment, functions and dismissal. These rules were framed by the Deputy Commissioner.

During this settlement all lands belonging to the Government were surveyed in blocks. The orchards and fruit trees were not surveyed as they were treated as communal property.

In 1936, after the creation of the Province of Orissa, the Angul Laws Regulation, 1913 was repealed by two regulations, one for Angul and the other for Khondmals, each of which was defined as a district

in the respective regulations. These Regulations "more or less re-enacted the same provisions as were contained in the Regulations of 1913 as to the rights and liabilities of tenants in land and continued the protection that there could be no transfer of the holding of a tenant or any part thereof without the previous sanction of the Deputy Commissioner".¹

At the time of the British occupation, the area now forming the subdivision of Baligurha was mainly under the management of the hill zamindars. The area formed a part of the Ganjam district. The tract was predominantly inhabited by the Khonds "whose way of life was totally different from those in the plains, communication facilities were extremely meagre and living difficult".² Though it was the general policy of the British Government to treat both the hill and plain zamindars alike, they, before going for a formal settlement of this tract, wanted to know more details about these hill zamindars. In these circumstances the Government had to make a sort of stand-still agreement with the hill zamindars to make them liable to pay Peshkush.

Settlement in
Baligurha
subdivision

There was a disturbance in Ghumsar in 1816 which "clearly brought out that the Khonds were extremely loyal to their zamindars and the zamindars as a class were not to be too much relied upon until the administration was properly organised and the country fully subjugated. To effectively deal with emergencies in these tracts, Government decided to remove the zamindaris both in the hills and on the plains from the jurisdiction of normal administration and put them under the special control of the Collector as 'Agent' to the Government with Assistant Agents to help him in administering these areas."³ Since then, these areas were termed as 'Agency' (derived from the term Agent in whose special charge these tracts were placed). To give a statutory recognition to this decision of the Government the Ganjam and Vizagapatam Act, 1839 was passed. According to the provisions of the Act, the collection and superintendence of revenue of every description in the Agency vested in the Collector. The Governor was authorised to prescribe such rules as may be deemed proper for the guidance of the Agent and of all officers working in the Agency.

"The introduction of an administrative system hitherto unknown in these tracts and the inevitable difficulties, however transitory they might have been concomitant therewith, added to the dissatisfaction of the tribal population of these hills and the tribals rose in rebellion many a

1. Land Tenure and Land Reforms in Orissa, 1962, p. 17

2. Ibid p. 44

3. Ibid p. 44

time in the first three quarters of the last century. Therefore, even though the Government could establish a strong and settled administration in the plains, it could not do so in the hills as it remained preoccupied with stamping out rebellions."¹

The plain portion of this tract was transferred to the jurisdiction of ordinary revenue, civil and criminal administration in 1866. But a portion of the same was placed again under the Agency Department in 1869. "There was no further transfer from or to the territorial jurisdiction of the Agency thereafter till 1st January, 1953 when the Ganjam and Vizagapatam Act, 1839 was repealed and the entire area stood transferred to the jurisdiction of normal civil, criminal and revenue administration".²

The Scheduled District Act enumerating the Agency tracts as Scheduled District was passed in 1874. According to the provisions of this Act, application of normal laws was barred in this tract.

In the meantime Government decided to recognise the hill chiefs not as hill zamindars but as service holders and the Malihās under their possession as service grants. Accordingly, in between 1874 and 1881 some of these chiefs were granted Sanads which clearly mentioned that these hill chiefs or the Muthadars were to hold the Muthas as service tenures and on payment of a fixed amount of Nazarana. The Muthadars in exchange executed Kabuliyats. They had under them other heads of Muthas and their subordinates who were service Inamadars. The Muthadars and Muthaheads were getting income partly from *mamuls* (both in money and kind) and partly from Inam lands. During the early days of British occupation it was their responsibility to maintain peace and order in the Agency. But gradually this responsibility was given to the normal administration.

As mentioned earlier, the Khond peasantry occupied the largest portion of the tract. They paid no rent. In 1846, Government also expressed their intention by a proclamation not to impose any tax on hill races if they stopped human sacrifice. It was, however, indicated that the tribals would only pay the customary grants known as Mamuls to the Muthadars and Muthaheads. But in course of times some of the lands held by hill races passed on to the non-hill people of the plains. The Government took steps to put a stop to such alienation. The Agency Tracts Interest and Land Transfer Act 1 of 1917 was passed which prohibited all transfer from hill men to non-hill men without express permission of the authorities.

1. Land Tenure and Land Reforms in Orissa, 1962, p. 45

2. Ibid, p. 45

In the G. Udayagiri Tahsil (then Taluk), there was survey and settlement in the 56 villages of Chakapad Khandam during the Fasli year 1324, i. e. 1914 and completed in 1916. A. G. Leach, I. C. S., was the Settlement Officer in charge of these operations. 56 villages were surveyed and the lands in these villages belonging to both the Oriyas and the Khonds were assessed. The total land revenue from this came to Rs. 2,000. The wet lands were assessed at Re. 0-12-0 (Re. 0-75) per acre and dry lands at Re. 0-6-0 (Re. 0-37) per acre. The Bishoyis owned separate lands of their own and also got Mamuls, a customary perquisites from the inhabitants. These Bishoyis were heads of Muthas. They were appointed and removed by the Government.

With the exception of Chakapad Khandam, the entire Baligurha subdivision was unsurveyed and Government were the landlord of the entire area and there were no estates in the sense which that term usually bears. In the notification No. 2584/Revenue, dated the 9th July, 1918, the Government of Madras ordered for the survey and preparation of record-of-rights in respect of lands alienated by the Khonds in the G. Udayagiri Tahsil. It was further envisaged that the survey would be confined to Block traverses of Oriya lands and the separate survey of such scattered lands belonging to members of hill tribes that were included in Oriya blocks, the land surveyed would be demarcated and field measurement books to be prepared. Mutha was adopted as the administrative unit for survey, not the village.

As mentioned above, in Chakapad Khandam which borders to the east of these lands, wet lands were assessed at Re. 0-12-0 (Re. 0-75) per acre and dry lands at Re. 0-6-0 (Re. 0-37) per acre. But the assessment, in respect of the Oriya lands was proposed to be made at a rate of Rs. 2 for low wet land, Re. 1 for high wet land and Re. 0-12-0 (Re. 0-75) for dry land. Such a decision was taken obviously for the reason that the Oriyas had acquired the Khond lands which were saddled with the burden of public labour. They were not discharging that burden but continued to thrust it upon the Khonds. The Khonds, though ousted from the lands, continued to receive for their labour the same remuneration in cash as they used to receive when the substantial payment for them was the enjoyment of their land free of tax. It was sufficiently clear that either the Oriyas would work upon the roads etc., in person and landless Khonds be exempted from labour or else the Oriyas would pay assessment in cash instead of labour for the lands they used to enjoy.

As Mohamadans were also owning lands in G. Udayagiri, subsequently the Government in the Revenue Department Notification No. 3786, dated the 29th November, 1918 ordered that the survey should be made applicable not only to the Oriya lands but also to lands held by other than the

Oriyas, who were not members of the hill tribes. The survey and settlement operation though proposed to be taken up in the year 1918, had to be postponed till June 1921 on account of outbreak of famine in the area, in pursuance of the directives of the Board of Revenue, Madras, communicated in their order No 1034, dated the 17th May, 1919.

The survey and preparation of record-of-rights in respect of lands alienated by Khonds and other hill men commenced in June 1921 and continued till July 1922, when they were stopped temporarily for want of funds. It was again taken up in May 1923 and was completed by the end of June 1924. G. H. Jackson, I. C. S., was in charge of the limited settlement operations. The settlement report of 1924 reveals that the total area surveyed and settled was 6614 acres and the assessment on it was Rs. 9,365.00. The rate of assessment adopted was, low wet land Rs. 2 per acre, high wet land Re. 1 per acre and permanent dry land Re. 0.75 paise (Re. 0-12-0) per acre. The classification of land was made solely with reference to the agricultural facilities of lands and was not based on classification of soils. Samsthanam service Inams namely those of Bishoyis and Dandasis, Naik and Paiks were found in Kalanjori, Sakkidingia, Raingia, Bappolomendi, Tomosomendi, Bastingia, Paningia and Mundikia Muthas.

The total extent of service Inams held by the Inamdars was 645.71 acres. These Inams were recognised by the Government.

There were no irrigation sources. The whole tract was rainfed. There were some perennial springs supplying drinking water and water for crops, but no water rate was charged.

The Muthas during the above settlement were grouped into six Karanam charges. These Karanam charges were again grouped into two Firkas and each Firkas was kept in charge of a Revenue Inspector.

The raiyats of 56 villages of Chakapad Khandam which was fully settled and 41 villages where limited settlement operations were undertaken had occupancy right in their holdings. Excepting these areas, the lands held by others, both tribals and non-tribals in the agency tract of Baligurha division, the geographical area of which is 2,173 square miles (5,606.34 sq. km.) was unsurveyed and as such the lands were not assessed to rent. However, in lieu of land revenue, the Adibasis had to make certain customary payments in cash and in kind to the Muthadars and the subordinate Mutha officials. These payments were called Mamuls. The word Mamul is Persian in origin and means customary and this possibly indicates the most important quality of the system of payment. The tribals used to make customary presentations to the tribal

heads on important occasions or even when they used to visit them. In an area where money was scarce and barter economy was prevailing, these presents had to be given in kind. Gradually, as the power and influence of the Mutha officials over the tribals increased these presentations in kind lost its voluntary character and came to be regarded as a levy on the villagers. The Mamul system was a feudal system and the object of the system was to keep the Adivasis under check and control through the agency of the non-Adivasi chiefs known as Muthadars and Mutha-heads. The Muthadars hailed from the princely families of the plains of the Ganjam district. How they subjugated the hill tribes people and established their supremacy in the tract is shrouded in mystery and is a matter of speculation.

