CHAPTER-4

ADMINISTRATIVE SYSTEM
IN KEONJHAR
ADMINISTRATIVE SYSTEM IN KEONJHAR

The Feudatory State of Keonjhar was administered by the Raja during the British rule. Through a treaty engagement between Raja Janardan Bhanja (1797-1832)\(^1\) and the British Government, the sovereignty of the State passed to the hands of the British, yet the Raja remained the "Head of the administration" in the internal matters of the State. The Chief of Keonjhar was to rule the State according to the sanads given to him. The sanads defined his power, position and status. On the whole, administering the State was the Raja's responsibility. However, the Raja exercised his power with some defined limitations.

A. CIVIL ADMINISTRATION

I. The Raja

The Raja of Keonjhar occupied the highest position in the internal administration of the state. Raja Janardana Bhanja made a treaty engagement with the British Government on the 16th. December 1804\(^2\) as a result of which he lost his external independence. But he continued to enjoy internal freedom and maintained a state of "constant friendship" with the British\(^3\). W.W.Hunter observes that the Hindu chiefs of Orissa treated

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\(^{1}\) Aitchison's Collections (Calcutta 1909) P. 344.

\(^{2}\) Ibid.

\(^{3}\) Ibid.
their estates as their private property⁴ and the Chief of Keonjhar was no exception to it. He was, thus, the highest authority in the State and his will was treated as law⁵. He ruled the State according to his own ideas⁶, just as other Rajas did.

The Raja was the sole authority in the State. The administration in the State was carried on his verbal orders⁷. Any important appointment was made under his orders. Maharaja Dhanurjaya Narayan Bhanja appointed Fakir Mohan Senapati as Manager⁸. He also appointed Chandra Sekhar Dhal and Bichitrananda Das as Managers of the State⁹. In the State the Raja handled the power of promotion, degradation and dismissal. Maharaja Dhanurjaya Narayan Bhanja dismissed Fakir Mohan Senapati towards the year 1891 A.D¹⁰. In a nutshell it can be said, that the Raja of Keonjhar could give appointment, promotion, and dismissal orders according to his own sweet will. Sometimes, the Raja went on tours to supervise the State's administration. Of course, the Raja spent a good amount of money in this respect¹¹. The Raja sometimes directed

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⁶ -State's Enquiry Committee Report, 1832, P.5
⁷ Bd. Procd (Political) (OSA Acc.No. 172), G.F.Cockburn to Deputy Commissioner, Raipur, May 3, 1859.
⁸ Fakirmohan Senapati Atmacharita (Cuttack 1963), P.154.
⁹ Ibid, P.170.
¹⁰ Ibid.
¹¹ Administrative Reports, Feudatory of Orissa and Chhotanagpur States (1922-23), P.1.
his officials like the Dewan to go on tours\textsuperscript{12}. He had instructed all the officers of the State to seek his approval for all tour programmes proposed for distances above seventy miles\textsuperscript{13}.

The Raja, thus, ruled the State like an absolute monarch. Sometimes it produced good results, but at other times the result was adverse. Sir Henry Ricketts wrote to the Government of Bengal that such a system of administration was without a doubt oppressive and cruel\textsuperscript{14}. Sometimes the Raja of Keonjhar was ill-advised by his Manager and issued orders which went against the interests of the subjects\textsuperscript{15}. Sometimes the Managers or Dewans wrongly interpreted the orders of the Raja. Bichitrananda Das, who in 1891 was in charge of the excavation of the Machhakandana canal engaged labourers through bethi\textsuperscript{16}.

"The Raja", in the words of Jagannath Patnaik, "was the pivot of the administration and the fountain of all authorities\textsuperscript{17}. Though the Raja was at the zenith of the State's administration, still some officials were there to help him. The Dewan or the Manager was the first among them.

\textsuperscript{12}Circular No. 171, (KDRR) Raja and Ruling Chief Keonjhar to Diwan. Dt. 17.12.1920.
\textsuperscript{13}Ibid
\textsuperscript{14}Bd. Proc(Rev) (OSA Acc. No. 75), H.Rickets to the Govt. of Bengal, Jan.21, 1839.
\textsuperscript{15}Ibid.
\textsuperscript{16}Fakirmohan Senapati - \textit{Atmacharita} (Cuttack, 1963) P.170.
II. The Dewan or Manager

The Manager or the Dewan was the highest official in the Feudatory State of Keonjhar. His position was immediately below the Raja’s. Sometimes, the Dewan was also known as the Bebarta.18

The Raja of Keonjhar had the authority over the appointment of the Dewan. Sometimes the appointments were made through recruitment, but sometimes they were hereditary.19 Fakir Mohan Senapati of Balasore was appointed as Manager or dewan after appearing in an interview20 and worked in that capacity from 1887 to 1892. But at times the appointment depended on the sweet will of the Maharaja. Bichitrananda Das of Cuttack could secure the post of an ‘Assistant Manager’ of the State by flattering and pleasing the Maharaja. Sometimes the offices of the Manager and the Assistant Manager were hereditary and depended on the Raja’s favour. After the death of Bebarta Rai Chandra Sekhar Dhal Bahadur during the Bhuyan rising of 1868; his son Debananda Dhal got the office because of the sympathetic attitude of the Raja.21 Bebarta Chintaman Mohapatra was also appointed by Raja Janardan Bhanja’s own

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18Bd. Proc (OSA) (Acc No. Not given), E.B.Harris, Superintendent Tributary Mahal, Orissa to the Chief Secretary Govt. of Bengal. No. 900 (p) 4th March 1901
20Fakirmohan Senapati Atmacharrita, (Cuttack, 1963) P.144.
21Ibid.
sweet will. In the appointment of the Bebarta or Manager or Dewan the Raja considered the person’s competence and efficiency in political and military matters. Generally it was the policy to appoint an outsider to the post. An outsider was likely to be impartial in administration, as he was unlikely to have relatives or friends of his own or have vested interests and special feelings for anybody.

The Manager or dewan was the head of the executive in the feudatory State of Keonjhar. The administration of the State was vested in his hands. In particular, he was in the charge of tax collection and was considered the sole authority over it. As the Dewan was the topmost official in the State, he ordered, directed and advised the officers of all the departments of the State. He used to go on tours to supervise the work of the officials. When the Raja was out of the state the Dewan or the Manager remained in charge of the entire administration and exercised the powers of the Raja.

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22Bd. Procd (OSA Acc No. 192), E.B.Harris to the Chief Secretary, Govt. of Bengal No. 900P, 4th March, 1901.
24Ibid.
25Ibid.
26Bd. Procd (Rev) (OSA ACC. No. 78) A.J.M.Mills to Secretary to Govt. Judicial Department 21 February 1840.
27Bd. Procd (Rev) (OSA ACC. No. 78) A.J.M.Mills Secretary to Govt. Judicial Department 21 February 1840.
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Rapat Bhal Chowdhary, "Report on the Administration of the Feudatory States (1908-09)", P.29.
The Manager thus occupied a very important position in the State’s administration. In a real sense the Dewan was the Chief adviser of the Raja. Sometimes he influenced the Raja in the right direction, but at other times he succeeded in misguiding the Raja, thus creating baneful complications. There were also occasions when he acted without the knowledge of the Raja. Maharaja Gadadhara Narayan Bhanja (1839-1861) and his Rani were influenced by the Manager or Bebarta. There was even an occasion when the Raja, under the advice of the Bebarta, dishonoured the British Government. Bichitrnanand Das during his managership also influenced Maharaja Dhanurjaya Narayan Bhanja in an undesirable matter. When A.J.M. Mills was the Superintendent it was proposed that the Raja of Keonjhar would supply labourers for the construction of the Raipur-Midnapur road at the Company’s expense. The Bebarta, instead rendering help instigated the minor Raja and others not to help the British in the construction of the road.

