CHAPTER-VII

British Consolidation
The exact origin of the tenure of the Sambalpur Garjat Chiefs is unknown. But, is certainly very ancient. They were first independent, then held in subordination to the most powerful, the Maharaja of Patna, who afterwards had to yield supremacy to the Maharaja of Sambalpur till it fell under the Maratha control in 1755 A.D as tributaries. From 1755 A.D Sambalpur and its dependencies were ruled by the Marathas till 1818 A.D. Those States were:

Patna,  Bonai,
Sambalpur,  Raigarh,
Sonepur,  Sakti,
Bamra,  Candarpur
Rairakhol,  Sarangarh,
Gangpur,  Bindra-Nuagarh,
Baud,  Khariar,
Athmallick, and
Baragarh,  Borasambar.

The Raja of Nagpur ceded these States to the British with much reluctance though there was no explicit reference to them in the treaty of Deogaon. In 1806 A.D the States were restored to Raghuji as an act of grace in consideration of the great loss to which he had been subjected by the transfer to the British power of the tribute and allegiance. But in 1818 A.D the States again came under the British suzerainty, when Appa Saheb Madhoji Bhonsle ceded Sambalpur and its dependencies. (This cession, however, was finally confirmed by the

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Treaty of 1826 by the child Raghuji Bhonsle III, the adopted son of Parsoji Bhonsle.

After gaining possession of Sambalpur the British Government included them within the South Bihar and Chhota Nagpur Mahals, a newly constituted administrative decision in 1819. In 1821 A.D the supremacy of the Raja of Sambalpur over its dependencies was annulled. Separate Sanads were granted and separate engagements were taken from each other.

According to the Article of the Regulation of 1833 a political Agency called 'South West Frontier Agency' was created under an Agent to the Governor General who was stationed at Ranchi. The 18 States were placed under its administration. In 1837 A.D the Company Government transferred two States namely Baud and Athmallick from the jurisdiction of the South-West Frontier Agency to the Tributary Mahals of Orissa. By an Act of XX of 1854 the designation of the South-West Frontier Agency was changed into Commissionership of Chhota Nagpur Division. The Governor General became its Commissioner and an Agent to the Governor General ruled these States under the Chhota Nagpur Division. Sambalpur and its dependencies were included in this division. After the rebellion of Surendra Sai was quelled down, Sambalpur States except Gangpur and Bonai were transferred from Chhota Nagpur Division to the Superintendent of the Tributary Mahals, Cuttack by an order of the Company in 1861.

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1 Ibid, pp.519-527.
5 C.U. Aitchison, op.cit., p.327.
Company Government further introduced another administrative change with regard to these States. According to that order, the following 12 States namely:

- Patna
- Bindra Nuagarh
- Khariar
- Borasambar
- Phuljhar
- Sarangarh
- Sakti
- Raigarh and
- Baragarh
- Bamra
- Rairakhol and
- Sonepur

were transferred from the Tributary Mahals, Cuttack to the Chief Commissioner of the Central Provinces. The same year Sambalpur and Chandrapur which were no longer managed by the Chiefs, were placed under the Central Provinces.

Thus by 1862 A.D, out of 18 States of the Patna and Sambalpur kingdom, only 14 States remained and were placed under the Commissioner of the Central Provinces. Two States namely Gangpur and Bonai remained under the Chhota Nagpur Division and Baud and Athmallick under the Tributary Mahals, Cuttack.

In the process of transfer and retransfer, Sambalpur retained only the States of Patna, Sonepur, Bamra, Rairakhol and Kalahandi. In 1863 A.D these States were declared to be Feudatory States and remained under the jurisdiction of the Central Province Government upto 1905 A.D. After that all these States were brought under the jurisdiction of the Commissioner of Orissa who was the ex-officio Superintendent of the Tributary Mahals.

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The British Government exercised its paramountcy over all the Feudatory States of Sambalpur through its Political Agent. Whatever their own position in their own States was, all the Chiefs were under the thumb-impression of the Political Agent. At first the British Government avoided interference in the affairs of the Chiefs in order to command obedience and secure the support of the people in the Tributary States. Then it claimed its right to control and to use all titles, honours and status of the rulers of the Tributary States. It deposed or forced to abdicate any ruler at its own sweet will. It also asserted its right of lordship over minor princes including the right to control their education. It established regency whenever a prince was a minor or he was temporarily suspended\(^1\).