Generally, three main classes of tenure holders were found in this sub-division, namely;

- (i) Muthadars or Hill Chiefs who held Agency Sanads.
- (ii) Patras, other heads of the Muthas and their subordinates and
- (iii) the cultivating classes who were chiefly Khonds and other hill tribes.

The position of the Muthadars was defined by the Sanads granted by the government, for which they had executed Kabuliyats in exchange. There were three such Muthas, namely, Ranaba, Kararha and Katingia. The Sanads granted to these Muthadars clearly mentioned that they were to hold the Muthas, as service tenures and on payment of fixed amount of Nazarana. The Muthadars of Katingia, Ranaba and Kararha were paying Rs. 50, Rs. 15 and Rs. 15 respectively per annum as Nazarana. In addition to these three Muthas, there was a Jagir held by the Jagirdar of Ghatikharigurha on Sanad. He was paying Rs. 106 per annum as Nazarana. As mentioned earlier, under these Muthadars, there were Patras and other heads of Muthas and their subordinates, who were service Inamdars. The income of the Muthadars and Muthaheads consisted partly in Mamuls in money and in kind and partly Inam in lands. Mamuls collected by the Muthadars were varied in nature but the main item of collection of Mamuls was known as Sanja and Sistu which had some relationship with the lands. In addition to the Mamuls which had a bearing upon the land, the Muthadars and their subordinates were also collecting Mamuls in different forms and under different names. To mention a few important of them are; (1) Saree mamul, (2) Dali Mamul, (3) Jatra Mamul, (4) Madha and Bhutha Mamul, (5) Sikar Mamul, (6) Bethi Mamul, (7) Bogodo Mamul, (9) Baghakhai.

In addition to these Mamuls, there were other Mamuls, the details of which have been recorded in Appendix XVI of Taylor's Memoirs. The nature and significance of the Mamuls indicated above are as follows. The quantum of these Mamuls was varying from Mutha to Mutha.

**Madha and
Bhutha
Mamul**

Madha and Bhutha fees were paid to the Patra by the eldest son or brother on the death of a head of the Khond family. Madha was paid 3 or 4 days after the death and Bhutha, any time after the death. The Madha Mamul was collected from the head of the Khond family at the rate of Re.1, if he had heir and at the rate of Rs. 2, if he had no heir. Bhutha Mamul of 20 Khondis of paddy and a bullock worth Rs. 10 was collected from the heir of the deceased. In case of no direct heir of the deceased, a buffalo worth Rs.20 or a piece of land was demanded. If the deceased left no heir except the widow, half of the property was collected as Mamul. In case of the deceased leaving no heirs, the entire property was divided between the Muthahead and the concerned villagers at the ratio of 50:50. Bhutha, more or less confirmed to the present day death duty.

Dali Mamul

Dali Mamul probably took its origin from the Oriya word meaning parched split pulses. A bunch of plantains, a bundle of hill red gram and a pumpkin were presented to the Muthahead during Dasahara.

**Jatra
Mamul**

Throughout the Agency, Dasahara, Balijatra, Rathajatra etc., were celebrated by the Muthaheads at their places. The tribals used to pay the Muthaheads Re.1 on these occasions with or without a goat.

**Sikar
Mamul**

Under this system the killer of the animal had to give a fixed share of the flesh to the Patra, Hododar and Paik.

Bhaghakhai

When there was a death by tiger kill, the Muthahead used to accompany the police officer for investigation. For this purpose, Mamul was payable to the Muthahead and party, in shape of goat and rice. In the absence of goat and rice, cash payment was made.

Bogodo

A share of the second crop grown on the hill slopes was collected in shape of redgram, Jhudanga, Castor, Kangu etc., by the Muthaheads.

**Saree
Mamul**

The Muthaheads used to collect Rs. 5 to Rs. 10 for a Saree from the villagers on visiting a village.

**Kendu
Mamul**

It was associated with the sacrifice of buffalo to satisfy the deities. For each buffalo sacrifice, Rs. 2 was paid to the Patra, Rs. 2 to the Peshenia and Rs. 2 to the Dolo. When the sacrifice was made on a new land, the Patra used to get Rs. 6, one brass *lota* and a new cloth from a Khond village, and Rs. 2 from an Oriya village.

Bethi

Unpaid labour or Bethi was rendered to Muthaheads and the period of such labour varied from one day to ten days.

Mamuls were also collected in shape of vegetables, paddy, rice, turmeric, tamarind and also in shape of flesh of goats and sheep. The Mamuls were paid either by the villagers as a whole or by each house or by a group of houses. The quantum of Mamul also used to increase with the extension in cultivation. The condition prevailing in these tracts and the infrequent contact of the administered with the administrators gave the Muthaheads a status of administrative middle men, and they took suitable advantage of such position. The Muthahead system was generally regarded as a system of Land Revenue Administration in the Agency area. The Muthaheads were usually called as Bishoyis, Patras and Dalabeheras.

The functions of the Muthaheads and Muthadars were primarily to maintain law and order, to report crimes and to accompany touring officers during tours in the Agency area. In other words, they were required to discharge certain administrative duties and were to maintain peace in the Agency area. In course of time these Muthaheads assumed some vestige of royalty and surrounded themselves with various other subordinate officers i. e., subordinate agents, the more common among them being the Chatia, the Mallik, the Padar, the Majhi, the Bebhari, the Peshenia, the Desipatra and the Kothadalei. It, however, appears certain that with a few exceptions, these agents were the personal servants of the Muthadars and the Muthaheads remunerated them either by the enjoyment, free of all levies, of relatively larger holdings or by the appropriation, under a private arrangement with their employer, of a portion of the total Mamul collection.

According to Taylor's *Memoirs*, Mamuls were liable to alternation or adjustment from time to time at the discretion of the Government. The Agent was competent to revise or resettle the Mamuls. The civil courts had no powers to decide any question as to the rate of Mamul payable. As the Muthahead system was ideal to the conditions existing then, a well defined system of appointment of Muthaheads and Mutha officials, grant of leave, punishment etc., was prescribed by the Agent for effective control over the Mutha officials.

The Muthaheads and the Mutha officials were appointed by the Agent subject to the power of revision by the Revenue Commissioner, Orissa. The Sub-Muthaheads and their Mutha officials were also appointed by the Agent and the village head and the other subordinates were appointed by the Special Assistant Agent. The Agent had powers to punish a Muthahead and the Special Assistant Agent had powers to fine Muthaheads up to Rs. 15. The Agent had powers to dismiss a Muthahead and a sub-Muthahead including their subordinate officers.

Fine and suspension of sub-Muthaheads, dismissal of subordinate officers to the sub-Muthaheads vested on the Special Assistant Agent. The Special Assistant Agent had power to grant leave up to six months.

There were 52 Muthas in the G. Udayagiri Tahsil and 40 Muthas in the Baligurha Tahsil. Out of 40 Muthas of Baligurha Tahsil, 9 Muthaheads were paying Nazarana at the rate of Rs. 12 each per annum to the Government. The Muthadar of Katingia was paying Nazarana of Rs. 50 per annum. The land revenue demand of Baligurha Tahsil was Rs. 158. It was known as Nazarana. The remaining Muthaheads and sub-Muthaheads of Baligurha Tahsil were not paying Nazarana to the Government. In the G. Udayagiri Tahsil, out of 52 Muthas, the Muthadars of Kararha, Ranaba and the Jagirdar of Ghatikharigurha were paying Nazarana and they were holding the grants as service tenures. It was open for the Government to resume the service tenures if their services were no longer required. Even at the pleasure of the Government their service tenures could be resumed. These tenures were hereditary but subject to resumption.

With the passage of time, the quantum of Mamuls increased and it was looked upon as an extortion. The question of Mamuls was examined by the Partially Excluded Area Enquiry Committee, 1940 which came to the conclusion that these Mamuls stood in the position akin to rent though they were not legally so.

By virtue of the powers conferred on the Collector as Agent to the Governor, the management of waste and Parombok lands was regulated by executive orders. According to it, all unoccupied lands in the Agency were property of the Government and the Government would dispose of such lands. Persons encroaching on Parombok lands were evicted under the provisions of the Madras Land Encroachment Act, 1905. Assignment of waste lands was exclusively made to the hill men on the condition that assignment would be null and void if the hill-men alienated the land to non-hillmen. Lands were reserved by the Agent for the Government purposes. Non-hillmen found in occupation of land reserved for hillmen were also evicted.