As a matter of fact, the Dewan or Manager of a feudatory State in reality, handled the state administration. This led A.J.M. Mills to observe, “Bebartas are the ipso facto rulers in all the tributary estates, the Rajas being mere tools in their

30Bd. prooed (Rev) (OSA Acc No. 116) AJM Mills to the Assistant Superintendent, Raipur, L.No. 488411/2.
31Ibid.
32Ibid.
33Fakirmohan Senapati Atmacharita (Cuttack 1963) P.159.
34Bd. Prooed (Rev) (OSA Acc No. 114) AJM Mills to Asst. Secretary to Military Board, Sept 22 1842.
35Ibid.
36Ibid (OSA Acc. No. 116) Assistant Superintendent Raipur Road to AJM Mills.
The feudatory State of Keonjhar was no exception to this general rule.

III. Vakil

The *Vakil* was another important official in the feudatory State of Keonjhar. The *Vakil* of the State was vested with the responsibility of making representations to the British Government and receiving any document from them on behalf of the Raja. The *Vakil* of the State practically acted as the legal adviser to the Raja. This task generally corresponded to that of an advocate general in present times. In the Keonjhar State *Vakil* Prasadi Das received the *Sanada* on behalf of Raja Janardan Bhanja from Lieutenant-Colonel G.Harcourt in 1804.

Keonjhar was divided into a number of administrative and fiscal units known as *Dandapats* and *Pirs*. These divisions were administered by the Garhnaiks and Sardars respectively. The Garhnaiks and Sardars were helped by village headmen known as 'Pradhans'.

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37 Bd. Procd (Rev)(OSA Acc.No. 112) AJM Mills to the Secretary to Govt. of Bengal Judicial Department, March 15, 1845.
39 Aitchison's Collection (1909 Calcutta) P.395.
40 K. M. Mishra, Keonjhar Itihasa (Cuttack 1930) P.29.
IV. Sardars and Garhnaiks

The Sardars and Garhnaiks were the heads of the Pirs and the Dandapats in the Feudatory State of Keonjhar. The sole duty of these two functionaries was to collect revenue. The position of a Garhnaik was, more or less, equal to that of a Tahasildar of the present time. He was assisted by a Karan or accountant and an amin. He received his remuneration as a commission at the rate of six percent on the collection, out of which three percent was paid to the Karan. The duties of the Officers were as follows:

1. "To collect rents from the village dalayis, whose functions were to collect rents from the kalingiri (ordinary) paikas (The dalayis had grants of land on quit-rents as remuneration for the work entrusted to them)"

2. "To collect rents from luzguri (bhal log) paikas"

3. "To collect rents of villages which had been newly formed"

4. "To collect rents of land found to have been cultivated by tenants of any village in excess of their own, for

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42Ibid.
43Ibid.
which they were paying rents to their own village headman”.

(5) “To collect rents from village pradhans who did not pay their rents directly into the treasury”.

(6) “To collect rents from all tankidars”,

(7) “To collect rents from naiks, if any. The naiks were the heads of what were known as the villages of palli-paiks. These villages were situated on the borders of the long range of hills which separate the Athagarh (Anandapur) Subdivision from the Mayurbhanj jurisdiction. The residents belonged to a semi-nomadic race and were mostly bathudis, Kols, Khanduals and other aboriginal tribes. The naiks were representatives of the people they presided over, and formerly collected rent from the villages under them. Moderate rents were fixed for the villages in consideration of the number of tenants in possession, their vocations and so forth. In successive settlements, the system of payment of rent for the area in cultivation was introduced and a moderate rate per man was fixed. The naiks fixed the rents payable for their village and the lands comprised therein amongst the individual husbandmen, giving to each as much land as he could cultivate and the balance, if any was made over to any pahi tenant forthcoming (The neighbouring Hindu
tenants find it profitable to cultivate lands in these villages and I have noticed a good number of these holding lands from the naiks in the dandapats of Padiarpally and Santoshpur).

(8) "To collect all "baje jama", e.g. tax on skin, tax on fishery, forest tax etc."

(9) "To apportion the quantity of 'rassid' payable by a village in the event of the Maharaja or any of his officers visiting the interior and to realise it".

(10) "To purchase corn for the Chief at low rates (this was known as kinan which has been abolished) and in so doing apportion the quantity payable by each village".

(11) "To hold local enquiries and find out what lands have been newly cultivated ".

(12) "To do other miscellaneous work, e.g., witting as panchayat, enquiring into petty disputes, etc."

B. VILLAGE ADMINISTRATION

All Dandapats and Pir\s comprised a number of villages. In Keonjhar State, the Pir was the lowest unit of administration\(^4\). Persons entrusted with the administration of the villages, were the village Pradhans, the Sarbarakars, and the

\(^4\)SRKS (1892), P.13.
Bisois\textsuperscript{45}. In the case of lower Keonjhar, i.e., Anandapur, however, there were Kanungoes, who occupied the position which Pradhans did in Upper Keonjhar\textsuperscript{46}.

I. **Pradhans and Kanungoes**

The Pradhans and Kanungoes were the headmen of the villages of Upper Keonjhar and Lower Keonjhar respectively\textsuperscript{47}. They were entrusted principally with the duty of tax collection in the feudatory State\textsuperscript{48}.

The office of the Pradhan was hereditary and the Raja generally confined the succession to the next heir. Still he had the power to remove Pradhans on grounds of incompetency or gross mis-behaviour\textsuperscript{49}. To assist him in the village work, he had the Daroga or the village Constable and the Dehuri or the village priests\textsuperscript{50}. The duty of a Pradhan (and a Kanungo) was to determine the rents of the village and distribute the village lands amongst the individual husbandmen, generally giving to each, as much land as, he could cultivate. When a cultivator abandoned his holding, the pradhan made over the holding to some other cultivator and realized the arrears, if any, from him. Failing that, the arrears would be distributed among the

\textsuperscript{45}SRKS (1892), P.13.
\textsuperscript{46}Ramadhyani Report, Vol.II, P.139.
\textsuperscript{47}Kshetra Mohan Mishra, Op.Cit, P.39.
\textsuperscript{48}SRKS (1892) P.76,
\textsuperscript{49}Ibid
\textsuperscript{50}SRKS (1892), P.68.
villagers and the land made over to the tenants at the annual *jama* only. 

As remuneration the Pradhan held two manas in every *bati* (20 mana) of land assessed to rent on a pepper-corn-rental of one anna per mana, while the *dangua* and the other village ‘Sebaka’ enjoyed one mana on the same terms. But R.K. Ramadhyani writes, “The Pradhan in the open areas gets 2\% of the collection and in the Bhuyan Pir he gets 25/3 percent and the Sardar 6\% percent. In Juang pir the headman gets his remuneration in kind; his remuneration does not appear to have been fixed in the *Patta*”. The Pradhans and Kanungoes did hold ‘Padhani lands’ on which rent was paid but without any permanent rights. When a Pradhan or Kanungo was appointed, he had to pay a ‘barakarari’ of Rupees 1.75 (Rupees one and twelve annas) to Rupees 17.50 (Rupees seventeen and eight annas) depending on the land revenue, for a piece of silk (siropa) touched by the Raja.

**Administrative Division**

The feudatory State of Keonjhar was divided into two tracts, i.e., Upper Keonjhar and Lower Keonjhar. From the administrative point of view, however, the State was divided

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52 SRKS (1892), P.67.  
54 Ibid.  
55 Hunter’s Orissa, Vol.II, P.113,
into three Sub-division, i.e., Champua, Keonjhar Sadar and Anandapur. Each sub-division was grouped into Dandapats or Pirs (Fiscal Divisions). The Champua subdivision consisted of four dandapats, the sadar subdivision had thirteen Dandapats and the Anandapur subdivision twenty seven Dandapats56.

Champua subdivision had four Dandapats, i.e., (1) Jotipur, (2) KalikaPrasad, (3) Chamakpur, (4) Nayagarh57.