The Chiefs were under the political control of the British authority. In the management of their territory, they were practically independent under ordinary circumstances, except as regards the administration of criminal justice. In that department they stood virtually towards the British Officer in the capacity of Magistrates and Sessions judges and they had always administered the criminal laws of the British Government. It had been recommended that the Indian Penal Code and the Criminal Procedure Act should be extended to the Garjat Tributary States and that the Chiefs should be gazetted as Magistrates\(^2\). The Chiefs of the Sambalpur Feudatory States had judicial and police powers. But in practice the judicial powers were limited to the infliction of seven years. Afterwards it was limited to six months’ imprisonment. In civil and revenue departments the Chiefs nominally possessed absolute powers, which seemed nevertheless, to have been controlled. In 1862 on the transfer of Sambalpur to the Central


Provinces, the criminal powers of the Chiefs were limited to those conferred under XXV of 1861 on Magistrates and Subordinate Magistrates.

**Status of the Feudatory States**

In February 1884 Mr. Nethersole, Assistant Secretary to the Chief Commissioner of the Central Provinces, prepared a note on the judicial administration and jurisdiction in the Feudatory States. Accordingly, the Chiefs of the States were classified in certain groups. The Sambalpur Garjat Chiefs like Patna, Sonepur, Bamra and Rairakhol were classified as a group by themselves and the Nagpur Zamindars like Chhattisgarh and others formed another group. This also included Kalahandi.

Adoption Sanads were given to Kharnond or Kalahandi (This State did not form one of the original Garjat Chiefships) in 1862, Bamra, Patna and Sonepur in 1865 and Rairakhol in 1866. In 1867 Sanands were granted to Kalahandi, Sonepur, Bamra and Rairakhol. The rulers of these States were also given the powers of life and death over their subjects, subject to the confirmation by a senior officer of the British Government. A separate Sanad was prepared for Patna and was subsequently delivered. The above mentioned States were styled as "Feudatories" for the first time in the Sanad of 1867, though classified as such in the lists of 1863 to 1866. No Fealty bonds were executed by these States. The parchment Sanads were issued to the

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Feudatory Chiefs of Rairakhol, Bamra, Sonepur, Patna, Kalahandi. Accordingly, the Sanads issued the following stipulation:

i) That, you shall pay regularly the tribute of Rupees:

<table>
<thead>
<tr>
<th>Feudatory Chief</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Raja of Raikhol</td>
<td>Rs. 500</td>
</tr>
<tr>
<td>Bamra</td>
<td>Rs. 350</td>
</tr>
<tr>
<td>Raigarh and Baragarh</td>
<td>Rs. 400</td>
</tr>
<tr>
<td>Sonepur</td>
<td>Rs. 5,000</td>
</tr>
<tr>
<td>Kharnond</td>
<td>Rs. 3,550</td>
</tr>
<tr>
<td>Sarangarh</td>
<td>Rs. 1,350</td>
</tr>
<tr>
<td>Patna</td>
<td>Rs. 600</td>
</tr>
</tbody>
</table>

now fixed for 20 years, viz. from the current year 1867 A.D to the year 1887 A.D and that, the said tribute shall be liable for recovery at the expiry of the said term or at any time thereafter that the Government may think fit.

ii. That, you shall deliver up any offender from British or other territory who may take refuge in your State, that, you will aid British officers who may pursue criminals into your territory; and that, in the event of offenders from your State taking refuge in British or other territory, you will move a representation in the matter to the authorities concerned.

iii. That, you shall do your utmost to suppress crime of all kinds in your States.

iv. That, you shall administer justice fairly and impartially to all alike.

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1 Letter No.5017, dated 14th December 1867, from the Chief Commissioner, Chhattisgarh Division to the Deputy Commissioner, Sambalpur.
v. That, you shall recognise the rights of all your people and continue then in the same, and that, on no account shall you oppress them or suffer them in any way to be oppressed.

vi. That, you shall levy no transit duties on grain, marchandize, or any article of commerce passing through your State.

vii. That, you shall accept, and follow such advice and instructions as may be communicated to you by the Commissioner of the Chhattisgarh Division, the Deputy Commissioner of Sambalpur or any officer duly vested with authority by the Chief Commissioner.

viii. That, you shall appoint a vakil approved by the Commissioner of your division to reside permanently at the Sadar station of the Sambalpur district in view of orders affecting your state being communicated to you.

ix. That, you shall manage your Abkari revenue in such manner as not to interfere with the revenue of adjacent British territory; and that, if your Abkari arrangements do so interfere, the Chief Commissioner shall have the authority to raise Rs.1000/- per annum until your Abkari arrangements are again satisfactory.

A feudatory chief was ordinarily held to have within his own state plenary judicial powers in revenue and civil and also in criminal cases, subject to confirmation, as declared in Fealty acknowledgement, or the Sanad, by the Chief Commissioner of sentences of death or of imprisonment for terms exceeding seven years according to the condition of the Sanad as the case may be. He usually in practice delegated powers of courts of first instance and of Magistrates to one or more of his officials. He was the final Appellate Court within his territory, and also took up himself cases of a heinous nature, analogous
to those triable by the Deputy Commissioner under the Criminal Procedure Code, Section 30. Cases of the nature of what were in British India Sessions' cases' were committed by his subordinate Magistrates to him for trial. The laws of British India did not apply in the States of the Feudatories.