Settlements
in Boudh
Subdivision

It appears that the first settlement of the ex-State of Boudh, now forming the major part of a subdivision of the same name, was conducted in 1874 by Harikrushna Das, the then Assistant Superintendent of the Orissa Tributary Mahals. At the time of this settlement the ruling chief was all in all. The tenants were cultivating the land, enjoying the crops and paying rent either in cash or in kind according to the sweet will of the rulers. "The specification of area was only inferential. The people had no knowledge of their rights, whatsoever, over the land

they possessed but on the other hand they knew that the property they owned with their ownself belonged to the Raja. All they worked was for their Rajas. Thus, it was quite natural that they made no attempt to improve their lands. They remained satisfied with what little they got from nature."* The settlement of 1874 was of summary nature and a Nazarkut one. The records state that the Assistant Superintendent of the Tributary Mahals caused this summary settlement to be made and *pattas* issued to settle the troubles between the Chief and the Khonds. The details of the settlement are not known. Again on the 1st January, 1907, another round of survey and settlement operation commenced and was completed by the end of December 1909. This may be termed as the first regular settlement. During this settlement the measurement of field etc., was made by a bamboo stick called 'Padika' approximately 16 links in length. In this settlement twenty per cent of best lands of each village was recorded as Bhogra or Government land and the rest of the cultivable lands were divided among the deserving inhabitants of the village. The tenants were termed as Thani or Pahi, as the case may be, with no recognition of their rights in respect of the lands they owned. The tenants who owned homesteads had been termed as Sukh-basis Chandanadars. During this settlement lands were classified into two i. e., wet lands and Ata lands, and each class was divided into three grades. Homestead lands at headquarters were distinguished from such kinds in the rural areas. Rates per acre for the agricultural lands were fixed which were said to have been recorded as 1/8th of the net annual produce. Khonds were allowed 30 per cent concession in rates and their homesteads were not assessed. Payments in kind were abolished in this settlement.

The next survey and settlement operation was taken up during 1924-30. In this settlement the modern method of survey by Gunter's chain and plane table and other survey instruments had been used for accuracy. During the settlement the old classification of lands was retained. Tanks, Bandhs and gardens not assessed before were added as a separate class. Villages were also not classified during this settlement. The rate proposed represented a considerable enhancement excepting the case of third class Ata lands for which the old rates were retained. In the case of urban homestead lands the rates were reduced from Rs. 12-8-0 (Rs. 12-50) to Rs. 12-00. Reduced rates were also proposed for the tribals. The enhancement varied from 52 per cent to 68 per cent in case of rice lands and 92 per cent in case of first class dry lands. These rates do not appear to have been based on any such principle as 1/8th of the net produce as at the former settlement. During this settlement

* Completion Report of Survey and Settlement of the Boudh Feudatory State-1950 p. 20

the tenants were given the right of transfer of their land. The term of this settlement was fixed for ten years. The settlement of Boudh and Manamunda Nazuls was completed in 1932-33.

After the completion of the settlement of 1924-30 it was found that some useless lands had been measured in the names of the tenants and for this they could not pay land revenue in time. Lands were frequently surrendered. Thus, the Durbar decided to take up survey and settlement of the State once again by piecemeal with a small number of permanent staff in order to avoid the irregularities of recording of useless lands. So a revision settlement of the ex-State started in the year 1937-38 and the final publication of the entire Boudh subdivision excluding the two villages, viz., Paljhar and Samapaju, and the 66 villages of the ex-Zamindari of Panchara, was completed in 1949-50. For the purpose of this settlement the ex-State was "divided into ten parts approximately with a number of 24,000 plots with a view to finish the survey and Khanapuri and other stages of each part in the first year and to finish the settlement and final publication in the next year."¹

During this settlement the principle of assessing 1/8th of the produce was taken as the rate of assessment. The villages had been divided into three classes according to the facility for irrigation and proximity to forests. The rate of assessment had been increased in the first group of villages and decreased for the second and third groups of villages during this settlement. The assessment on tanks and gardens were reduced by about Re. 0-2-0 (12 paise) per acre, the reasons for which are not known.

This being a revision settlement, survey of the villages had been made by fixation of adopted stations of the Vandyke maps of the last settlement. Kistwar was done running one line from one adopted station to another. A number of *morabas* had been formed which were again subdivided by *sikim* lines and thus internal plottings were made. After the survey was made in the above manner, preliminary record-of-rights were prepared and records were attested in the next field seasons after which the draft attested records were published for a period of 31 days inviting objections either in the case of preparation of records or in assessment of rent. After finalisation of such objections the records were finally published and *pattas* were distributed. The period of draft publication and final publication does not seem to have been prescribed. This settlement was made for ten years.

¹. Completion Report of Survey and Settlement of the Boudh Feudatory State, 1950-p.4

The different status under which the lands were recorded in the above settlement are noted below:

Land Tenure System

- | | |
|-------------------------------|---------------------------|
| 1. Occupancy holdings | 22. Charcha Behera Jagir |
| 2. Chandana holdings | 23. Sevapuja Jagir |
| 3. Bhogra | 24. Chakaran Jagir |
| 4. Dalabehera Jagir | 25. Anagruhi Tanki Jagir |
| 5. Chowkidar Jagir | 26. Sunari Chakaran Jagir |
| 6. Paik Jagir | 27. Adhajama Lava Jagir |
| 7. Bhandari Jagir | 28. Faut-Ferrar |
| 8. Pania Jagir | 29. Debottar Niskar |
| 9. Kumbhar Jagir | 30. Brahmottar Niskar |
| 10. Mehentar Jagir | 31. Khairat Maufi |
| 11. Mahar Jagir | 32. Brahmottar Tanki |
| 12. Tamakia Jagir | 33. Jhutapan Niskar |
| 13. Anagruhi Hatidhara Jagir | 34. Jhutapan Tanki |
| 14. Kansari Jagir | 35. Anagruhi Tanki |
| 15. Kahalia Jagir | 36. Tanki Bahal |
| 16. Bahuk Jagir | 37. Kharposh Tanki |
| 17. Bhitiria Jagir | 38. Kharposh Niskar |
| 18. Sagar Rakhya Jagir | 39. Private Khamar |
| 19. Niskar Jagir | 40. Anabadi |
| 20. Sabaribuha and Buha Jagir | 41. Sarbasadharana |
| 21. Anagruhi Jagir | 42. Mahatrana |

Some of the tenures are described as follow:

Raiyati tenure of this ex-State were known as Thani and Pahi as the raiyat resided in the village of cultivation or not. In practice, this distinction had no significance. Persons having only house

Raiyati Tenure

sites were called Chandanadar. The raiyats had right of occupancy over the lands they owned. As mentioned elsewhere, they had no right of transfer till 1930. In this year the Ruler allowed this right to them. But the idea that they had no right over the land was so deep rooted in them that they did not venture to transfer their land. So a fresh proclamation had to be made in 1941 about free transfer of raiyati and Chandana lands. There are certain *parganas* inhabited by Nanguli Khonds. These Khonds were not paying revenue like ordinary raiyats. They used to pay only what they could. Education and Improvement cess was collected at reduced rates from them. Khonds were not allowed to transfer their holdings to non-Khonds without the permission of the Durbar. The tenants were liable for eviction if they kept the land continuously uncultivated and did not pay rent for two continuous years. Mortgage and gift were permitted. Sub-letting was also permitted. Reclamation of new lands was done with the permission of the Sarbarkar and new lands were held rent-free for the first five years and at the half rate till next settlement. Surrendered and abandoned lands were disposed of usually by auction. Mutation was allowed on recovery of fees.

Other Tenures

There was no Zamindari in this ex-State but many whole villages were held under Debottar (also described as Khanja grants for various deities, where whole villages had been made over), Brahmottar, Khorakposak (maintenance), Jhutapan (Spittle) and other grants. 56 whole villages were held by tenure holders of which 21 were held as Khanjas by various deities, some holding 5 to 6 villages. There were 16 Brahmottar villages. These were not strictly speaking, held by anybody and the villages were themselves non-rent paying. There were 19 Khorak grants and the rest were Jhutapan and other villages. Including Brahmottar villages, there were 72 or more villages paying no rent. In addition to these whole villages, there were others on which small quit-rents were paid. The Maufidars in the ex-State of Boudh had not only a right to revenue but at the same time the Maufidars could settle vacant holdings of their villages with raiyats. It needed previous sanction of the Ruler. The Debottar grants or Khanja or maintenance grants for deities, and apart from villages held rent-free or on quit-rent, there were an enormous number of small and large holdings held rent-free as Debottar. The Khanja Debottar grants used to pay the education, forest and improvement cess. The Khanja grants were managed by the Debottar Department. The individual grants were managed by Sebayat and some grants were looked after jointly by the villagers. In Debottar villages, as in other tenure-holder villages, the lands were cultivated directly and recorded as Nijchas. The Brahmottar grants consisted of whole villages, as well as Tanki or

quit-rent paying whole villages, and few separate grants of lands. The maintenance grants were mostly rent-free but they used to pay all the cesses. The Jhutapan and other grants were similar to the maintenance grants. Maufidar's lands were heritable and divisible. They had no right to transfer their land. They were allowed to enjoy the lands as long they remained loyal to the Government, besides attending to other obligations mentioned in the Parwanas issued to them. Tanki holdings were liable to assessment of rent progressively from generation to generation or at each new settlement.

There also existed various kinds of Jagirdars like Chowkidars, Paiks, Dalbeheras, Dhobas, Kumbhars, Bhitirias, Luhars, Bebartas etc. They were enjoying lands free of rent in lieu of services rendered by them either to the community or to the Ruler. These holdings were ordinarily heritable, but not transferable or partible.