1. Jotipur Dandapat was named after the first Raja of Keonjhar, Joti Bhanja. It is 28 miles away from Keonjhargarh. This Dandapat consisted of 130 villages. The cultivated area was 20,263 acres with a revenue deposit of Rupees 14,754/-. The Garhnaik of this Dandapat was a Karan, who had constructed a pucca building for his residence in 1898 A.D. The Sambalpur-Midnapur highway and the Jotipur-Kalikaprasad road pass through this Dandapat58.

Kalikaprasad Dandapat, 36 miles away from Keonjhargarh, comprised 102 villages. The river Orarali was an important river in this dandapat. Maharaja Dhanurjaya Narayan Bhanjadeo constructed two dams in 1894 A.D. The cultivated area was 15,564 acres and the jama (annual rent) of the Dandapat was Rs. 13,730/-59.

57SRKS, P.12.
58Ibid, PP.13-16.
59Ibid
Chamakpur Dandapat was 13 miles away from Keonjhargarh, situated on the northwest corner of the State towards Bonai and Singhbhum. For the most part, Bhuyans, Kols and Kurms inhabited the Dandapat. Chamakpur was connected with the Bonth-Jaintigarh road by a forest track, constructed through the jungle during the famine of 1894. The number of villages in this Dandapat was 115, of which 111 were inhabited and 4 uninhabited. The cultivated area was 13,586 acres and the jama (annual rent) Rs. 9092/-60.

Nayagarh Dandapat contained 67 villages. The cultivated area was 5,786 acres and the jama Rs. 4,189/-. The Dandasena Bhuyan Sardars inhabited this Dandapat61.


1. Rajnagar Dandapat, lay 22 miles away from Keonjhar Garh, and comprised 103 villages, of which 96 were Chhapari (having roofs, i.e., inhabited, and 7 be-chhapari (having no roofs, that is, uninhabited. The old Sambalpur track lay
across its breadth. The cultivated area was 10,649 acres and the jama Rs. 7,444\(^63\).

2. Nayakot Dandapat was covered by hills and comprised 23 villages. The cultivable land was only 2,029 acres, with a jama of Rs. 1,272\(/-\)\(^64\).

3. Goudadesh Dandapat was 12 miles away from Keonjhargarh. It comprised 62 villages, of which 60 were inhabited. The jama of the Dandapat was Rs. 5,508\(/-\) and the cultivated area 7,818 acres\(^65\).

4. Keonjhargarh, the headquarters of the State, was included in Gandibeda Dandapat. The village Kusumita, the birth place of Dharanidhara Bhuyan, the leader of the meli or uprising was situated in this Dandapat. The total number of villages in this Dandapat was 215 out of which only 165 were inhabited\(^66\). The settled jama was Rs. 9,306\(/-\) and the cultivated area 16,130 acres.

5. Raghunathpur Dandapat lay to the southeast of the Gandibeda Dandapat. The people of this Dandapat belonged mostly to the lower castes. The cultivated area was 1,483 acres and the jama Rs. 931\(/-\). It contained 23 villages\(^67\).

\(^{63}\text{SRKS (1892) PP.13-16.}\)
\(^{64}\text{Ibid.}\)
\(^{65}\text{Ibid.}\)
\(^{66}\text{Ibid.}\)
\(^{67}\text{Ibid.}\)
6. Udayapur Dandapat was said to have been established by Udayanarayana Bhanjadeo (in the 12th century A.D.) situated on the bank of the river Baitarani. A clear footpath connected Ghatgaon with Rajnagar through Udayapur. There was also another track from Udayapur to Keonjhargh via Maidankal. The distance was about 20 miles. The Dandapat contained 160 villages of which 153 were inhabited. The jama was Rs. 8,915 and the Dandapat contained 13,976 acres of cultivable land.68

7. Barapada - Panchapada was situated to the south of Udayapur Dandapat. The Dandapat contained 113 villages. The cultivated area was 6,421 acres and the jama Rs. 4,290/-.
There was a P.W.D. bungalow and a Police Station in this Dandapat.69

8. The Dandapat of Charigarh was close to Pallahara and Dhenkanal. The total number of villages in this Dandapat was also 113, out of which 105 were inhabited. The cultivated area, which was 13,250 acres and an annual jama of Rs. 8,532/-.

9. The Dandapat of Kaliahata was a small one having only 31 villages out of which 24 only were Chhapari. It was just south of the Hunda Dandapat. The Mufassil land assets of the

68SRKS (1892) PP.13-16.
69Ibid.
zamindars, as fixed in the settlement, was Rs.1,227/- the area under cultivation being 2,024 acres.

10. The Dandapat of Hunda, 10 miles away from Keonjharh, was generally inhabited by the Bhuyans, Juangs, Goudas, Khanduals, etc. There were 162 villages out of which 128 were inhabited. The cultivated area was 12,147 acres and the land jama was Rs.9,435/-. The Hunda Dandasena and the Sagarpeta were very influential men in this Dandapat.

11. Rebna Dandapat was mountainous country and bordered on Kaliahatta. It contained 39 hamlets. Its cultivated area was 848 acres and the land jama Rs. 439/-.72

12. Bhuyan pir, generally inhabited by the hill Bhuyan people, contained 84 villages. There were six pirs or Parganas, viz., Jharkhanda, Surkhonda, Sirkhonda, Althose, Panchapara and Chorgaon.

13. The Juangapir was also very mountainous. It contained three pirs, viz., Jharkhull, Sathandia, Kathua and 32 hamlets. The Gonasika hill from which the river Baitarani takes off lies in this Dandapat.

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70SRKS (1892) PP.13-16.
71Ibid.
72Ibid.
73Ibid.
74Ibid.
Anandapur Subdivision is a plain land. There were 27 Dandapats in this subdivision. Those were

1. Santoshpur 15. Bancho
2. Anandapur 16. Barapada
3. Singidi 17. Bandhagoda
4. Padhiaripalli 18. Pandua
8. Sadha 22. Khaliamenta
10. Danar 24. Balarampur
14. Samana

1. Santoshpur Dandapat is situated to the south of Mayurbhanja State. A large part of this Dandapat had dense forest cover. There were six timber depots in this Dandapat. The total number of villages in this Dandapat was 54, of which 30 were inhabited. The cultivable area was 2,253 and the jama Rs. 1297.

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75SRKS, P.16
76Ibid.
2. Anandapur Dandapat was the headquarters of Anandapur subdivision. The Raja had erected a two storied building close to the river Baitarani which housed the offices of the Manager and the Sub-divisional Officer. There was a kutcha road from Anandapur to Bhadrak. There were 109 villages in this Dandapat. The cultivated area was 6,359 acres with a land jama of Rs. 8,896/-. 

3. Singidi lay to the east of Anandapur. This Dandapat was very populous, and paid the highest land revenue in the State. The jama was Rs.15,525/-. The total number of villages was 84 and the cultivated area 9,568 acres. 

4. Padhiaripalli Dandapat comprised 22 villages. Its cultivated area was 1553 acres and the total jama Rs.1935/-. 

5. Bangora was a small Dandapat having only 3 villages. The cultivated area was 663 acres and the jama was Rs.1,027/-. 

6. Balibarei Dandapat contained 28 villages, of which 25 were inhabited. It had 4,131 acres of cultivated land and a total jama of Rs.6,373/-. 

7. Soso Dandapat contained 9 villages and paid Rs.2,890/- as land revenue. The cultivated area was 1508 acres.
8. Sadha Dandapat had four villages. Its jama was Rs.2661/- and the total cultivable land was 1,062 acres.

9. Orali Dandapat had 27 villages of which 24 were chhapari. Its jama was Rs.8,487/- and cultivated area was 5,059 acres.

10. Daur (Daunar) comprised 25 villages. The total cultivated area was 4,367 acres and the jama, Rs.7870/-. 

11. Jalasarapur Dandapat lay on the left bank of the river Baitarani. The total number of villages was eight and the jama a paltry Rs.1559/-. The cultivated area was 927 acres.