Duties of Political Officers towards the Chiefs

The Political Officers were performing some important duties as given below:

1. A very important duty of the Political Agent or Officer was the supervision and control of States under his direct management. For the administration of these the Government was directly responsible.

2. The Political Officer should endeavour to convince the Chiefs who were in charge of the management of their States, that he was anxious to interfere as little as possible and to treat them as friends.

3. No officer under the rank of Political Agent shall give any orders or formal advice to a Chief who was managing his own state, and no expression on the part of any such officer of the administration or conduct of the Chief shall be communicated by him to the Chief concerned.

4. The Political Agent may, without any special authority, make inquiries of an informal character, as to the truth of any complaints against the Feudatory chiefs that may reach him.

The Government had prescribed some rules regarding the etiquette to be observed on the occasion of visits of the Commissioner
of Orissa or the Political Officer or Agent for the Feudatory States. Those rules were:

I. The Political Officer (i.e. the Commissioner or Political Agent) shall be received by the Feudatory Chief -
   a. at the railway station, if there is a railway to the capital; or
   b. at a suitable spot, a kilometre or so outside the capital, if there is no such railway.

II. The Chief will, of course, be on foot to receive the Political Officer, and the latter will also meet the Chief on foot.

III. The Chief will then conduct the Political Officer to his carriage or elephant, on which they will proceed together to the camp of the latter.

   The Political Officer will occupy the right-hand seat in the carriage or on the howdah, and if two elephants are used, he will march on the right hand side or in front, if the elephants cannot go abreast.

IV. On the arrival at the camp, the Political Officer will invite the Chief to enter his tent or bungalow and hold a few minutes' conversation with him. This will be regarded as the Chief's formal visit to the Political Officer, and would be returned by the latter as early as convenient. After this return visit, the intercourse between the Political Officer and the Chief will be of a less formal character.

V. The Chief should always send his Dewan to the border to meet the Political Officer, unless he is expressly requested not to do so; and the Dewan should accompany the Political Officer
throughout his tour in the state, unless the services are expressly dispensed with.

VI. The Political Agent is not superior to the Chief in status. He is his adviser, and his equal. The Commissioner is regarded as the Officer superior to both. The Political Agent, however, would receive the place of honour on all ceremonial occasions, when the Commissioner is not present, because he represents the British Government.

**Administration of Justice**

In case of Sambalpur States the judicial power exercised by the Chief was wider than that enjoyed by the other States of Orissa. Under their Sanads, the Chiefs of Sambalpur group of States had full powers of administration in criminal, civil and revenue matters except that in the case of capital sentences. In such cases the Chiefs were to submit the case to the Commissioner of Orissa Division for confirmation.

The Feudatory Chief had within his own State plenary judicial powers in revenue and civil. He usually in practice delegated powers of courts of first instance and of Magistrate to one or more of his officials. He was the final Appellate Court within his territory and also took up himself, cases of heinous nature, analogous to those triable by Deputy Commissioners under the Criminal Procedure Code. Cases of the nature of 'Sessions' cases' were committed by his subordinate Magistrates to him for trial. In real practice the officials in the Feudatory States used to adopt the British system of procedure and more or less they were familiar with the British judicial methods while trying the cases. The Feudatory Chief in judicial matter was subject to

1 Government Order No. 1233, dated 12th February 1907.
2 A.D. Younghusband, op. cit., p.7.
absolutely no control by the British Officers or courts except that he was bound to "obey instructions and accept advice" of such officers as the Chief Commissioner directing to offer it to him.

In the feudatory States the judicial business was conducted by the court appointed and empowered by the Chief.

**Appeals and Petitions**

I. No regular appeal would lie to any authority outside the state. But any person who believed himself to have any complaint of injustice, could make a petition to the Political Agent in order to obtain redress from him or the Commissioner or the Chief Commissioner.

II. The Political Agent, on receiving such a petition shall, if interference appeared to him to be called for, send for the record of the case, and after examining it, may advise the Chief to cancel or modify the order, or may, if necessary, refer the case to the Commissioner.

III. The Commissioner may address a Feudatory Chief through the Political Agent, in respect of any case coming before him, or, if necessary, may refer the case to the Chief Commissioner forwarding at the same time the opinion of the Political Agent on the question referred.

**Confirmation of Certain Sentences**

I. All Feudatory Chief were bound, either by their Sanands or by their acknowledgement of Fealty, as the case may be, to refer sentences of death for confirmation to such officers as the Chief Commissioner may appoint. The proceeding shall in all cases be submitted to the Commissioner in the first instance. The
Commissioner would not himself confirm a sentence of death in any case, but would submit the record to the Chief Commissioner with an expression of his opinion, as to the property of sentence.