The Sarbarakars were collecting land revenue and were responsible for the revenue of the whole village before 1937-38. They were getting a remuneration of 15 per cent of the land revenue and also enjoyed Bhogra lands which were, however, rent paying. Rent was deducted from the remuneration allowed to them for revenue collection. The Sarbarakars had no occupancy right in the Bhogra land. The Bhogra lands were neither heritable nor transferable nor divisible although ordinarily passed from father to son. These lands were purely Chakran Jagirs. In 1907 Settlement a protected status was granted to those Gountias who had been 20 years or more in possession of their villages or who were the actual reclaimers of the villages. The Durbar authorities had reserved the right of approving a new Sarbarakar on the death of the old one. Certificate proceedings had to be taken up against a Sarbarakar for the realisation of the unrealised revenue of the village. As the Sarbarakars found great difficulty in paying the village revenue, this responsibility was taken away from them in 1937-38 and twelve Revenue Inspectors were appointed for the collection of land revenue. Thereafter the Sarbarakars were allowed only 5 per cent of the land revenue and the Bhogra land to discharge other duties assigned to them.

Sarbarakari
system

In the "Completion Report of Survey and Settlement of the Boudh Feudatory State (1950)" the area of the subdivision of Boudh has been mentioned as 1264 sq. miles (3273.63 sq. km.) of which 381 sq. miles (986.75 sq. km.) are reserved forests and 202 sq. miles (523.15 sq. km.) are protected forests. The rest 681 sq. miles (1763.63 sq. km.) are cultivated and uncultivated lands of which the survey and settlement had been made. During this settlement the area under cultivation was 1,94,936 acres 57 decimals. and assessable rent was fixed at Rs. 2,21,452-14-3 (or Rs. 2,21,452.89) as

against Rs. 3,17,659-2-3 (or Rs. 3,17,659·14) fixed during the settlement of 1924-30.

Settlements
in Panchara
ex-Zamin-
dari

As mentioned earlier, Panchara was a Zamindari under the Sonepur ex-State. This ex-Zamindari originally constituted of 5 independent Muthas or divisions, each under a headman called 'Malik'. The Ruler Prithwi Singh of Sonepur made the 'Malik' of the eldest branch a Zamindar to represent other 'Maliks'. Other 'Maliks' were required to pay their dues through him. This estate alongwith other Zamindaris of the ex-State was created with the object of getting faithful military service.

This Zamindari alongwith other parts of the Sonepur ex-State was brought under survey and settlement at different times. The first settlement was started in 1893. In this settlement an attempt was made to measure land by a rod of 20 links in length. Cultivable lands were only calculated roughly. No map was prepared. Raiyatwari *parchas* showing the extent of land in each Khunti and *jama* thereof, and assessment register showing the dues of the raiyats and Gountias were prepared for the first time. This continued up to 1907. The next regular settlement started in 1908 and was completed in 1917. For the first time maps were prepared in this settlement. The village boundaries were traversed by taking measurement and were plotted in square sheets. This settlement brought certain reforms in the settlement procedure and records. The third was a revisional settlement which started in 1924 and continued up to 1927. In this settlement no fresh map was prepared or reforms made. The last settlement of this area started in 1954 and was completed in 1969. In this settlement the number of villages of the ex-estate was increased to 66. The rent settled was Rs. 13,752·80. The area of this ex-Zamindari was 37·06 sq. miles (96·61 sq. km.) which included 7·69 sq. miles (19·84 sq. km.) of reserved forest.

Land
Tenure
System

Besides the Zamindar, the other important tenures in this ex-estate were that of the Gountias and the raiyats. The Zamindar was a member of the tribal community (Scheduled Tribes). This tenure was heritable but impartible. The law of primogeniture prevailed. Succession had to be recognised by the Ruler on payment of Nazarana. The Zamindar had to pay *takoli* (tribute) which was liable to revision at each settlement. Takoli was fixed basing on actual income of the Zamindar. The income of the Zamindari and Takoli paid by the Zamindar to the Ruler in the 1st, 2nd and 3rd settlements were as follows:

	Income	Takoli
	Rs.	Rs.
1st Settlement	.. 3,227	580
2nd Settlement	.. 6,432	2,120
3rd Settlement	.. 6,900	2,700

The Zamindar could be removed if found disloyal to the British Government or to the Durbar. He could also be removed if declared disqualified as per the provisions of the Court of Wards Act. He had no right over forests, mines, rivers etc. He was not allowed to take loan or to lease out home-farm and Khamar lands without the sanction of the Durbar. The Zamindar could grant any male member of his family some lands for maintenance but such grant could be resumed by his successor.

The Gountias were the village heads. They were appointed by the Zamindar. But such appointments were formally approved by the Ruler who charged Nazarana from the new Gountia. The Gountias were allowed to collect rent from the tenants and were also held responsible for the general management of the village. For the service rendered by them, they enjoyed Bhogra land. They had the authority to allot house-sites to the needy tenants. They were held responsible for the payment of rent to the Zamindar. The holdings of the protected Gountias were heritable but impartible.

The tenures of occupancy raiyats were heritable. Permission was required in case of transfer. If the holding was kept fallow for two years and rents and other dues were not paid it was deemed to have been surrendered. Gountia was entitled to lease out that holding to a fresh tenant. The occupancy tenant could grant lease of his entire holding for two years ; and for part thereof, for 5 years. He could be ejected for non-payment of rent by way of a suit. Partition among more than one successor was subject to the permission from the authorities.

A detailed account of the settlements, tenure system, system of assessment of the Sonepur ex-State of which the Panchara Zamindari formed a part, finds place in the Balangir District Gazetteer (1968).

Bethi was commuted to annas three (Re. 0.19) per rupee of rent in the ex-State of Boudh in 1940. On the recommendation of the Partially Excluded Area Enquiry Committee, Bethi was abolished in Khondmals and Baligurha subdivisions in 1949.

Abolition
of Bethi

The Survey and Settlement Act, 1958 (Orissa Act-3 of 1959) which was enacted to consolidate and amend the laws relating to survey, record-of-rights and settlement operation in the State of Orissa has been enforced in this district. In pursuance of the Government Notifications No. 74421-S-512/64-R dated the 24th November, 1964, No. 77276-S-473/65-R., dated the 3rd December, 1965 and No. 32475-S-36/68-R., dated the 1st July, 1968 under section 36 (1)(c) of the Orissa Survey and Settlement Act, 1958, survey and settlement operations started in the Tahsils of Baligurha, Khondmals and G. Udayagiri respectively. For the purpose of survey etc. the district has been divided into 4 settlement blocks. The Blocks 'A', 'B', 'C' and 'D' are coterminous with the jurisdictions of Baligurha, G. Udayagiri and Khondmals Tahsils and Boudh subdivision respectively. As discussed earlier,

PRESENT
SURVEY AND
SETTLEMENT
OPERATIONS

survey and settlement during the current round of operation has not been taken up in the Boudh subdivision, i. e. in Block 'D' excepting the two villages, viz., Samapaju and Paljhar. The Government in Revenue Department notification No. 93035-R., dated the 4th December, 1975, have issued orders for taking up survey and settlement operation under section 86 (1) (C) of the Orissa Survey and Settlement Act, 1958 in the above two villages. The demarcation work in respect of these two villages has been completed and the remaining stages of operation are pending to be taken up after the receipt of the traverse frames from the Deputy Director of Surveys and Map Publication, Orissa, Cuttack.

The up-to-date (1976-79) blockwise progress of survey and settlement operation in the remaining 3 blocks of the district are given below :

During the current round of operation altogether 1,092 villages have been surveyed under block 'A' (Baligurha Tahsil). Of these, demarcation of all the villages, Kistwar and Khanapuri of 1,066 villages, attestation of 1,059 villages, draft publication and objection hearing of 965 villages and final publication and Patta distribution of 914 villages have been completed so far. The remaining villages are under different stages of operation. Under Block 'B' i. e., G. Udayagiri Tahsil, altogether 515 villages have so far been surveyed out of which demarcation of 515 villages, Kistwar and Khanapuri of 505 villages and attestation of 431 villages have been completed. The total number of villages under Block 'C' (Khondmals Tahsil) surveyed so far is 890. Demarcation in respect of all the villages, Kistwar and Khanapuri in respect of 888 villages, attestation of 852 villages, draft publication and objection hearing in respect of 845 villages and final publication and *patta* distribution of 774 villages have been completed. The remaining villages are under different stages of operation.

During the current round of operation, the villages of the above three blocks have been classified into 4 groups taking into consideration certain main factors, such as, (i) situation of the village; (ii) communication and marketing facilities, (iii) depredation by wild animals and (iv) liability to vicissitudes of season. Normally the villages are classified into 3 groups for the purpose of assessment of fair and equitable rent. But the fourth group has been created in the above Tahsils for the villages which are situated on hill tops and/or found deep inside the reserved forests without any communication and marketing facilities and are cut off from other villages. The lands of these Tahsils have also been classified into different classes having regard to certain main factors such as : (i) crops grown on the land, (ii) nature of the soil, (iii) situation of land in the villages and (iv) sources of irrigation.

Accordingly, tenanted lands of Baligurha and G. Udayagiri Tahsils have been classified into different classes in the following manner :

- (1) Bila—I, II & III
- (2) Bila Jalasechita—I & II
- (3) Padar—I & II
- (4) Jalsaya—I & II
- (5) Gharabari
- (6) Bagayat
- (7) Patita
- (8) Adi
- (9) Mahara

In Khondmals Tahsil the above classifications of tenanted land have been maintained with the exception that Bila and Padar of Baligurha and G. Udayagiri Tahsil have been termed as Sarad and Taila. The houses in town areas, however, have been subdivided into three classes, namely Gharabari—I, II & III.