12. The Dandapat of Sadanga had 18 villages and a jama Rs.5,968/-. The cultivated area was 3,100 acres.

13. Jambhara Dandapat had only 5 villages and its jama was Rs. 1,554/-. The cultivated land was 806 acres.

14. Samana Dandapat had 16 villages and its jama was Rs.4,612/-. The cultivated area was 2,331 acres.

15. Bancho contained 24 villages and the jama was Rs.5681/-. The Dandapat contained 2,777 acres of cultivated land.
16. Barapara Dandapat contained 16 villages and the jama was Rs. 5,681/-. The Dandapat contained 2,777 acres of cultivable land.

17. Bandhagoda Dandapat had 57 villages with a jama of Rs. 7,731/- and cultivated area of 739 acres.

18. Pandua Dandapat had 30 villages, having 5,057 acres of cultivated land with a jama of Rs. 4,423/-.

19. Nayagarh Dandapat had 28 villages and 5,057 acres of cultivated land with a jama of Rs. 4,423/-.

20. Panchupalli Dandapat contained 27 villages and had a jama of Rs. 5,435/-. The cultivated area was 4,291 acres.

21. Baripal Dandapat was important because of the Siva Temple at Deogaon. This Dandapat had 51 villages of which 34 were inhabited. The cultivated area was 4,050 acres and the dandapat's jama was Rs. 4,897/- per annum.

22. Khaliamenta Dandapat had 14 villages and its jama was Rs. 1,747/-, having a cultivated area of 1,416 acres.

23. Chhakhamar Dandapat comprised six villages. It had 1,430 acres of cultivated land and its jama was Rs. 3,744/-.

24. Balarampur Dandapat had only 7 villages. The cultivated area was 1,248 acres and the jama just Rs. 1,830/-.
25. The Dandapat of Trilochanpur had 17 villages. It had a cultivated area of 1,890 acres with a jama of Rs.557/- only.

26. Tilo Dandapat comprised 12 villages having a jama of Rs.3,056/-. The cultivated area was 1,224 acres.

27. Juju-pada or Judhapada contained only 3 villages. The cultivated area was 1,032 acres and the jama was Rs.1,634/-.

Land Revenue Administration

The East India Company was busy in introducing enlightened ideas of land revenue administration based on fairness. As a result of this, the idea of introducing revenue settlements in Keonjhar first dawned upon the mind of the then Dewan or Bebartha, Babu Chintamani Mahapatra, who made the first settlement in 1210 Amli or 1803 A.D. He fixed the area usually sown with 20 Cuttacki seers of seed-paddy as the unit of land measurement. The area was termed a 'mana' and 20 such 'manas' made a 'bati'. The assessment was made for only jala land (best quality cultivable land) and the scale fixed was for a bati of 77:

1. **RAIYATI LAND**

    *Angumul (basis of income) - 20 Cuttacki Maunds.*

--SRKS (1892), P.40
-ODG (Keonjhar) P.249.
Sewayi (extra) - 8 Kahans of cowries, cash
Pancha (cess) - 8 Kahans of cowries, cash

2. *Paikali Land*

*Ayumul* - 8 Kahan cowries

In lower Keonjhar or Anandapur Subdivision, the subjects were accustomed to the 'measurement-rod' of Raja Todarmal and his successors. Babu Chintamani Mahapatra did not make any change in this system of measurement. A rough comparison on with his standard Upper Keonjhar *mana* was made and the following rates were fixed in cash for land over there:

28 *Dasti Padika mana* - 10 to 12 Kahan cowries
24 " " - 7 to 10 " "
20 " " - 5 to 9 " "
18 " " - 3 Kahans 6 Ganders to 4 Kahans 8 gander Cowries.

There was another settlement in Keonjhar at the time of Maharaja Gadadhara Narayan Bhanja when Rai Chandra Sekhar Dhal Bahadur was his Dewan or Bebarta in 1858 A.D., popularly referred as the *Bebarta Settlement*. Chandra Sekhar Dhal measured the lands with rod or *padika* of 7 feet 5 inches. He

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78SRKS (1892) P.40.
-ODG (Keonjhar), P.249.
79SRKS (1892) P.20.
assessed only the jala (wet) land as before, in place of a cash rent (in cowries) and a separate produce rent, he fixed only one rent in terms of Mukarari Company rupees. He fixed the rent for raiyati holdings at from 8 to 12 annas and in special cases from 4 to 6 annas per mana. Prior to the settlement, his predecessors had created rent-free tenures. Some of them he found to be invalid titles. He considered the tenures and fixed a nominal rent under the name of a Tanki of 2 annas per mana. He found that the paikali lands were not uniform and there were a number of rent-free tenures. He fixed a general rate of 4 to 6 annas per mana. The scale of rent fixed for a mana of land, as measured with rods of different lengths, was as follows:  

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The third settlement of the Feudatory State of Keonjhar was made by Captain J. Johnstone after the rebellion and it continued practically till 1870 A.D. He disbanded a great number of the paikas of Upper Keonjhar whose land he resumed and increased the paikali rate all round from 7 annas and the

80SRKS (1892) PP 40-41
tanki to 5 annas. The rayati rates were found to be fair and were retained. The revenue of the State at this time was about Rs.50,000/-.

Maharaja Dhanurjaya Narayan Bhanja made a fresh settlement, dandapat by dandapat, of Upper Keonjhar in 1888. This was completed in 1900 A.D. Lower Keonjhar was settled by Bichitrananda Das. The survey of the land was made under the Bengal Tenancy Act. The unit of measurement was a padika or a bamboo pole. In this settlement the lands were classified into six categories, viz. Jala, Kala, Gora, Dahi, Pal and Dalua.

A. Tenancy Right

The tenants in Keonjhar were generally found to be in possession of land for generations. During the time of the Mughals and the Marathas, the zamindars or the tenure holders were independent, though they had certain obligations towards the Raja of Keonjhar. The zamindars, by showing loyalty to the Raja, remained in his good books and exploited the subjects. Thus the Zamindars were found to be oppressive. Sometimes the tax payment or tokoli was not clearly fixed. The sanandas of the landlords were issued, more or less like a lease for the term of the settlement. On the whole the

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81SRKS (1892), PP.40-41.
82Ibid.
84Ibid.
Sanandas did not seem to confer adequate protection on the tenants. It was, therefore, considered necessary to prevent the Zamindars from exploiting the tenants. They had also to be prevented from ousting tenants from the whole or a part of their holdings. The zamindars were provided with documents regarding their holdings. These were known as the zamindar's Pattas. Under instructions from Superintendent Stevenson all tenants were issued 'Tippa pattas' or zamanbundee slips for the protection of their tenancy rights. This was done with a view to preventing any misunderstanding between raiyats and zamindars.

B. The System of Land Revenue Assessment

The system of land revenue assessment in the Feudatory State of Keonjhar was medieval in character. In the settlement of 1803, it was reported that the tenants had been accustomed to the measuring rod introduced by Raj Todarmal. The method of assessment of Land Revenue was enunciated differently at different times. Bebarta Chandra Sekhar Dhal measured the lands in the State with a 'Padika', 7 feet 5 inches in length. Land was classified into different categories such as:-

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86Ibid.
"Jala, Kala, Gora, Dahi, Pal and Dalua. Land was measured for the purpose of settlement. According to this system of measurement, 16 'bisas' equalled one 'guntha', 25 'gunthas' equalled one 'mana' and 20 'manas' made one 'Bati'. According to the system of measurement prevalent in Upper Keonjhar, 20 'gunthas' were equal to one 'mana'. In this State revenue was levied according to the number of ploughs. The land revenue of the State varied from time to time. After the settlement made by Captain J. Johnstone the state revenue reached Rs. 50,000/-. 

Besides the revenue paying tenants, there were a large number of tenures who were free of revenue. Under this heading there came the following classes of rent-free tenures.

1. Assignments or 'Khanja' made to members of the Raj family, e.g., the Tikait or heir apparent and the Pat Mahadei or Senior Rani.

2. Endowments for religious purposes:
   a) Debottars or grants to support Hindu shrines.
   b) Matha Khanja or endowment to support Hindu religious institutions.
   c) Pirrottar grants for the worship of Pirs or Muhammadan Saints.