II. Those Chiefs to whom Sanads were not granted, but who presented acknowledgement of Fealty were further bound to refer sentences of imprisonment beyond seven years to such British Officers, as the Chief Commissioner may appoint for confirmation.

In the Feudatory States administered by the Government the Judicial business was conducted by courts appointed and empowered by the Chief Commissioner.

I. The Commissioner shall decide powers - crime, judicial, or magisterial, exercised by the courts and place on formal record a definite order in each case as to the power to be exercised provided no magisterial powers higher than those of a magistrate, second class and no magisterial power other than those with which a magistrate, second class, may under the code of criminal procedure be invested, may be given or taken away without the fact being at once reported for the information of the Chief Commissioner. In order to make public the fact of investiture with powers - civil, judicial or magisterial, the Commissioner may submit notification under his signature.

II. Sentence of more than seven years imprisonment shall be subject to confirmation - Capital sentences must be referred to the Chief

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2 A.D. Younghusband, op.cit., p.27.
Commissioner and other sentences to the Commissioner for confirmation. The records in all such cases shall be forwarded direct to the Commissioner.

III. Judgement passed by the Appellate Courts in criminal cases shall be final, but the Commissioner shall have power of revision of any criminal cases before him.

Miscellaneous Petitions

I. Orders passed by Superintendent or Dewan in revenue or miscellaneous cases shall be subject to revision by the Political Agent, whose order again shall be open for revision by the Commissioner.

II. In the Feudatory States, not being under the management, when a case arises in which there are two or more accused of whom one has been sentenced by a Feudatory State Tribunal to death and the other accused person or persons to imprisonment, the Chief Commissioner, following the Sanad, will only issue a specific order in regard to the accused sentenced to death, but he would consider the cases of the other accused as represented in the record and convey to the Chief, through the Political Agent, his opinion in regard to conviction and sentences if he finds any reason to think they should be modified.

III. The Chief Commissioner has not the power to commute a sentence of imprisonment for life, passed by the Tribunal of a Feudatory State and confirmed by a British Officer, into one of transportation for life or a term of years unless it is the sentence of a Tribunal exercising jurisdiction in a State under the British management over which the Chief Commissioner has been
authorised by the Governor General in Council to exercise the power of a High Court.

**Rules for the Guidance of Revenue Officers and Courts in Feudatory States under Direct Management**

I. The principles which guide the Government Officers in Land Revenue administration in the British Territory, where proprietary right has been granted to the Malguzars, must be suitably modified when dealing with Feudatory States where proprietary right is vested in the States alone.

II. The position of the Gauntia has been merely that of a Thekadar whose lease was for a term of years only, and who had no absolute claim to the renewal of that lease after the expiry of that period.

III. To meet this change the Chief Commissioner has ordered that a "protected status" shall be given to the Gauntia who were (a) in possession of their villages for twenty years or more, (b) were the actual reclaimers of the villages, or (c) had spent largely on tanks or the settlement of ryots.

IV. "Protected Status" means protection from arbitrary eviction. It confers no other right than this, and this protection from eviction is not a transferable right, except by inheritance to lineal descendants (being males) or to collaterals who were sharers with the deceased. A Gauntia with the protected status can not be evicted so long as he pays the assessment fixed by the state and fulfils the conditions of the tenure as shown in the Wajib-ul-arz. Provided that if any Gauntia is a non-resident, the state may, if it deems fit, terminate his tenure unless he appoints a suitable
agent to reside at the village and discharge the various duties devolving on the Gauntia.

V. No Gauntia has the right to transfer by sale or mortgage, and such transfers, if made, must not be recognised.

VI. The Gauntia has no right to lease out his village, but he may lease out sir land to cultivators, provided that any such lease shall terminate with the period of the settlement or on the Gauntia being ousted from his villages.

VII. Sir land is limited by laws or custom of each state. Unless a contrary law or custom is established, it is limited to 20 percent of the cultivated area. All lands held by the Gauntia in excess of this limit will be treated as ryoti land.

**Police Administration**

The Police ranged under three classes:

i. The Regular and Military Police

ii. That of the Sangar and Nebuda territory

iii. That of Sambalpur.

In Sambalpur during the last several years, owing chiefly to the rebellion of Surendra Sai, the defensive force had been considerable. In 1861-62 there were the Sebundy Levy, 500 strong and several companies of the Bengal Military Police. By the time the district was transferred to the Central Provinces, the Military Police were withdrawn and there remained the Sebundy Levy besides some eighty civil policemen. The Levy was being embodied in the new police which

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1 R. Temple, op.cit., p.27, Para-32.
comprised some 350 men of all ranks. This arrangement gave a saving of 32,000 rupees per annum\(^1\).

**Rules for the Regulation and Control of the Police Force Employed in Feudatory States under Direct Management by Government\(^2\)**

1. The administration of the police through the local jurisdiction of the executive officer of the state shall, under the general control and direction of the Political Agent, be vested in the Chief Executive Officer of that State.