For the purpose of assessment of fair and equitable rent per hectare for different classes of land in different groups of villages, 1/6th of the net profit after reductions towards the cost of cultivation, cartage and merchant's profit, liability for the vicissitudes of the season and depredation by wild animals has been taken as the share of the Government towards land revenue or rent. The following are the rates of rent approved by the Government for different groups of villages for different classes of land :

Classification of land	Rates of rent per hectare in rupees			
	Class-I villages	Class-II villages	Class-III villages	Class-IV villages
1. Bila I ..	7.80	5.60	4.30	2.60
2. Bila II ..	5.60	4.00	2.90	2.10
3. Bila III ..	3.00	2.10	1.80	1.30
4. Bila Jalasechita-I ..	8.80	6.60	5.30	3.60
5. Bila Jalasechita-II ..	6.60	5.00	3.90	3.10
6. Bila Jalasechita-III ..	4.00	3.10	2.80	2.30
7. Padar I ..	2.60	1.90	1.50	1.20
8. Padar II ..	2.00	1.40	1.30	1.00
9. Jalsaya I ..	3.00	2.10	1.80	1.30
10. Jalsaya II ..	2.60	1.90	1.50	1.20
11. Bagayat ..	2.00	1.40	1.30	1.00
12. Patita/Adi ..	2.00	1.40	1.30	1.00
13. Mahara ..	3.00	2.10	1.80	1.30
14. Gharabari (Rural) ..	7.80	5.60	4.30	2.60

In the above three Tahsils there were the following urban areas declared as such from time to time by the Government.

Name of the Tahsil	Name of the urban areas
1. Baligurha	.. 1. Baligurha 2. Kotagarh 3. Daringbarhi 4. Tumudibandha 5. Sarangagarh 6. Nuagan
2. G. Udayagiri	.. 1. G. Udayagiri 2. Tikabali 3. Raikia
3. Khondmals	.. 1. Phulabani 2. Phiringia 3. Khajuriparha

The land revenue for the homestead lands of these urban areas have been approved by the Government as follows :

Name of the urban area	Rate of rent approved per hectare		
	Gharabari-I	Gharabari-II	Gharabari-III
	Rs.	Rs.	Rs.
Baligurha ..	375.00	200.00	100.00
Kotagarh ..	200.00	100.00	50.00
Daringbarhi } Tumudibandha } Sarangagarh } Nuagan }	200.00	100.00	50.00
G. Udayagiri } Raikia } Tikabali }	375.00	200.00	100.00
Phulabani ..	375.00	200.00	100.00
Phiringia } Khajuriparha }	200.00	100.00	50.00

In order to assess fair and equitable rent for the homestead lands in the urban areas one per cent of the market value has been taken as the land revenue for such lands.

Exemption from assessment of rent for house sites to the extent of Ac. 0.04 has been allowed on the Gharbari lands in the rural areas in the above three Tahsils. A minimum rent of Re. 0.25 paise has been assessed per any holding in a Khata. During the current round of operations the Government and communal lands have been recorded in four different manners as narrated below:

- (1) Abada Jogya Anabadi
- (2) Abada Ajogya Anabadi
- (3) Sarbasadharana
- (4) Rakhita

The present survey and settlement operation which is now in progress is being carried out in all the villages in metric system. At the outset, after the issue of notification for taking up survey and settlement operation, the village boundaries have been demarcated in accordance with the boundaries of the village identified by the villagers. Then the traverse of the village boundaries is made by theodolite. The cadastral survey is made with the help of plane table after the formation of quadrilaterals and drawing of *sikim* lines. The instruments used in plane table survey include Plane Table, metric chain measuring 20 metres having 100 links, sightvane, optical square (commonly known as right angle), divider, gunia, diagonal scale, magnetic compass and a scale commonly known as *patri*. The maps are prepared mainly on the scale 1=4000 metres. Higher scale such as, 1=2000 metres is also adopted for conjoined areas and towns. After the preparation of maps in Kistwar and Khanapuri stage the plot boundaries (Medha) and plot numbers are inked in the drawing section at head office in Indian ink. The area of the individual plot is extracted with the help of hectare comb and planimeter, and maps are sent to the Deputy Director of Surveys for not-final printing. After that all corrections effected in the maps in attestation, draft publication and objection hearing, and during appeal, are reflected in the original map as well as in the office copy of the not-final map. After final publication the original map is sent to the Deputy Director of Survey and Map Publication, Orissa, Cuttack, for the supply of finally printed maps and preservation of the original map. The finally published map is given to the Tahsildar for preservation.

Method of survey during present operation

The record-of-rights which are prepared during Khanapuri are brought to the head office after the completion of Khanapuri for Khanapuri recess work and the records alongwith two copies of not-final maps are

sent to the next stage of operation i. e. for Bujharat and attestation. Before starting of Bhujarat, a copy of the preliminary record-of-rights as prepared during Khanapuri, commonly known as Parcha is given to each Khata holder. These Parchas are brought back during Bhujarat and are again given to the tenants after attestation. The rent is then calculated and incorporated in each Khata at head office. The next stage of operation is known as draft publication and objection hearing during which period the draft records and the maps are published for a period of 60 working days and objections invited to the entries made thereon. After the disposal of all objections and appeals, if any, against the orders of the Draft Publication and Objection Hearing Officer, the records are checked and the rent roll is placed before the Settlement Officer for approval. After that four copies i. e. the Tahsildar's copy, the Collector's copy, the Revenue Inspector's copy and the tenant's copy are prepared at head office. Then final publication and *patta* distribution camps are sent to the field. During this stage of operation the records are published for 7 days and the 7th day of such publication is known as the date of final publication. After that the copies of record-of-rights are distributed.

Acts and
Rules in
Force

The survey and preparation of record-of-rights are done mainly under the provisions of the Orissa Survey and Settlement Act, 1958 and rules made thereunder. Besides, other acts and rules followed in the preparation of up to date record-of-rights are :

1. the Orissa Estate Abolition Act,
2. the Orissa Land Reforms Act,
3. the Hindu Religious Endowment Act,
4. the Indian Succession Act,
5. the Hindu Succession Act,
6. the Mahamadan Succession Act,
7. the Orissa Prevention of Land Encroachment Act,
8. the Orissa Government Land Settlement Act,
9. the Orissa Merged States (Laws) Act,
10. the Orissa Bhoodan Yajna Act,
11. the Orissa Cess Act,
12. the Khondmals Laws Regulation,
13. the Regulation II of 1956,
14. the Urban Land Settlement Rules,
15. the Technical Rules Vol. I, II and III,
16. the Bihar and Orissa Survey and Settlement Manual and
17. Principles for Reservation of Government Lands in Rural Areas, 1966.

Prior to the introduction of the present system of collection, land revenue was recovered in the three subdivisions of the district in the following manner. Collection

The subdivision of Khondmals was divided into 50 Muthas and 2 Firkas. The headquarters of the Firkas were located at (a) Phiringia and (b) Phulabani. Each Firka was in charge of a Revenue Inspector. As mentioned elsewhere, the responsibility of collection vested with Sardars or Muthadars. The Revenue Inspectors were to supervise the collection work of the Muthadars and to see that the collected amounts were credited into the treasury. After Independence the Sardars became ineffective and in course of time they became completely ineffective as collecting agency. Land revenue fell in considerable arrears. The collection of land revenue and other Government dues from the tenants became the direct responsibility of the normal revenue agency of the Government after the abolition of the Mutha Sardar system on the 7th September, 1962. Chowkidary tax was abolished from the 3rd December, 1965 and plough tax from the 1st January, 1976.

The subdivision of Baligurha which comprises the G. Udayagiri and Baligurha Tahsils (then Taluks) had the Madras pattern of collection system. The G. Udayagiri Tahsil was divided into 3 Firkas viz., G. Udayagiri, Tikabali and Chakapad, each in charge of a Revenue Inspector. There were Karanams and Paiks (the later correspond with the Taliaries of the Ganjam district) whose tenures were governed under the Madras Hereditary Village Officers Act. The Muthaheads were responsible for collection of revenue and the Karanams were in charge of maintenance of village records. The total demand of G. Udayagiri was Rs. 14,276.46 out of which Rs. 3,377.42 was collected from G. Udayagiri Firka, Rs. 6,310.17 from Tikabali and Rs. 4,588.87 from Chakapad Firka. The entire Baligurha Tahsil was in charge of a Revenue Inspector for collection of the Nazarana from the Muthaheads. As mentioned elsewhere, there were 9 Muthaheads in this Tahsil. They were paying Rs. 12 each as Nazarana. This apart, the Muthadar of Katingia was paying Nazarana of Rs. 50 per annum. Thus the land revenue demand of Baligurha Tahsil was Rs. 158 (Nazarana). With the passage of time the quantum of Mamuls was increased in this subdivision and it was looked upon as an extortion. It was an antiquated system and was found unsuitable to the requirements of the time. Accordingly, all kinds of Mamuls due to Muthaheads and others, except Sanja and Sistu pertaining to land, were abolished in 1949. Subsequently, the payment of Sanja and Sistu Mamul in kind was abolished in 1954 and the said Mamul was fixed at a flat rate of Re. 1 per acre.

