

**FINAL REPORT**  
ON THE  
**REVISION SETTLEMENT**  
OF  
**ORISSA**  
**(1922-1932 A.D.)**

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**CHAPTER I**

**Area under Settlement**

1. *General description and early settlements*:—The three districts under settlement stretch for 200 miles along the Bay of Bengal between the Bengal and Madras Presidencies. They are for the most part a flat alluvial deltaic plain with a fringe of jungle and sand along the coast and with some hilly tracts inland on the border of the Orissa Feudatory States. An area of 168 square miles at the extreme north end was originally part of the district of Midnapore which was ceded to the East India Company in 1760 along with Burdwan and Chittagong. This part came under the Permanent Settlement Regulation of 1793. The remaining area of the three districts did not come under British control until the successful military campaign of Colonel Harcourt in 1803. In the succeeding years various regulations were passed by which permanently-settled status was granted to the zamindars of the ancient Killa estates which lie on the sea-coast or bordering on the Garhjats. These were Kanika, Aul, Kujang, Harishpur, Bishunpur, Marichpur, Chhedra, Patia, Sukinda, Kalkala, Madhupur, Darpan, Dompara and Khurda. The *Jagir mahals*, including Parikud, were also confirmed in perpetuity. Khurda was later resumed as a result of the rebellion of the Raja, and became a Government estate, out of which the *Ekhrajat mahal* was carved in 1858 to provide for the upkeep of the Puri Temple.

The rest of the area covered by the three districts was not brought under permanent settlement, but was subjected to annual or triennial settlements until 1822, after which a settlement for five years was made, and later extended until the completion of the first detailed revenue settlement, that of 1834—43. The revenue was then settled for a period of 30 years from 1837. As the expiry of the term of this settlement coincided with the terrible famine of 1865 the settlement was extended for a further 30 years,

The early regulations provided for the investigation of all claims to hold lands revenue-free. In the settlement of 1834—43, systematic proceedings were undertaken to decide these claims, and those found valid were confirmed in perpetuity. In this way about 330,000 acres of land were exempted from revenue. The class of tenants known as *bajyafidars* originated in the failure of some of these claims, the lands being then resumed (*bajyafiti*) and, where they were of small extent, placed under the adjoining temporarily-settled *mahals*.

✓ 2. *Provincial and revision settlements.*—The Provincial Settlement of 1890—1900 covered the whole temporarily-settled area, including the petty revenue-free estates, as well as Killas Darpan, Madhupur and Aul, the Ekhrajat and Khandaiti *mahols*. In 1899 Mr. Maddox, the Settlement Officer, submitted a draft Bill and rules for the maintenance of the records. The question of maintenance was discussed at great length by Government and various experiments were tried between the years 1904 and 1912. The Revision Settlement was indeed primarily undertaken to clear the way for the continuous maintenance of the records. A full account of these discussions and experiments will be found in the second volume of Mr. Maddox's report from page 134 and in Chapters X and XVII of Mr. James's report of the Revision Settlement. At first a scheme of annual maintenance was tried but found to be too expensive and in 1910 Mr. H. McPherson, I.C.S. (now Sir Hugh McPherson), drew up a scheme for triennial maintenance, which was approved by Government. Mr. J. Reid, I.C.S., the Director of Land Records, in forwarding the final report of the Revision Settlement to the Board, wrote that "the cost of the triennial scheme . . . ought not to exceed Rs. 1,60,000 per annum. It provides for the attestation of the records by a staff of gazetted officers, but not for the adjustment of rents, the settlement of disputes, or the final publication of the records . . . . It remains to consider whether there is any reasonable expectation that the maintained record can be made the basis of the next Land Revenue Settlement . . . and whether its existence will not obviate the necessity of a second extensive and elaborate revision."\* Mr. Reid concluded that a revision of the maps and the preparation of a fresh record would indeed be essential at the next revenue settlement. He urged the abandonment of the attempt to maintain land records in Orissa, pointing out that the tenants were apathetic and the landlords hostile, and that the records had no evidentiary value and were rarely used by the courts. He later recommended that the operations "should either be suspended or abolished altogether, or put on a legal basis".

The Provincial Government recommended to the Government of India the abandonment of the maintenance scheme. It had already been agreed that the chapter in the Orissa Tenancy Bill, dealing with maintenance of records, should be omitted, thus greatly facilitating the passing of the Bill. The maintenance scheme was ultimately ordered to be abandoned by the Government of India.