2. The appointment of a police personnel, not above the rank of head constable, shall, subject to the approval of the Political Agent, rest with the Chief Officer charged with the executive administration of the State, who may at any time, for reasons to be recorded in writing, dismiss, suspend or reduce any police officer who he has the power to appoint and who he shall think remiss or negligent in discharge of his duty or unfit for the same. Police Officers above the rank of Head-constable shall be appointed, dismissed or reduced by the Political Agent. All the Police Officers shall be liable to fine, to any amount not exceeding one month’s pay, who shall discharge their duty in a careless or negligent manner, or who by any act of their own shall render themselves unfit for the discharge there of.

3. No Police Officer shall have liberty to withdraw himself from the duties of his office, if not expressly allowed to do so, or to resign from his office, unless he has given his superior officer previous notice in writing for a period of not less than two months of his intention of resigning.

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\(^1\) Ibid., p.41, Para-61.

\(^2\) File No.538, XII-IE, General Political, p.23, (N.A.I).
4. No Police Officer shall engage himself in any employment other than his duties under this rule unless expressly permitted to do so in writing by the Chief Executive Officer of the State.

5. It shall be the duty of every Police Officer to promptly obey and execute all orders and warrants lawfully issued to him by a competent authority, to collect and communicate intelligence affecting public peace and bringing offenders to justice, and it shall be lawful for every Police Officer for any of the purpose mentioned in this rule, without a warrant to enter and inspect any drinking shop, gambling house or other place of resort of loose and disorderly characters.

6. It shall be lawful for any Police Officer to lay any information before a Magistrate and to apply for a summon, warrant, search warrant or such other legal process as may, by law, be issued against any person committing an offence.

7. Every Police Officer, who shall be guilty of any violation of duty or willful breach or neglect of any rule or regulation or lawful order made by a competent authority, or who shall withdraw himself from the duties of his office without prior permission or without having given previous notice for the period of two months, or who shall engage himself without authority in any employment other than this police duty, or who shall be guilty of cowardice, or who shall offer any unwarranted personal violence to any person in his custody, shall be liable, on conviction before a Magistrate, to a penalty not exceeding three months' pay or to imprisonment with or without hard labour for a period of not exceeding three months, or both.
Revenue Administration

Finance continued to be a strong point in the British administration of the Feudatory States. One or two of the Chiefs had been proved extravagant, but they were an exception, and the majority of the act was consistently upto the principle of spending the bulk of their revenue for the benefit of the British. In Rairakhōl special care and watchfulness were taken. Special supervision was undertaken in Patna State.

The British authorities in charge of revenue organisation did not care to study the system the people were accustomed to in different States and introduced their own system based on their experience in a province where the situation was quite different. Assessment was made without proper enquiry into the actual yield in previous years which was neither equitable nor evenly distributed. Another mistake committed by the revenue officers under the British regime was the strict enforcement of the Bengal revenue regulations that were best suited to Bengal with permanently settled areas and with comparatively low assessment. It aggravated the severity of over-assessment. The other privileges were also denied. The tillers could hardly meet the Government demands, and that too, in cash, with strict punctuality. Consequently they fell into arrears and the estates were kept to the state. Between the years 1808 to 1816 as many as 1011 estates out of the total of 2340 were disposed off in this way.

Another factor which added to the miserable plight of the Oriya Zamindars was the short-term settlements with fluctuating assessments. Annual settlement was not a new thing to the people, but arbitrary assessment without reference to actual yield of land or the amount of the cultivation or even cultivable land was the source of real hardship.

But in the Regulation XII of 1805 the Zamindars were given the hope that at the end of eleven years a permanent settlement would be concluded, but it never materialised. This also added to the sense of frustration of the Oriya Zamindars. In the absence of any sure prospects about a permanent settlement they could hardly continue to engage themselves after their over-assessed estates at the grave risk of reducing themselves to almost bankrupts. They did petition to the Government enumerating the privileges they were accustomed to under the Marathas after paying for the continuance of those concessions, but the British authorities were too conceited with the notion of the superiority of their own system to take into consideration the real grievances of the Zamindars of Orissa. They, on the other hand, considered it to be just a plea for evasion of payment. So the Oriya Zamindars had no alternative left but to resign themselves to their inevitable fate.

Then again, the Oriya Zamindars had to face two more formidable difficulties against which they were almost helpless. Many of the amalas of the Revenue department had the temperament of designing to acquire landed property, an instance of which is provided by the sale of the Estate Korung of Jagabandhu Vidyadhara. During the year 1806-1816 A.D as many as 350 estates were purchased by the amalas of the Government, mostly outsiders. The revenue officials utilised their influence in preventing the Oriyas from entering into competition with them in purchase of land. Thus when any Oriya Zamindar’s estate was on sale, they got it purchased in the names of their relatives. But when their own estates were being sold, they prevented Oriya proprietors from purchasing those and got the same purchased by their own men. So the machination of the amalas was

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1 Mr. Trower’s Report.
2 Ibid.
responsible for depriving the Oriya proprietors of their hereditary estates.