^Feudatory State Gazetteers, P.226.
^SRKS (1892) P.49.
^Ibid.
"Ibid.
3. Lekhraj grants:

a) Dana or gifts to Brahmans.
b) Khairat or grant for the support of Hindu devotees.
c) Panpik or spittle grants made to favourites, dependents and others intended to be irrevocable like the 'Pik' or spittle of the Pan or betel thrown out of the mouth.
d) Khorak-Posak or maintenance grants.

4. Minha or petty Niskar (rent-free) grants.

5. Jagir or service tenures.

Some rent free lands known as 'Nij-chas' or 'Chirole' were held by the Raja himself.

The Tikait of Keonjhar State enjoyed 18 and 14 "Mouzamahal" or whole villages in Upper and Lower Keonjhar respectively and spare lands in other villages in lower Keonjhar. On the whole he enjoyed 2,663 manas in Upper Keonjhar and 829 manas in lower Keonjhar.

The Pat Mahadei enjoyed 6 and 4 mouzamahal villages in Upper and Lower Keonjhar respectively.

91 SRKS (1892) P.49.
93 SRKS (1892) P.50.
The grants to temples were known as Debottars. The Kharposh villages were meant for the maintenance of public shrines. There were 85 temples with grants under the control of the "Debottar Department" or Thakur Mahal. Temples which had an inadequate income were managed by marfatdars or agents. Two entire villages were held by 'marfatadars' or 'sebayats'. Four villages were held as grants for deities outside the State such as Lord Jagannath of Puri.94

In Upper Keonjhar and Lower Keonjhar there were 103 mouza-mahals meant for the Grama Debatis (Village Goddesses) and Siva Lingas (Images representing Lord Siva). These villages were in the possession of Sebayats. In case of the 'Grama Debati' the sebayat was styled as Dehuri and in case of Siva Linga the Sebayat was styled as 'Pujari' or Puja Panda.95

There was another type of land grant known as the 'Bramhottara' grant or grants to Brahmins. This was also known as 'Baje debbottara'. Such grants had been made to Thakurs or Private individuals in the State, i.e., Sasan Brahmins, or well-to-do khusbas or even to some well-to-do Mughalbundee zamindars. The bramhottara tenants appointed their own Pradhans, but the Choukidar was appointed by the

95 SRKS (1892) P.50.
State and held jagir land\textsuperscript{97}. Rent free land grants were given to different Mathas and Muslim religious shrines in the name of "Matha-Khanja" and "Pirottara"\textsuperscript{98}. The Lakhraj grants were also a type of rent-free tenures which included (1) Dan, (2) Khairat and Panpik, (3) Datta and (4) Khorak posak\textsuperscript{99}. The Lan grants were of two types, Kshudra dan and Sasan dan. Kshudra dan was a small grant to an individual, made to Brahmins on ceremonial occasions. The Sasan dans were made to Brahmin villages. The Kshudra dan included Surya Paraga Dan (gift made on the solar eclipse, Chandra Grahan dan (gifts made on the lunar eclipse), Chandi dakshina (gift made to one who recited the scripture 'Chandi' and Baitarani Dan (gift made on the death bed). In 1890 A.D there were 16,840 acres of Dan land enjoyed rent-free by raiyats in the Feudatory State of Keonjhar an area of only 64 manas. If the granter had died heirless and according to Maharaja's proposal, the lands were resumed, and made over to the tenants in possession\textsuperscript{100}.

The Minha was a Niskara (rent-free) grant. It included gharabari or homestead lands. The 'Khusbas' of lower Keonjhar and Mahatran grants were also included in Minha Provisions\textsuperscript{101}.

\textsuperscript{97}Ramdhyan Report, Vol.III, PP. 136-137.
\textsuperscript{98}SRKS (1892) P.30.
\textsuperscript{99}Ibid.
\textsuperscript{100}Ibid. P.51.
\textsuperscript{101}Ibid.
There were rent free service tenures or jagirs in the State. They were (1) Brahma (Raj Purohita), (2) Choukidars, (3) Ghat Paiks and their head men Ghat Naiks, (4) Chamar dars or those who attended on the Raja with Chowries, (5) Apats or water carriers (6) Palinki bearers, (7) Bahuka or one who slaughtered goats etc. for meat\textsuperscript{102}.

The Bhuyans also did not pay land revenue. But they paid 4 annas per house and 8 annas per plough. Besides they were required to thatch the State buildings and supply transport to the Chief while on tour\textsuperscript{103}.

Payment of Land Revenue

The headman of the village known as the Pradhan was in charge of collecting the revenue. In Lower Keonjhar these headmen were known as Kanungoes\textsuperscript{104}. The riots were to pay revenue to the Pradhan or Kanungo on or before the fixed date. In Keonjhar the revenue was collected in three instalments, in Magha (January-February), Baisakha (April-May) Bhadra\textsuperscript{a}

\textsuperscript{102}SRKS (1892), P.51
\textsuperscript{103}Richard Temple's Report, 1863, P.6,
-Capt. J.Johnstone's Report. 1870,
-SRKS, P.67.
\textsuperscript{104}Feudatory State Gazetters., P.229,
-Ramdhyani Report, Vol.VIII, P.139
-SRKS, P.67.
(August-September) If the post of the 'Pradhan' fell vacant due to some reason a new Pradhan was appointed.

The collection of Land revenue was successfully managed by the Garhnaiks, Kanungoes, Pradhan etc. In the year 1908-09 the revenue demand was Rs.2,50,966/- against Rs.2,51,102/- in the previous year. In 1910-11 Land revenue demand was Rs.2,55,486/-. In Keonjhar State the collection of Land Revenue went on improving over the years.

**FOREST REVENUE**

Forest Revenue was one of the chief sources of income of the Feudatory State of Keonjhar. Out of a total area of 3,096 square miles, only 346 square miles were cultivable land. The rest of the state was covered by forests, hills, rivers and streams, etc. A major portion of the land was, thus, covered by forests. Keonjhar derived a good amount of revenue from forest products. The important forest products were honey, bees' wax, tussar, lac, bamboo, kendu leaves, various medicinal drugs and sabai grass.

Till 1892, little attention was paid to the forest wealth of the State. From that time on Government became active in the conservation and development of the forests. In 1892 the Conservator of Forests wrote to the Superintendent of the

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105Feudatory State Gazetteers, P.229.
106Report on the Administration of the Feudatory States 1908-09, P.50.
107Feudatory State Gazetteers, P.100.
Tributary Mahals, "The Lieutenant-Governor considers the conservation of those forests to be a matter of the greatest importance and I am to request that influence may as far as possible, be brought to bear on Chiefs by asking them, in their own interests, to place the forests in their States or portions of them, under the management of the forest Department, and that in any case the chief may be induced to obtain from that department the service of trained Foresters with a view to carrying out the Forest Conservancy rules. The Chief should at the same time be asked to strictly prohibit the felling of immature Sal trees....".

The Maharaja gave priority to forest administration. In 1899 the Forest Department in Keonjhar consisted of a number of men. In 1900 the State revenue was Rs.11,500/- from timber, Rs.3,300/- from Lac, Rs.2,580/- from Tussar, Rs.486/- from sabai grass (Panasi grass) and horns, Rs.192/- from fire wooc etc. Besides, there were some minor incomes, too. The total income of the State from forests in the said year was around Rs.24,000. In the year 1910-11 the State earned Rupees 69,925/- and the total expenditure in the same year was Rupees 10,391/-. In the year 1911-12, the income from forests amounted to Rs.98,738/- and the total expenditure was

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108 Feudtory State Gazetteers, P.100.
109 SRKS, P.82.
110 Ibid.
Rs. 14,185/-\textsuperscript{112}. In 1912-13 the income from forest was Rs. 1,02,221/-\textsuperscript{113}. Keonjhar, thus, earned a lot from its forest resources like lac, tussar, fruits, santara mats, timber, firewood, bamboos etc. The income from this source went on increasing year by year.