BOUDH-KHONDMALS

As reported earlier, the Sarbarakars were collecting land revenue in the ex-State of Boudh and were getting a remuneration of 15 per cent of the collection till the system of collection through them was abolished in 1937-38. Thereafter, 12 Revenue Inspectors were appointed for this purpose. At the time of merger, there were 2 circles and 18 sub-circles in the ex-State. Each circle was in charge of a Tahsildar and the sub-circle was in charge of a Revenue Inspector. The Revenue Inspectors were collecting land revenue from the raiyats and making enquiry into revenue matters. The Sarbarakars were assisting the Revenue Inspectors in collection work. The Revenue administration of the ex-State was in charge of an officer designated as Revenue Officer.

In the ex-State of Boudh there were no rules regarding recovery of land revenue. The Public Demand Recovery Act was followed only in spirit and for this reason collection of land revenue fell in heavy arrears at the end of 1941.

In the Khondmals subdivision, recovery of land revenue used to be done as per the provisions contained in Chapter 6 (Recovery of Public demands) of the Khondmals Law Regulations, 1936. The whole of Baligurha subdivision was an ex-Madras area and, as such, the Madras Revenue Recovery Act, 1864 and the provisions of Boards standing orders were followed. After the merger of the ex-State of Boudh with Orissa and enactment of the Orissa Merged States (Laws) Act, 1950, the Bihar and the Orissa Public Demand Recovery Act, 1914 was brought into force in the Boudh subdivision. In the Khondmals and Baligurha subdivisions, the Khondmals Laws Regulations, 1936 and the Madras Revenue Recovery Act were in force respectively. Uniformity in the system of recovery of public demand was introduced with effect from the 8th February, 1963 after the Orissa Public Demand Recovery Act, 1962 was enacted. Under this Act, the Subdivisional Officer and the Collector are the Certificate Officers as per Section 20 *ibid*. The Collector has also powers to appoint Certificate Officers with the sanction of the Revenue Divisional Commissioner to perform the functions of the Certificate Officer under the said Act.

Presently the collection of land revenue, cesses, etc., are done by the Revenue Inspector who deposits the same in the Tahsil office under which he works. The Tahsildar deposits the money so collected in the State Treasury.

The head of the revenue administration of the district is the Collector who is assisted in the headquarters by the Additional District Magistrate and a number of subordinates. The district is divided into three subdivisions, viz., Boudh, Khondmals and Baligurha, each in charge of a

Subdivisional Officer. The subdivisions of Boudh and Baligurha have two Tahsils each whereas the subdivision of Khondmals has one. The Tahsils are: Khondmals (Khondmals subdivision), Boudh and Kantamal (Boudh subdivision), and Baligurha and G. Udayagiri (Baligurha subdivision). The district is divided into 34 Revenue Circles. In the matter of revenue administration the Collector is controlled by the Revenue Divisional Commissioner, Southern Division, Berhampur, who in turn is responsible to the Member, Board of Revenue, Orissa, Cuttack.

The State Government abolished the land revenue in the entire State of Orissa from the 1st April, 1967 to the end of March 1976, and only cesses, misc. revenue and loans were collected through the Revenue Inspectors. The land revenue was reimposed from the 1st April, 1976. But after a year the same was again abolished. The Government have decided to collect cess at the rate of 50 per cent of the land revenue.

A statement given in the appendix shows the demand, collection and balance of land revenue and cess in the district from 1973-74 to 1977-78.

Effective enjoyment of the right to the tiller of the soil mainly depends on the existence of an up to date record-of-rights. The Government in the Revenue Department in their notification No. 52088/R., dated the 2nd December, 1960 declared all the Tahsildars of the district of Boudh-Khondmals as the authority to deal with the maintenance of the record-of-rights and maps under their respective Tahsils. Rule 32 under the Orissa Survey and Settlement Act, 1958 requires that copies of the finally published record-of-rights and maps supplied to the Tahsildar are to be maintained and kept up to date. Rule 34 contemplated that the Tahsildar is to initiate mutation proceedings for maintenance of record-of-rights either on receipt of application in that behalf of any person interested or on receipt of a report from any of his subordinate officers or on receipt of a notice from the Registrar or Sub-Registrar appointed under the Registration Act, 1908 or from a court or on his own account. Basing on the provisions of the Orissa Survey and Settlement Act, 1958 and the rules framed thereunder, the Orissa Mutation Manual, 1962 was published under the authority of the Board of Revenue with detailed instructions for regulating the maintenance of land records. Out of 7,167 mutation cases for disposal in the district, 3,491 cases were disposed of by the end of December 1978.

Maintenance
of Record-of-
Rights

There is nothing in particular to mention about the relation between the landlord and the tenants in this district. Except Panchara, which was an ex-estate, no landlord system was in vogue in other parts of the district. Khonds, who constitute the majority of the tribal population, were loyal to their Muthadars and village headmen. Now the

Relationship
between
landlord
and tenants

State Government take keen interest in safeguarding the rights of the tenants, especially that of the weaker sections. The relationship between the State and the tenants is cordial.

Agrarian
Movement

Adivasis are the original settlers of this tract. With the march of civilisation, non-Adivasis of the plain intruded into this area and gradually grabbed the lands of the Adivasis by way of purchase and mortgage.

In the recent past the Adivasis become conscious of this strategy of the non-Adivasis and at many places they attempted to recapture the lands by force. Their attitude created agrarian troubles.

LAND
REFORMS

Very little was done in the field of land reforms in the tract forming the present district of Boudh-Khondmals during the pre-Independence period. Rights of transfer of land was denied to the raiyats of the Boudh ex-State till 1930. The hillmen, the original settlers of the tract, were simple, illiterate and little conscious of their rights on the land. In consequence they became an easy prey in the hands of the unscrupulous outsiders. With the object of checking the alienation of land of hillmen in favour of non-hillmen, the Agency Tracts Interest and Land Transfer Act of 1947 was enacted for the Ganjam Agency area which included the Baligurha subdivision. There was also provision in the Angul Law Regulation of 1913 (repealed by the Khondmals Law Regulation of 1936) in restricting transfer of holdings to the outsiders. Khondmals, then forming a subdivision of the Angul district, was under the purview of this Regulation. The Khonds of the Boudh ex-State were not allowed to transfer their holdings to non-Khonds without permission of the Durbar. In spite of these restrictions, such alienations were going on almost unchecked.

In Baligurha subdivision, which was a part of the Ganjam Agency, there were Maliahs under the hill Chiefs called Muthadars. They were rendering no service to the people and outlived their utility. Their retention was no longer justified under the changing circumstances. So was the case with the Muthaheads who were in charge of the Muthas. They were neither landlords nor proprietors. Since most of their important duties were withdrawn by the Government, their continuance was felt unnecessary. In the Boudh subdivision, like other princely States, status of land were many. There existed various kinds of Maufis and Jagirs. There were also private lands of the ruler and his kinsmen. So the need for land reforms was, in fact, more important in this district than in its coastal counterparts.

The district was formed on the 1st January, 1948, after the merger of the princely States, amalgamating the ex-State of Boudh with Khondamals. Later on the villages of the Panchara ex-Zamindari of Sonepur ex-State and Baligurha and G. Udayagiri Taluks of the Ganjam district joined with it.

Soon after the integration of the ex-States with the province, the Government of Orissa issued the Administration of Orissa States Order, 1948 which gave a number of rights to the raiyats including the rights not to be ejected except in execution of a decree for ejection, right to freely transfer his holding, to have full right over the trees standing on his holding, etc. Subsequently, the paragraph 10-A was introduced which debarred the rulers and/or their family members from getting any service from the service tenure holders. On the other hand, the service tenure holders and persons holding Khamar, Nij-jote or any other private lands of the rulers were given the right of occupancy over their holdings on payment of fair and equitable rent as assessed by the competent revenue authorities.

The Orissa Tenants protection Act (Orissa Act III of 1949) was passed as a temporary measure for the protection of the Bhagchasis. This Act was given effect to retrospectively from the 1st September, 1947. This Act was extended from time to time till it was repealed by the Orissa Tenants' Relief Act, 1955.

The rights given under the Administration of Orissa States Order, 1948 were further amplified and made into enactment entitled 'The Orissa Merged States (Laws) Act, 1950'. Under the provisions of this Act, the occupancy tenant got the right to freely transfer his holdings. He also got full right over the trees standing on his holding. He was not entitled to be evicted from his holding without the execution of a decree for ejection passed by a competent court. The Sukhbasis, service tenure holders, and holders of Nij-jote and private lands of the ruler got the right of occupancy.

A major step towards land reforms was the passing of the Orissa Estates Abolition Act, 1951. The Act came into force on the 9th February, 1952. It provides for the abolition of all sorts of intermediaries between the State of Orissa and the tiller of the soil. Under the provisions of the Act, the Zamindari of Panchara, 232 Brahmottar and other Maufis, and 238 Debottar Maufis of the subdivision of Boudh were abolished. The Panchara estate was vested in the Government on the 27th November, 1952 whereas the Brahmottar and Debottar Maufis were abolished in between 1964 and 1975. 8,957.32 acres of land covered by Brahmottar Maufis were settled with rights of occupancy with the ex-intermediaries. An amount of Rs. 1,25,555.56 had been paid towards compensation. As regards the Debottar Maufi estates vested in the Government, 1,013.558 acres of land were settled in favour of the deities and 24 *suomotu* proceedings have been started as no claim petition was received during the extended period. The cases are under enquiry. By a number of notifications issued from time to time different *jagirs* existing in the subdivision of Boudh were enfranchised and the *jagir* lands were settled with such tenure holders with occupancy right on fair and equitable rent.