The mode of sale of estates was another great hardship for the Oriya Zamindars. Estates with a jama of Rs.5,000/- or above were sold at Calcutta where the Oriya proprietors had little access to bid and purchase them. Consequently very valuable estates were sold for comparatively low price to the benefit of outsiders.

Lastly the resumption of the hereditary paik-jagir lands provided the needed spark for the smouldering fire. It is really astonishing that the authorities who had bitter experience about the consequences of resumption of such lands in Midnapore in 1799, forgot all about it while they did the same thing here; and on the 15th of March 1799 censured the Board for the injudicious system of conduct persued in the management of paikan lands1. Still the authorities committed the same blunder once over and precipitated a crisis.

**Revenue Paying Lands**

Rents were mostly paid in cash and additional contributions at fixed rates, usually, of rice, grain, ghee (clarified butter) and goats, were levied on the occasions of certain festivals: these payments in kind had in certain States been commuted to cash payments and the tenants had the option of paying the value in cash, if they so desired. In case of village, held by Lakhirajdars, the tenants usually cultivated on bhag principle or half division of produce, but this custom was rapidly disappearing.

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1 L.S.S.O'Malley, *Bengal District Gazetteer*, Midnapore, p.44.
The rate per acre for rice-producing land ranges from Rs.0-9-8 to Rs.3-14-6.

In all the States the village headman was holding leases or pattas in which all payments and dues were noted and also the lands assigned in the village to the village servants who generally consisted of Chaukidar (village policeman), water-bearer (to supply water to visitors) and the Jhankar, who was a village factotum – the priest of the village sylvan gods, watcher and identifier of the boundaries and an assistant Chaukidar, and a helper to the village headman in collection of rent. The collectors of rent through farmers were termed variously as Gauntias, Sarbarakaras, Pradhans and Hukadars. The villages were leased out to these men for the period of settlement and in the case of village which had not been regularly settled, the lease was usually for 5 years. These rent-collectors received either commission varying from 5 to 15% or in several of the States had certain service or jagir lands known as bhogra which went with the office. These lands were nowhere supposed to exceed 20 to 25% of the total lands of the village and were generally not more than 20% and usually less. A salami or bonus was sometimes levied when renewing leases, without any fixed rule as to the amount, but it usually did not exceed one year's rent or the arrears due on the village. Ordinary revenues of the country were paid in kind.

Each village being rated at a certain number of measures of paddy or rice in the chaff, the ground was divided among the inhabitants in this manner. Every man, as soon as he was of proper age,
was enrolled as a soldier, and allowed half a measure (about 6 pounds)\(^1\) per annum for clothing. The land was kept in-charge of his wife on payment of proper rent i.e. 1/4% of the total produce.

For the purpose of the Land Revenue Administration the district was divided into two tracts: The Khalsa and the Zamindaris.

**Khalsa**

It meant the land which did not belong to a Zamindari and was not included in a Government reserved forest. It meant land held by village headman directly from the Government.

**The Zamindaris**

The Zamindaries were tracts held by proprietors having feudal status entirely different from that of Zamindars in the rest of the Central Provinces\(^2\). There were 16 Zamindaris in this district – i.e., Borasambar, Barpali, Bijepur, Ghens, Bhednn, Kharsal, Paharsirgida, Mandomahal, Patkulanda, Kolabira, Rampur, Rajpur, Kudabaga, Machhida, Laida and Loisingha.

In Khalsa, the village headmen or Guantias were responsible for the payment of a lumpsum amount assessed on the village for a period of years according to the terms of lease which was periodically revised and renewed. The amount of the assessment was recovered from the village cultivators. The headmen, remunerated by holding part of the village, were free of revenue. The headmen were occasionally ejected for default in the payment of revenue.

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\(^1\) 6 pounds = 2 kg 72 grams.

\(^2\) N. Senapati (ed), op.cit., p.348.
Gauntias were paying fee (nazrana) from their own profits. Cultivators rendered their Gauntias a variety of miscellaneous services known as bethi, begari.

Certain Zamindars were locally known by the title of Garhtia which literally means fort-holder. It also meant the persons whose position was merely that of revenue-farmers.

Many villages were also alienated by means of other grants such as birtia, by which the post of Gauntia of a village was held by a family of Brahman who divided the village land among themselves.

Other villages were assigned for the maintenance of Brahmanas and temples, being known as debottar and brahmottar, of large grant called Sason were made (i.e. a tract or land was given out in shares to different families of Brahmanas).