**EXCISE REVENUE**

The excise revenue in Keonjhar consisted mainly of the licence fees and duties imposed on the trade of opium, bhanga, ganja and country liquor (Tari, Mahuli, Chauli). The Government derived considerable revenue by implementing a good excise revenue policy\textsuperscript{114}.

In Keonjhar State opium was widely used by the subjects. It was reported that, the consumption of opium was "yearly becoming an engraved habit with all classes, all sexes and ages, notwithstanding its high prices\textsuperscript{115}. The price of opium rose from time to time. Hence it was a good source of income for Government. In the case of opium, all chiefs drew their supplies from Government treasury at prevailing prices and made arrangements for its sale within their States. In other words, Government held a monopoly over the trade of opium.

\textsuperscript{112}AR Feudatory States of Orissa and Chhotanagpur (1911-12), P.102.
\textsuperscript{113}Ibid.
\textsuperscript{114}A.R Feudatory States of Orissa (1927-28), P.214.
\textsuperscript{115}Ibid.
Similarly, trading in *Ganja* and *Bhanga* was restricted to the Government. Besides, these, the consumption of country liquor was growing space. It was widely used by the aboriginals and people of the lower classes such as *panas*, *ghasis*, etc. The Bhuyans and Juangs of Keonjhar drank *handia* (rice beer). So the Government imposed restriction in opening liquor shops. The policy favoured only one shop for every 30 square miles and it was worked out in 1908\textsuperscript{116}. The liquor trade in Keonjhar did not, however, show any marked increase in revenue from country spirits\textsuperscript{117}.

The State, nevertheless, derived a large part of its income from its excise duty. In 1907-08 the income from excise was Rs.12,159/- and in 1908-09 it increased to Rs.15,743/-. In 1908-09 the number of liquor shops were reduced from 49 to 34, on the basis of one for every thirty square miles. The opium and *ganja* shops numbered 50 and earned a revenue of Rs.8,012/-\textsuperscript{118} In the year 1909-10 the State’s income fell to Rs.14,116/- and the number of liquor shops rose from 34 to 40. During the year some restrictions were imposed on drinking *handia*. The Opium and *ganja* shops increased from 50 to 61 and added Rs.8,012/- to the State’s treasury\textsuperscript{119}. In the year 1910-11 the total income from excise rose from Rs.14,116/- to Rs.28,312/-. The number of liquor shops increased from 40 to

\textsuperscript{116}A.R. Feudatory States of Orissa (1908-1909), P.113.

\textsuperscript{117}Ibid.

\textsuperscript{118}Ibid. P.53.

\textsuperscript{119}Ibid, 1909-10. P.34.
43 (One shop for every 73 square miles)\textsuperscript{120}. In the year 1913-14 the State earned Rs.40,424/- and the liquor shops numbered 45. The collection for the year on account of license fees was Rs.16,567/- against Rs.12,957/- in the previous year. The number of opium, \textit{ganja}, \textit{sidhi} and country spirit shops rose from 62 to 67\textsuperscript{121}. In 1914-15 the income rose to Rs. 52,520.-. The number of liquor shop was one for every 64 square miles. The collection for the year on account of licence fees was Rs.24,968/-. Tax on today earned Rs.1,053/-\textsuperscript{122}. In the year 1915-16 the State's total income from excise duty was Rs.52,520/-. The number of liquor shops, one for every 64 square miles. The sale of Handia was strictly prohibited in Keonjhar State and it was restricted to only home consumption. The number of opium and ganja shops increased to 67\textsuperscript{123}.

\textbf{Miscellaneous Revenue}

Besides the excise and forest revenue the State derived some revenue from sundry other sources. These sources were fines and fees, \textit{salamies}, \textit{nazranas}, levies and monopolies, stamp and court fees etc. The state earned some money by levying fines upon evildoers like criminals, robbers and smugglers\textsuperscript{124}. The State's income from this source was included in miscellaneous revenue. In 1908-09 this revenue of the State

\textsuperscript{120}A.R. Feudatory States of Orissa (1909-10) P.34
\textsuperscript{121}Ibid. (1913-14), P.109.
\textsuperscript{122}Ibid. (1914-15) P.109
\textsuperscript{123}Ibid. (1915-16), P.108.
\textsuperscript{124}A.R. Chhatisagarh, Feudatory States of Central Province, 1899, P.21.
was Rs. 5,628/- but it decreased in the year 1910-11. In the years 1911-12 and 1912-13 the ordinary miscellaneous revenue was Rs.40,313/- and Rs.42,333/- respectively, whereas the extraordinary miscellaneous revenue for the years 1911-12 and 1912-13 were Rs.42,485/- and Rs.24,369/- respectively. There was an increase of revenue under head miscellaneous, in the year 1913-14. Similarly the years 1914-15 and 1915-16 also marked an increase of revenue under this head. The State also collected certain money arbitrarily from tenants, though only in exceptional circumstances. When a Chief got married or there were some functions or ceremonies in the Raj family, the tenants had to make some extra payments. When the Raja was on tour to a particular place in his State, the Garhnaiks and pradhans, with the help of the paikas, collected extra money from inhabitants of the place. Sometimes such collections were made by force. Bethi and Begari were other types of revenue imposed on the tenants, and collected on different occasions.

Thus the tenants were forced to pay huge amounts of money to the Raja and his officers which resulted in the impoverishment of the tenants.

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125 A.R. Feudatory States of Orissa, (1908-09), P.54.
126 A.R. Feudatory States and Chhotnagpur, (1912-13), P.96.
128 A.R. Feudatory States of Orissa (1908-09), P.179.
129 Interview with Shyama Sundar Raj (Last Garhnaik of Udayapur Dandapat) Dt. 5.3.1992.
Administration of Education

In Keonjhar there prevailed an ancient and traditional system of education. As the State was peopled mostly by tribals, it remained backward in the matter of education. The primary educational institutions in the State were known as *pathasalas* where village teachers or 'Abadhans' were entrusted with the task of teaching. The *Abadhans* only taught the three *r*'s, that is, reading, writing and simple arithmetic. The traditional method of teaching continued up to the advent of Western education in the State. With the advent of English education in the 19th Century the old *Pathasala* lost its importance. In place of the old *Pathasalas*, Vernacular as well as English Schools were opened. Maharaja Dhanurjaya Narayan Bhanja (1861-1905 A.D) who was a great patron of learning introduced English education in his state. His encouragement helped English education in its rapid progress in Keonjhar.

The Settlement Report of Keonjhar State for the 1305 *Amli* Year (1898 A.D) throws light on the educational development in the State. The total expenditure incurred by the State on education was Rs.1200/- per annum. In the same report it has been mentioned, "There is one (a) Middle English School

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131 ODG, Keonjhar, P.337.
132 SRKS, P.28.
Anandapur\textsuperscript{133}, where students are taught up to the middle standard, one Vernacular School at Champua, and one Vernacular School, one Rajkumar *Pathasala* and a Sanskrit *Tol* at Keonjhar Garh, besides six (b) other Vernacular Schools in the interior and 118 village *Pathasalas* kept by *Abadhans* or village pedagogues\textsuperscript{134}. The total number of pupils attending all these schools is about 1700. The department is under the supervision of a Government officer designated the School Sub-Inspector for Keonjhar and Nilagiri, as he held charge of both the States. It was reported “The Anandapur School (c) in order to come up to the mark, must have a good school building and better paid teachers. The teaching staff at present consists of only a Headmaster, who has passed the Entrance Examination from Calcutta University on Rs.25/- and another (second; Master on Rs.10/- per month only\textsuperscript{135}.