Against the possible contention that the money spent on the revision settlement had been wasted it was pointed out by Government that "it has had three most important results. It has furnished Orissa with an up-to-date record at a point intermediate between the conclusion of the last revenue settlement and the next settlement of land revenue . . . Further the revision operations have brought prominently to notice the unsuitability of the Bengal Tenancy Act to Orissa conditions and led to the enactment of the Orissa Tenancy Act which supplies that division with a self-contained agrarian code. Lastly the revision in Orissa has yielded experiences which have been most instructive in working out the procedure to be followed in the much larger revision programme of the Bihar districts."

3. *Revenue and rent settlement.*—In the Provincial Settlement the revenue of the temporarily-settled estates was revised and fresh engagements taken for a period of 30 years from 1897. The rents of the tenants were settled under section 104 of the Bengal Tenancy Act. In the Revision Settlement, revenue was unaffected, but settlement of rents was done by application of the parties under section 105 of the Bengal Tenancy Act. In this settlement the temporarily-settled estates have been brought under resettlement for a further period of 30 years from 1927 to 1957, under Regulation VII of 1822; and rents have been resettled under Chapter XI, Part II of the Orissa Tenancy Act, 1913. The detailed figures are given in the Appendix to this report. The Government revenue from the

\*Letter no. 3746, dated 17th June 1914, from Director of Land Records and Surveys to Board.

temporarily-settled estates, which was increased at the Provincial Settlement from about 14 lakhs of rupees to more than Rs. 21 lakhs, has as a result of this settlement been increased further to Rs. 28 lakhs.

4. *Area under the present settlement.*—The present settlement operations included the resurvey and revision of the record-of-rights for the temporarily-settled area and the revenue-free estates within it. Resurvey and revision of the record-of-rights were also done in the permanently-settled estate of Killa Aul which had previously been done both at the Provincial and Revision Settlements. Similarly revision settlement was done of the Bishunpur estate, which was brought under settlement for the first time at the Revision Settlement, and of Chhedra estate which was included in the Provincial but not in the Revision Settlement.

The following areas were brought under survey and settlement for the first time :—The small estates in the extreme north of Balasore district and the revenue-free estates lying in that area; Harishpur, Kalkala, Sukinda and Patia in Cuttack district; and Marichpur in Puri.

Killas Kanika and Kujang had previously been surveyed in 1887 to 1889 under Act V of 1875, when the estates were under the Court of Wards. No official settlement was made under Chapter X of the Bengal Tenancy Act, which did not then apply to Orissa, but amicable settlements were made under the Court of Wards. In these estates a resurvey has been done and an authoritative record-of-rights has been prepared for the first time.

The Ekhrajat *mahal* had previously been surveyed and settled both at the Provincial and Revision Settlements, and has now been resurveyed and resettled.

The settlement operations covered an area of 6,278 square miles, of which 2,056 square miles are in district Balasore, 3080 square miles in district Cuttack and 1,142 square miles in district Puri. Of this area 4,130 square miles are covered by temporarily-settled estates, 1,356 square miles by permanently-settled estates, 670 square miles by revenue-free estates, and 122 square miles by Government lands.

Original survey has been done for an area of 723 square miles and revisional survey for 5,555 square miles. A record-of-rights has been prepared for the first time for an area of 1,261 square miles and the previous record has been revised for 5,017 square miles.

5. *Areas excluded.*—The large *khas mahals* of Khurda in Puri district and Banki in Cuttack district were excluded from settlement, as the records-of-rights for those estates did not require revision. Khurda had been resettled in 1912—1914 and Banki in 1918. In Khurda *khas mahal*, however, an enhancement of the tenants' rents by 2 annas in the rupee was effected by agreement.

Of the permanently-settled estates, Killas Dompara, Darpan and Madhupur in Cuttack were excluded, as were also the *Jagir mahals* in Puri. These were all included in the last revision settlement, except Dompara which was separately revised in 1915. Other excluded areas were certain jungle tracts along the coasts, some lands belonging to a Midnapore *khas mahal* in Balasore, the lands of Hukitola, Jambu and the False Point Light House in Cuttack, \* revenue-free portions of Puri municipality, some small scattered lands of religious endowments in Puri district and village Madhuban of Killa Patia in Cuttack. 1,913 square miles were thus excluded out of a total area of the three districts of 8,191 square miles.

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\* Hukitola Jambu and Light House were surveyed and *khanapuried*, but at attestation it was decided to exclude them. The village maps were printed in not-final form.