**Kumari Grants**

There was a so-called Kumari Grants, where villages were held rent-free by members of the Raja family as maintenance-assignment. In these circumstances, it was not surprising that the land-revenue of the Khalsa was small, amounting to only one lakh of rupees in 1849.

When the British assumed the administration, a number of short-term settlements were made and several sweeping changes were carried out. The levy of nazrana was discontinued; a large portion of the revenue-assignment was summarily resumed and all holders of Brahmottar and Debottar grants were made liable to pay half of the revenue assessed. In 1857 the mutiny broke out - the rise of the tribal people under Surendra Sai had an effect on the revenue administration of the Feudatory States. A house-tax of four annas per house and eight
annas per plough was imposed. A school fee of one anna per house was also imposed. The old duty of thatching certain state buildings and supplying transport for the Chief, when on tour, was also regulated and duly enforced. Further, the rates were increased and in 1893 the rates were fixed at thirteen annas per plough, six annas per house and the school-tax was doubled. On these villages which objected to the thatching duties, a further tax of three annas were levied; and printed Pattas or leases were given to the headmen. The collections were made by giving an individual demand-statement to the headman of each village; this demand the headman could check with his pattah and he then collected the dues.

**Administration : General**

The Chiefs administered their States in accordance with the provisions of their Sanads which defined their status, position and power. The Sambalpur group of States transferred from the Central Provinces received their Sanads in the year 1867. The actual powers exercised by the Chiefs varied; in some States the power of imprisonment extended to two years and all cases of serious crimes were committed to British Officers for trial. In some States the Chiefs exercised full criminal powers, except that in the case of capital sentences; the record of the case were submitted for confirmation by the Commissioner of the Orissa Division. The Chiefs were not entitled to try offences in which European Officers were concerned.

The Chiefs usually invested their Chief Executive Officer, the Dewans, with these powers and confined themselves to dealing with appellate cases. As regards the cases tried by the British Officers, the warrants of these officers were executable in the British jail. Those States which did not exercise full criminal powers, committed all cases
to a British Officer. For the disposal of these cases the District Officer and the Political Agent exercised the powers of Sessions Judges, above whom was the Commissioner of Orissa, exercising the function of a High Court. In the exercise of their residuary jurisdiction the British Officers were guided by the law of British India. The Sanads also provided that the Chiefs were duly appointed for the purpose by the Government and laid down the general principle of administration. The management of excise was specially provided for in all the Sanads and a prohibition was made against the levying of transit duties on merchandise. All the States were bound to deliver over offenders from the British or other territory who took refuge in the state and had to assist the British Officers who might pursue offenders within the States.

Further, when a Feudatory State came under the management of a British Officer, it was either for a time only, for example, during the minority of the Chief, with the object of being sooner or later handed back to the same Chief or a successor, or it may be for an indefinite time, with no intention of ever restoring it to a person with the status of a feudatory. In the latter case, in almost every conceivable instance, the state would again become British India and merge in some district.

But in the former case the Officer entrusted with the management, as a rule, stepped into the place of the Chief with neither greater nor less powers in judicial matters than the Chief had, that is, apparently he was limited only by the Sanad and Fealty acknowledgement.

In respect of the Native States the persons holding offices designated in 1st Column the following schedule had been appointed
Justices of Peace within the Native States mentioned opposite their designation in the second column of the schedule respectively.

<table>
<thead>
<tr>
<th>OFFICES</th>
<th>STATES</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. The Deputy Commissioner</td>
<td>Nandgaon, Khairagarh, Chhuikhodan</td>
</tr>
<tr>
<td>2. Asst. Commissioner at Raipur invested with the power of a Justice of Peace under the code of criminal procedure</td>
<td>Kowardha, Sakti, Raigarh</td>
</tr>
<tr>
<td>3. The Deputy Commissioner of Bilaspur</td>
<td>Kowardha, Sakti, Raigarh</td>
</tr>
<tr>
<td>4. Asst. Commissioner at Bilaspur invested with the power of a Justice of Peace under the code of criminal procedure.</td>
<td>Sarangarh, Bamra, Rairakhol and Sambalpur</td>
</tr>
<tr>
<td>5. The Deputy Commissioner of Sambalpur</td>
<td>Sarangarh, Bamra, Rairakhol and Sambalpur</td>
</tr>
<tr>
<td>6. Asst. Commissioner at Sambalpur invested with the power of a Justice of Peace under the code of criminal procedure.</td>
<td>Patna, Kalahandi, Kanker, Bastar</td>
</tr>
</tbody>
</table>