With the intention of facilitating the donation and settlement of land in connection with the Bhoodan Yagna movement initiated by late Binoba Bhave, the Orissa Bhoodan Yagna Act, 1952 was passed.

The Bhoodan work has been taken up in the district since the 1st January, 1953. During the last 25 years (ending March 1978) the progress in respect of Bhoodan is nil in the district. But as for Gramdan is concerned, 17,04,712.76 acres of land were donated to the Bhoodan Yagna Samiti. The number of Gramdan villages was 1,907 and 94,917 declarations were made. Out of these lands 20,760.73 acres had been distributed to 4,929 grantees. 261 Gramdan villages had been distributed. Total extent of land for which 3,217 declarations with distribution list were filed before the Revenue Officers was 15,880.13 acres. Land to the extent of 5,368.25 acres with 2,436 declarations and 320 Gramdan villages were confirmed. 181 declarations with 10,511.88 acres of land were pending with the Revenue Officers for disposal. For reclamation of land etc. Rs. 14,200.00 had been given to the grantees as financial assistances.

As stated earlier, the Muthadars in the Agency tracts were mere service-holders having no proprietary interest to the Muthas in their possession. They and their subordinates like Muthaheads were making many kinds of levies on the tribal population inhabiting the area, in addition to the Mamuls they were entitled to. In 1953, Government decided that in the changed set-up, these functionaries had no use and their services should be terminated. Accordingly, notices terminating their services and directing them to give back possession of their respective Muthas were issued in March 1954. The Muthadars of Kararha, Ranaba and Katingia were resumed by the Government in that year. The Ghatkharigurha Jagir was resumed in 1964.

The Orissa Scheduled Areas Transfer of Immovable Property (by Scheduled Tribes) Regulation 2 of 1956 which repealed the provisions of the Agency Tract Interest and Land Transfer Act, 1917 was passed with the object of ensuring effective protection to the Scheduled Tribes of the Scheduled Areas in the enjoyment of their land and other immovable property. The Regulation which came into force on the 4th October, 1956 is applicable to the Scheduled Areas of the State including the Baligurha and Khondmals subdivisions of the district of Boudh-Khondmals.

Seven courts were functioning in the Khondmals and Baligurha subdivisions (1978) of the district to try cases under this Regulation. As a result of implementation of the provisions of this Regulation, an extent of 1831.07 acres of land has been restored to 9,347 beneficiaries and Rs. 19,046 have been collected as penalty.

The private lands of the Ruler of the Boudh ex-State which he was holding rent-free on the date of the merger were assessed as per the provisions of the Orissa Private Lands of Rulers (Assessment of Rent) Act, 1958.

In 1959 orders for abolition of Gounti system in the Boudh subdivision were issued. With the Orissa Merged Territory (Village Offices Abolition) Act, 1963 coming into force in the above subdivision, the offices of 1,428 village officers locally known as Sarbarakars, were abolished with effect from the 1st April, 1966. The above Act provides for settlement of Bhogra lands with occupancy rights on fair and equitable rent. According to the provisions of the Act, 27,595.192 acres of land had been settled with the ex-village officers. This apart, an extent of 751.089 acres reserved in favour of Gram Sasan was de-reserved and resumed, out of which 471.910 acres had already been distributed among 423 landless persons.

Similarly, the Ganjam and Boudh (Village Offices Abolition) Act, 1969 was passed which came into force in the Baligurha subdivision on the 1st June, 1970. In January 1971, 23 categories of village offices including the Muthaheads of the above subdivision were abolished under this Act. In 1975, the Act was further amended abolishing the second batch of 28 categories of village offices of this subdivision. By the end of September 1978, 631 cases were started under the Act out of which 288 related to the settlement of Inam land and 343 for payment of solatium. Out of these cases, 286 cases relating to Inam land and 270 cases relating to payment of solatium had been disposed of. Under the Orissa Offices of Village Police (Abolition) Act, 1964, the Chowkidary system has been abolished in the district. The Jagir lands enjoyed by the Chowkidars have been settled with them on occupancy right. There were 454 Paik Jagirs in Khondmals subdivision and the extent of land covered by these Jagirs was 164.44 acres. The Paik Jagir was abolished in Order No. 72162-R, dated the 23rd December, 1963 of the Government in the Revenue Department. The Mutha Sardar System of this subdivision was also abolished with effect from the 3rd October, 1965.

The Orissa Land Reforms Act, 1960 brought a revolutionary change in the sphere of land tenure system. The Act provides for resumption of land for personal cultivation, uniformity in land rights, conferment of right of ownership, protection of the Scheduled Castes and the Scheduled Tribes raiyats from illegal alienation of land, fixation of ceiling on agricultural holdings, and acquisition of surplus land. This Act repealed the Orissa Tenant's Relief Act, 1955. The Act has been amended in 1965, 1967, 1969, 1970, 1973, 1974, 1975 and 1976. The

ceiling chapter of the Act has been implemented in the Boudh subdivision so far as it was the only completely surveyed and settled area of the district. In the absence of record-of-rights, implementation of ceiling law in the unsurveyed areas viz., the Khondmals, G. Udayagiri and Baligurha Tahsils has not been possible. Under the law the surplus land owner is required to file a return showing details of his land holding within a specified time failing which the Revenue Officer is competent to initiate proceedings *suo-motu*. In the latter case the land owner forfeits fifty per cent of the amount ordinarily payable for the land declared as surplus on determination of his ceiling. To give relief to the raiyats in these unsurveyed areas the Act is being amended so as to enable raiyats of the unsurveyed area to file return within a specified period from the date of publication of the record-of-rights. The statement given below indicates institution and disposal of cases up to the end of December 1978 under different sections of the Orissa Land Reforms Act excluding the ceiling chapter.

Sections	No. of cases instituted	No. of cases disposed of
Section 8—Eviction of raiyats for conversion of land other than agriculture.	16	10
Section 9—Acquisition of raiyat's right on homestead land.	455	448
Section 15—Recovery of rent and disputes between landlord and raiyats or tenants.	22	22
Section 22—Restoration of illegally alienated land by Scheduled Tribes and Scheduled Castes raiyats.	516	447*
Section 36-A—Tenant to become raiyat in respect of whole of land in certain cases.	2,039	1,944**

Originally the Subdivisional Officers were delegated with the powers to deal with cases under sections 22 and 23 of the Orissa Land Reforms Act. Subsequently, the Revenue Officers of the Subdivisional Offices of Baligurha, Khondmals and Boudh have also been delegated with the powers to dispose of cases under the above two sections.

* An area of Ac. 143.45 has been restored in 217 cases. The remaining 230 cases were rejected.

** An extent of Ac. 1,227.94 has been settled with 558 tenants/raiayats. Remaining 1,336 cases were rejected.

Different types of cesses like the education cess, the forest cess, the improvement cess etc., were being collected from the raiyats of Boudh during the Durbar administration. The Orissa Cess Act, 1962 which came into force on the 1st January, 1963 authorised collection of only one type of cess all over the State. In the beginning of the implementation of this Act, the cess was collected at the rate of 25 per cent of the annual value of the land. Subsequently, the rate has been raised to 50 per cent as land revenue collection was stayed and later on abolished.

Apart from the above measures taken in respect of land reforms in the district, 41,963 landless persons have been distributed 63,154·64½ acres of Government waste land for agricultural purpose from 1974-75 to the end of December 1978. Out of the beneficiaries, 26,069 belong to the Scheduled Tribes and 9,725 to the Scheduled Castes. 544·25½ acres of homestead land have also been distributed among 7,415 persons during this period of whom 3,334 and 2,378 belong to the Scheduled Tribes and the Scheduled Castes respectively.

Consolidation operation has not been taken up in the district yet.

Under the system of bonded labour (Gothi) in the Agency tracts of this district, the Gothis were generally required to perform both agricultural and domestic services. It was a system of labour whereby a person on receiving a loan in cash or in kind engages himself by a written or oral agreement to be a labourer of his creditor for agriculture and domestic purposes as long as the loan together with interest remains unpaid. To do away with this obnoxious system, the Orissa Debt Bondage Abolition Regulation (1) 1948 was enacted and implemented. However, the evils of this system could not be stamped out fully by the above Regulation. It existed in some form or other. With a view to prevent the physical and economic exploitation of the weaker sections of the society, the Government of India promulgated an ordinance, the Bonded Labour System (Abolition) Ordinance, 1975, subsequently enacted as the Bonded Labour System Abolition Act, 1976. It came into force with effect from the 25th October, 1975. Searching enquiries were made and bonded labourers were identified and released. As the system owes its origin to economic indigence, mere release of some persons from bonded labour cannot cure the evils permanently. Government drew up a scheme for rehabilitation of the bonded labourers. Under the scheme, the bonded labourers are to be provided with the rehabilitation assistance, viz., land for cultivation, house site for dwelling purposes, agricultural implements, seeds, bullocks, goatery unit, marriage expenses in case of unmarried girls (subsistence allowance for a period of six months). As many as 27 bonded labourers have been released and 24

Bonded
Labour
System

rehabilitated under the scheme. The Government allotted Rs.1,10,000 in 1976-77 for providing rehabilitation assistance to the freed bonded labourers in the district.