In 1870 Captain J. Johnston was in charge of the settlement of the State. He took serious pains to establish educational institutions in the Bhuyan Pir. However the Bhuyans had a long cherished hatred for education., The same settlement report stated, “They preferred seeing their sons assist them in their domestic business or in beating the jungles for roots etc. for their subsistence to wasting their time at school. The shortsighted police of those days would

\textsuperscript{133}SRKS, P.28
\textsuperscript{134}Ibid.
\textsuperscript{135}Ibid.
often compel the people to send their children to school; so they took this to be another hateful 'bethi' (forced labour) the State was exacting from them, and with an un-principled set of school masters, they soon learnt to scuttle the infant institution that Colonel J. Johnstone had taken so much pains to establish.\footnote{J. Johnstone's Report, P.27.}

During the early part of the 20th Century much attention was paid by the Durbar for the development of education in the State. The Government also extended cooperation for the development of education as a result of which many schools were opened. In the year 1907-08 there were 164 schools in the feudatory state of Keonjhar including 2 Middle English Schools, 7 Upper Primary Schools, 115 Lower Primary Schools including four separate schools for girls, 1 Sanskrit Tol, 3 Special Schools and 36 Pathasalas.\footnote{The Feudatory and Tributary States of Orissa Division and the rules applicable for them (Calcutta 1907) PP. 67-71.} In the year 1908-09 the total number of schools increased from 164 to 215. The number of Government aided schools rose from 19 to 35 while State-aided schools rose from 41 to 55, including 9 lower Primary schools for which special sanctions were obtained. The private schools rose from 104 to 125.\footnote{A.R. Feudatory States of Orissa (1908-09), P.55.} In the same year the total number of pupils rose from 2,951 to 6,037 which included 1,493 tribal students.\footnote{Ibid.} The attendance of girls rose...
from 143 to 312. The average daily attendance rose from 2,026 to 4,065 pupils. During the same year a girl's school was opened at Anandapur. This school was maintained entirely by the State. In Anandapur one Lower Primary Kol School and one Lower Primary Pan School were opened during the said year. Much investment was made for the erection of buildings. The model school buildings for lower Primary schools were completed at a total cost of Rs.2,086/-, out of which the Government contribution was Rs.993/-. Babu Keshaba Chandra Mishra, the Sub-Inspector of schools in Upper Keonjhar tried his best not only to raise the number of schools but also their efficiency and attendance. The teachers came from 'Guru Training Schools' at Nilagiri and Cuttack. The total expenditure of the State on education was Rs.9764/-.

In the year 1909-10 the total number of schools increased from 215 to 257. The number of Government-aided schools rose from 25 to 42 and State-aided schools rose from 55 to 79 while the private schools rose from 125 to 136. The total number of pupils rose from 6,037 to 8,441 including 3,409 tribal pupils. The attendance of girls rose from 312 to 336. The number of schools in the Bhuyan Pir did not change, but their attendance grew. There was one school for every 8.2 villages against 9.7 of the previous year. The total expenditure for

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140A.R. Feudatory States of Orissa (1908-09), P.55.
141Ibid.
142Ibid.1909-10), P.57.
143AR, 1909-10, P.57
education incurred by the state for the year 1909-10 was Rs.10,356/-\textsuperscript{144}.

In the year 1910-11 the total number of schools increased from 257 to 277. Of these the Government-aided schools were 65 against 79 and the private schools 143 against 136. The total number of pupils rose from 8,441 to 10,549 including 3,849 tribal students\textsuperscript{145}. The attendance of the girl student rose from 336 to 634. During the year, 3 girls' schools against 2 were entirely maintained by the state and there were 13 private schools against 8 of last year. One more school was established in the Bhuyan Pir\textsuperscript{146}.

In the year 1911-12, the total number of schools in Keonjhar rose from 277 to 297\textsuperscript{147}. The rise, however, was solely confined to indigenous pathasalas. In the same year the total number of students rose from 10,549 to 11,523 which included 4,098 tribal and lower caste students. While the Panas and other low castes numbered 407\textsuperscript{148}, the number of girls' rose from 634 to 673. This year the total amount of the State's expenditure on education was Rs.12,341/-.

In the year 1913-14 the number of schools rose from 294 to 294, but there was a decrease in the number of pupils from

\textsuperscript{144}AR, 1909-10, P.57
\textsuperscript{145}Ibid (1910-11), P.63.
\textsuperscript{146}Ibid.
\textsuperscript{147}Ibid (1911-12), P.106.
\textsuperscript{148}Ibid, Feudatory States of Orissa and Chhotanagpur, 1911-12, P.106.
11,756 to 11,227149. In the year 1913 a boy from the Middle English School at Keonjhargarh topped the list of all successful candidates from the Feudatory States and obtained a Government scholarship. Another boy from Kalikaprasad Upper Primary School in the Champua Subdivision occupied a similar place and obtained a Government scholarship150. In the same year 22 girls schools against 20 during the previous year were entirely maintained by the State. In the year 1913 there was one school for every seven villages151. The total amount of State expenditure Rs.13,879/- against Rs.13,911/- earlier.

ADMINISTRATION OF JUSTICE, POLICE AND JAIL

I. Administration of Justice

The administration of justice plays an important part in the administration of a state. The judicial system in the Feudatory State of Keonjhar was very simple and archaic, and formed a part of the general administration. The Raja himself was the authority over the Judicial system of the State. From the point of view of judicial administration the State was divided into two parts, viz:-

(1) Upper Keonjhar ruled directly by the Maharaja with the help of a manager, known as the 'Nijgarh Manager' and (2)

149A.R Feudatory States of Orissa and Chhotanagpur, 1913-14, P.113.
150Ibid. (1911-12) P.106
151Ibid.
Lower Keonjhar in the charge of an officer as the Manager\textsuperscript{152}. Later on, the number of the divisions rose to three, viz., (1) Nijgarh, (2) Nayagarh and (3) Athagarh or Lower Keonjhar or Anandapur\textsuperscript{153}. Nijgarh comprised all the Dandapats of Upper Keonjhar except Kalikaprasad, Chamakpur, Nayagarh, Nayakot and Bhuyan Pir which formed the Nayagarh Subdivision. The Nijgarh was directly administered by the Raja with the help of an Assistant Manager. His judicial court was known as Hazur Court. Nayagarh was in the charge of a European, D.A. Macmillan. He exercised the powers of a second class criminal court in addition to those of a Munsif and a Revenue Court\textsuperscript{154}. In Athagarh or Anandapur the Dewan was the head of the court. This was known as the Dewani Court. It was found that the subjects of lower Keonjhar were much inclined to litigation and the number of cases filed in the court was comparatively very high. There were two officers in Lower Keonjhar; one for the Criminal and treasury work and the other for revenue and civil administration. An appeal against the decision of the Dewan’s Court lay directly to the Chief\textsuperscript{155}.

The important people who discharged duties in the judicial administration of Keonjhar were Mr. Willy, the Manager of Nijgarh, Babu Chaitanya Prasad Roy, Babu Braja

\textsuperscript{152}SRKS, P.89.
\textsuperscript{153}Ibid.
\textsuperscript{154}Feudatory State Gazetteers P.23.
\textsuperscript{155}Ibid.
\textsuperscript{156}A.R. Feudatory States of Orissa, 1908-09, P.45.
Kishore Mohapatra, Babu Chandrasekhar Dhal, Fakir Mohan Senapati etc.

The Raja was the highest authority over the administration of civil and criminal justice. The Political Agent of Keonjhar State sometimes advised the Raja on matters of justice\textsuperscript{156}.

Civil justice was mainly related to land. There were different grounds for seeking civil justice like, the ownership and rights over land and the State-imposed restrictions on all transfer of land\textsuperscript{157}. The Civil cases consisted mostly of claims for the recovery of small debts and certificates and rent suits against defaulting ryots, sardars, and sarbarakars etc\textsuperscript{158}. The tenants took the help of the civil court to get justice. In Keonjhar in 1907-08 a total number of 868 cases were brought before the Courts. But in the year 1908-09 the number increased to 1,282. Total suits disposed of were 779 in 1907-08 and 1,101 in 1908-09 respectively\textsuperscript{159}. In the year 1909-10 only 89 cases were disposed of, whereas the total number of cases instituted were 2242\textsuperscript{160}. In the year 1910-11, only 217 cases were disposed of while 1,912 cases were instituted\textsuperscript{161}. The total number of civil suits for disposal,
including 49 pending at the commencement of the year, rose from 1055 to 1233. The total number of cases disposed of were 1,100\(^{162}\). According to the report of 1914-15, the total number of civil suits for disposal was 1,170.