The British Authorities after the conquest of Orissa, launched upon their scheme of administrative organisation with much haste. They utterly overlooked the fact that the new administrative machinery should be set up against a suitable background – political and cultural. So without proper study of the system to which the people had been accustomed for centuries, they set up their own system which clashed rather sharply with what the people were used to. Consequently, the people could hardly adjust themselves to the new situation. Chaos and confusion ran rampant much to the discomfiture of the people in general and disadvantage of the administrators themselves.
In this connection it may be pointed out that the British administrators were prejudiced or rather misled by the idea that the administration under the Indian rulers, specially under the Marathas, was extremely bad and the people chaffed under it. Obviously they expected that their own system, based as it was on much more enlightened and modern principles, would be welcomed by the people. Misled by this notion they tried to introduce their administrative changes rather too quickly to allow the people to adjust themselves to the new system and settle down to it. As a result, the Chiefs of the Feudatory States were not independent of the Government. They ruled the Feudatory States but in subordination to the British Government. No languages could ever be employed, nor any action taken which was inconsistent with this essential fact. The Chiefs succeeded to the Gaddi, not to the throne. They ruled, but did not reign. They resigned, but did not abdicate and their households were spoken of as the "Raj" house.

**Education**

With the coming of the Britishers, education got an impetus and since the introduction of Macauley's educational principles, there appeared a common consciousness about the necessity of formal education as a must. Therefore, education which was in a poor condition in the Feudatory States made some progress towards the close of the 19th century. This was recognisable especially in the primary stage. At the end of the 19th century only 2% could read and write¹. In the early part of the 20th century the total number of students both in the primary and secondary stages was 47,468 against 22,662 in 1898-99².

¹ L.E.B. Cobden, op.cit., p.106.
² Ibid.
There were three High Schools for example, at the headquarters of Bamra, Dhenkanal and Mayurbhanj States. These schools were affiliated to the Calcutta University. Besides, there were 20 middle English, 7 middle Vernacular, and 145 upper primary schools. One boy in every 11 school going age was in the primary stage.

During the last phase of the 19th century there was an attempt to make English education more popular in order to facilitate the English customs and manners. In addition to this there were few schools for the education of the aboriginal low caste students. Towards the close of the 19th century eight Guru-training schools were started in different States and these schools were entirely maintained and managed by the Government Agency. In these schools the teachers of the village schools were trained and monthly stipends were allotted for the purpose. A Guru-training School was also started at the headquarter of the Kalahandi state at the cost of, and under the management of the State.

The main share of the total expenditure on education was paid by the States. Out of a total expenditure of rupees 2,50,000 in 1899-1900 only 37,000 was paid by the Government. The Government used to assist the schools by deputing Inspectors. The Deputy Inspectors were under an Agency Inspector of Schools. The States of Bonai, Gangpur and Bamra were regularly supervising the schools and were providing expert and qualified inspection. For this purpose these States were divided into circles with Sub-Inspectors attached and a Deputy Inspector was in-charge of each circle. In the case of the States

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2 A.H.L. Fraser, Officiating Chief Commissioner Central Provinces note on the substitution of Hindi for Oriya in Sambalpur, dated 5th October 1901, (N.A.I).

transferred from the Central Provinces, the cost of education was entirely borne by the state revenue and from fees; no contribution was received from the Government: these States employed their own educational inspecting Officers and were assisted by Agency Inspectors of Schools.

The average cost of educating a boy in the Primary School amounted to Rs.2.15 per year\(^1\). During the six years from 1896-97 to 1901-02 the percentage of expenditure on the Primary Schools for boys and girls to the total expenditure on public education was 64.7\(^2\). In the village Primary Schools the teachers received the greater part of their remuneration in kind.

The number of schools, scholars, and the cost of education in different States in the beginning of the 20\(^{th}\) century was as shown overleaf\(^3\).

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\(^1\) Ibid.
\(^2\) Ibid.
\(^3\) Ibid., p.109.
<table>
<thead>
<tr>
<th>Schools (Public)</th>
<th>Scholars</th>
<th>No. of schools of the several aboriginal races</th>
<th>% of boys at schools to the boys of school-going age</th>
<th>% of girls at school to the girls of school-going age</th>
<th>Contributions by Government (Rs.)</th>
<th>Contributions by State (Rs.)</th>
<th>From fees (Rs.)</th>
<th>From other sources (Rs.)</th>
<th>Total (Rs.)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>S</strong> 1560</td>
<td><strong>B</strong> 45446</td>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td><strong>P</strong> 1560</td>
<td>9403</td>
<td>18.97</td>
<td>2.04</td>
<td></td>
<td>37386</td>
<td>135882</td>
<td>56985</td>
<td>20413</td>
<td>23066</td>
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<tr>
<td><strong>S</strong> 26</td>
<td><strong>G</strong> 4861</td>
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<td><strong>P</strong> 232</td>
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<tr>
<td><strong>T</strong> 1848</td>
<td><strong>T</strong> 50307</td>
<td></td>
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<td></td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>

**S** - Secondary  
**B** - Boys  
**P** - Primary  
**G** - Girls  
**S** - Special  
**T** - Total  
**P** - Private (elementary)  
**T** - Total