Encroach-
ment on
public land

There was no uniform law in the district for prevention of encroachments. It was due to the fact that the three subdivisions of Khondmals, Baligurha and Boudh had no uniform revenue laws. Moreover, there was no pressure on land in the hilly tracts as land was available in abundance. The Madras Land Encroachment Act, 1905 read with the Board's standing orders were in force for the areas of the Baligurha subdivision; section 67 of the Khondmals Laws Regulation, 1936 was in force in Khondmals subdivision, and the Land Encroachment Act, 1947 was applicable for the areas of the Boudh subdivision. For the first time a uniform legislation on encroachment on the Government lands throughout the State was introduced with the passing of the Orissa Prevention of Land Encroachment Act, 1953. The Act was amended several times to be ultimately redrafted by the Orissa Act 6 of 1972. To make the Orissa Prevention of Land Encroachment Act, 1972 more effective and rigorous, it was amended in 1975, 1976 and 1979. Under the provisions of this Act and rules framed thereunder, the Tahsildar is the competent authority for removal of encroachment on the Government land. The Subdivisional Officers are the appellate authority. Appeals against the orders of the Subdivisional Officers lie to the Collector and the Additional District Magistrate. According to the existing rules, the Revenue Inspectors, Revenue Supervisors and Amins attached to Tahsil offices while on tour are required to detect unauthorised occupation of the Government lands under the control and management of the Revenue Department. Out of the 8,673 encroachment cases for disposal, 1,089 cases were disposed of till December 1978 in the district.

Rural Wages
and condi-
tion of
agricultural
labourers

Most part of the district is covered with forests and hills and there is no sufficient cultivable land. Adivasis in the rural areas live generally on fruits and roots collected from the forests. As the villages are scattered and located in the interior, wage earners fail to get work regularly. Almost all cultivators are small land holders who prefer to do their work themselves. As such, the agricultural labourers find it difficult to get employment. In the Boudh subdivision, in addition to casual day labourers, Halias are also engaged from year to year on undefined contract. Agricultural labourers are mostly paid in kinds. Wages paid to them differ with season and from place to place. A male labourer gets more than a female labourer. So also the case with skilled labourers in comparison to unskilled labourers. However, the condition of the labourers is not sound. To provide employment opportunity

to the people, various development works and self-employment schemes have been taken up by the Government. The Minimum Wage Act is also enforced.

Some of the sources from which the Government of India and the State Government collect revenue are as follows:

ADMINISTRATION OF OTHER SOURCES OF REVENUE

CENTRAL Income-tax

Since the 14th April, 1977 a separate Income-tax Circle has been created at Phulabani with jurisdiction over the district of Boudh-Khondmals and the Tahsil of Bhanjanagar in the Ganjam district. Before this, the district was included in the Berhampur Income-tax Circle. The Phulabani Circle is in charge of an Income-tax Officer. He has jurisdiction over the persons deriving income from business and professions in the area assigned to him, for the purposes of assessment and collection of income-tax and other direct taxes. The Income-tax Circle of Phulabani comes under the Inspecting Assistant Commissioner of Income-tax, Berhampur Range, Berhampur. The Commissioner of Income-tax, Orissa, Bhubaneswar, controls the income-tax administration of the entire State. The income-tax demand of the district in 1977-78 was Rs. 21,00,000. In the same year Rs. 5, 61, 000 were collected.

In 1946, the Central Exise Department opened Range offices in the district of Boudh-Khondmals at G. Udayagiri, Baligurha, Phulabani, Manamunda and Boudh for excise control mainly for tobacco and coffee cultivation. Each Range was headed by one Inspector of Central Excise. In 1952 G. Udayagiri and Baligurha merged with the Phulabani Range and Manamunda merged with the Boudh Range. On the 12th January, 1956, the Boudh Range merged with Phulabani. Again the Phulabani Range merged with the Bhanjanagar (Ganjam) Range on the 1st April, 1958. Since 1969 the Bhanjanagar Range has been renamed as the Bhanjanagar Sector. At present the jurisdiction of the Sector extends over the district of Boudh-Khondmals. The Bhanjanagar Sector is under the Berhampur Range of Cuttack Division. The Collector of Central Excise and Customs, Orissa, is in overall charge of the Central Excise administration of the State. This Department collects revenue from coffee, tobacco, P. medicine and oil mills.

Central Excise

Collection figures for these commodities by the excise organisation in the district for five years ending 1977-78 are given below :

		Rs.
1973-74	..	2,176.03
1974-75	..	2,039.40
1975-76	..	1,921.13
1976-77	..	4,112.62
1977-78	..	32,900.63*

*Revenue increased due to the establishment of a tobacco warehouse at Boudh in November 1977.

Central
Sales Tax

Central Sales Tax is collected by the State Commercial Tax Organisation. The collection figures of this tax from 1975-76 to 1977-78 are given below:

		Rs.
1975-76	..	16,194.81
1976-77	..	11,868.09
1977-88	..	27,407.60

STATE
Excise

The district for the purpose of excise administration comes under the Superintendent of Excise whose headquarters is at Phulabani. His office started functioning from the 1st January, 1951. The Superintendent of Excise works under the District Collector and is subject to the general control of the Excise Commissioner of Orissa, Cuttack. He is assisted by three Inspectors and nine Sub-Inspectors of Excise posted in different places of the district for the collection of excise revenue and for preventive works of excise crimes.

The demand, arrear, collection and remission of excise revenue for the last five years ending 1977-78 are as follows :

Year	Demand		Collection	Remission
	Arrear	Current		
	Rs.	Rs.	Rs.	
1973-74	39,398	5,36,588	5,34,314	--
1974-75	41,672	5,36,461	5,29,557	..
1975-76	48,576	6,13,807	5,94,954	..
1976-77	67,429	7,51,117	7,47,047	..
1977-78	71,499	8,58,628	8,61,796	..

Commercial
Taxes

The Ganjam II Commercial Tax Circle, Bhanjanagar, which has jurisdiction over the district was established in 1962. The circle is headed by one Commercial Tax Officer who is assisted by a number of Additional Commercial Tax Officers. There is an assessment unit of this Department at Phulabani. The function of this organisation is to assess and collect sales tax, agricultural income-tax, motor spirit tax, entertainment tax for the State and the central sales tax.

The statement below indicates the collection figures of sales tax, agricultural income-tax, motor spirit tax and entertainment tax of the district from 1975-76 to 1977-78.

Year	Orissa Sales Tax (Rs.)	Agricultural Income-Tax (Rs.)	Orissa Entertainment Tax (Rs.)	Motor Spirit Tax (Rs.)
1975-76	.. 20,91,040·16	23,473·82	..	56,275·89
1976-77	.. 21,47,100·98	11,611·79	..	67,446·09
1977-78	.. 28,86,338·26	8,126·72	8,390·00	73,417·30

Revenue collected from the sale of both judicial and non-judicial stamps in the district from 1973-74 to 1977-78 is given in the following statement.

Year	Judicial stamps			Non-Judicial stamps		
	Gross (Rs.)	Dis-count (Rs.)	Net (Rs.)	Gross (Rs.)	Dis-count (Rs.)	Net (Rs.)
1973-74	54,693·52	511·00	54,182·52	1,25,827·50	3,030·25	1,22,797·25
1974-75	68,223·65	633·00	67,590·65	1,53,729·00	3,311·00	1,49,418·00
1975-76	81,504·50	732·75	80,771·75	1,55,965·30	4,353·50	1,51,611·80
1976-77	90,139·60	871·00	89,268·60	1,44,929·00	4,221·00	1,40,708·00
1977-78	90,896·55	827·50	90,069·05	2,22,826·00	6,315·00	2,16,511·00

The District Sub-Registrar's office started functioning at Boudh in 1948. This apart, the district has three Sub-Registrar offices located at Baligurha, G. Udayagiri, and Phulabani. The Sub-Registrar office at Baligurha was opened in 1955 whereas the Sub-Registrar offices at G. Udayagiri and Phulabani were established in 1956 and 1964 respectively. The Additional District Magistrate is the *ex-officio* District Registrar.

In the following statement is given the income from registrations in the district from 1973-74 to 1977-78.

Year	Income (in Rs.)
1973-74	.. 30,163·05
1974-75	.. 39,026·90
1975-76	.. 50,930·00
1976-77	.. 50,248·00
1977-78	.. 72,015·50

APPENDIX
Demand, Collection and Balance of Land Revenue and Cess of the District for the last 5 years ending 1977-78

Year	Demand			Land Revenue	Collection			Balance	
	Arrear	Current	Total		Arrear	Current	Total	Arrear	Current
1973-74	70,125	2,676	72,801	9,964	1,948	11,912	60,161	728	60,889
1974-75	61,050	2,735	63,785	10,530	2,200	12,730	50,520	535	51,055
1975-76	55,480	4,101	59,581	6,769	3,058	9,827	48,711	1,043	49,754
1976-77	22,392	4,04,592	4,26,984	2,609	2,76,612	2,79,221	19,783	1,27,980	1,47,763
1977-78	1,96,484	4,532	2,01,016	1,18,477	3,787	1,22,264	78,007	745	78,752
1973-74	89,203	1,41,169	2,30,372	57,566	88,667	1,46,233	31,637	52,502	84,139
1974-75	85,106	1,41,934	2,27,040	12,710	1,07,422	1,20,132	72,396	34,512	1,06,908
1975-76	1,11,577	1,45,108	2,56,685	55,960	1,15,095	1,71,055	55,617	30,013	85,630
1976-77	91,159	1,00,908	1,92,067	28,431	69,209	97,640	62,728	31,699	94,427
1977-78	1,10,499	2,27,294	3,37,793	54,356	1,79,038	2,33,394	56,143	48,256	1,04,399