In the same year 1,086 cases were disposed of\(^{163}\). The year 1915-16 was reported to have had a decrease in the number of cases instituted. It was only 905. The total number of cases disposed of was 822\(^{164}\).

Criminal Justice was another part of the judicial administration of the state. Henry Ricketts, (1836-39) the Commissioner of Cuttack and in charge of the Tributary Mahals, reported about the different types of crimes. These were, willful murder, murder of children, culpable homicide, rape, inflicting wound with an intent to murder, highway robbery, burglary with murder, affrays and incendiarism which were of a heinous nature, rioting, ordinary burglary, theft, cattle lifting, housebreaking and petty theft of grains etc. Most of the crimes were committed by Panas, one of the Hindu low castes. It was reported that the Panas of Dhenkanal and Talcher came to Keonjhar with a view to committing robbery.

During the British period Keonjhar State had an administration, good and efficient in checking crimes. In the

\(^{162}\) A.R. Feudatory States of Orissa, 1912-13, P.91
\(^{164}\) Ibid, 1915-16, P.106.
year 1908-09 a total of 1,270 cases were filed which affected 1862 persons, but the 1007 cases of the previous year had affected 1216 persons. In the same year in the Nijgarh division 506 cases were instituted involving 732 persons, while the number of cases in Nayagarh rose from 112 to 147. In 1907-08 196 cases were instituted involving 339 persons. In Anandpur Subdivision cases brought to trial rose to 568, affecting 791 persons. The Criminal Procedure Code was applied to the different cases. The average amount of fines imposed upon each person was Rs. 5-6-10 (Five rupees, six annas and ten pahulas).

In Keonjhar in the year 1907-08 521 cases were reported which increased to 776 in 1908-09. Of these cases only 65 were investigated. The value of stolen property amounted to Rs.7779/- of which Rs. 2377/- were recovered. It was said that the increase of robbery was due to the price rise. In the same year there was an increase in burglary from 192 to 283\(^{165}\) cases. The year 1909-10 saw an increase in the number of Cases. Similar was the situation in the Champua Subdivision, too. There were 206 cases affecting 282 persons. In Anandpur Subdivision the numbers of cases dropped from 568 to 400. In that year the State Court disposed of 1095 cases involving 1665 persons against the previous year’s record of 1244 cases affecting 1842 persons\(^{166}\). During 1909-10 700 persons were

\(^{165}\)A.R. Feudatory States of Orissa, 1908-09, P.50.
\(^{166}\)Ibid, 1909-10, P.53.
fined, 204 imprisoned, 40 imprisoned as well as fined and 49 whipped\textsuperscript{167}.

Keonjhar organised its tribunals with stipendiary magistrates. The total number of cases rose from 1838 affecting 3814 persons to 2239 affecting 3826 persons. In Sadar Subdivision the total number of cases disposed of was 806 and persons involved were 1384. In Champua 254 cases involved 452 persons. In Anandapur Subdivision 1156 cases were disposed of, affecting 1972 persons\textsuperscript{168}. In the year 1913-14, the number of criminal cases rose from 587 to 692. Of the persons involved in these cases 607 were sent for trial. The value of the property stolen amounted to Rs.4432/- whereas only Rs. 2187/- was recovered. Punishment was awarded to the criminals. In the same year 17 persons were accused under Sections 223, 341, 352, and 384 of the Indian Penal Code. Nine persons were fined\textsuperscript{169}.

There were, in 1914-15, nine stipendiary magistrates working in the State. The Tahasildar of Champua was also vested with magisterial power\textsuperscript{170}.

The punishment imposed in the State was heavy. The punishment was generally awarded by the Judge in the Court. The punishments included fines, flogging and rigorous

\textsuperscript{167}A.R. Feudatory States of Orissa, 1909-10, P.53.
\textsuperscript{168}Ibid. 1913-14, PP. 105-106
\textsuperscript{169}AR, 1913-14, PP. 104-105
\textsuperscript{170}Ibid, 194-15, P.93.
 imprisonment for a number of days, months and years, etc. However there were a number of limitations and restrictions. The Raja was prohibited from exercising capital punishment. He could not award imprisonment for 7 years or more. He also could not authorise the use of torture and mutilation.

It is observed that the administration of criminal justice in Keonjhar, as in the other Feudatory States of Orissa, was however, neither fair nor impartial. Many extraneous factors often played an important role in the adjudication of criminal cases. It can safely be said that during the British rule in India, criminal justice in the states was arbitrary and left much to be desired.

The Police

Like any well governed State, Keonjhar required a regular Police force. During the rule of Dhanurjaya Narayana Bhanjdeo there were a few insurrections by the Adivasis. This was an added argument for the Durbar to decide upon maintaining a regular police force. Prior to this the State had only an irregular arrangement for regular police, the paikas (feudal militia) worked out the maintenance of law and order in so far as the paikas doubled as a police force. The Paikas who were under the Chief gradually became active more for evil than for

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172Feudatory and Tributary States of Orissa and rules applicable to them Part-II, Appendix-I, Rule of 1840 for the management of Garjat States.
good, and grew corrupt\textsuperscript{174}. LEB Cobden Ramsay writes, "In the former days the \textit{paiks} served as the representative of the law and order imposed by the Chiefs. This body of men, however has always been a source of danger and trouble to the chiefs and their influence has been, more than once, too strong for the Chiefs to resist. The \textit{Paiks} have always regarded their police duties as nominal and only performed their duties when and how it pleased them. The employment of \textit{paikas} is now confined to guard duty to the Chiefs residence, escort duty and appearance on occasions of pomp and ceremony\textsuperscript{175}. The Feudatory State of Keonjhar was no exception to this general practice. In course of time this had an adverse effect on the law and order situation in the State. It was, thus, found necessary to introduce a regular police force in place of the \textit{paikas} who maintained peace and order in the State.

Thus did a Department of Police come into being in Keonjhar. It had two branches, Civil and Military. The Department was under the charge of a Superintendent of Police who was a British Officer\textsuperscript{176}. The other personnel who assisted the Superintendent of Police were; 1 Inspector, 3 Sub-Inspectors, 12 head constables and 85 constables\textsuperscript{177}. They used to get regular monthly emoluments. Regarding their salary, it was reported that the Superintendent of Police

\textsuperscript{174}Utkal Deepika, 15 July 1897.
\textsuperscript{175}Feudatory State Gazetters, P.101.
\textsuperscript{176}Ibid P.230.
\textsuperscript{177}SRKS, P.89.
received Rs.200/- per month. The Inspector Rs.50/-, Sub-Inspector 1st grade Rs.25/-, Sub-Inspector Second Grade Rs.20/-, Head Constable first grade Rs.12/-, Head Constable 2nd Grade Rs.10/-, Head Constable 3rd Grade Rs.9/-, Writer Constable first grade Rs.7/-, Constable 1st grade Rs.6/-, Constable Second Grade Rs.5/-, Choukidar Rs.3/- per month173. The Military staff consisted of - 1 Subedar, 1 Jamadar, 2 Havildars and 76 Sepoys179. Regarding their salary it was reported that the Subadar received Rs. 28/- per month, the Jamadar Rs. 15/-, Havildar first grade Rs. Second grade Rs. 6/-, Sepoy third grade Rs. 7/-, Sepoy second grade Rs. 6/-180 Sepoy third grade Rs. 5/- Mr. D.A Macmillan Esq., Superintendent of Police, Keonjhar State was in charge of the Sub-Divisional Officer’s work in Nayagarh Sub-division. Hence he received Rupees 100/- in addition as allowance, along with his usual salary181.

The number of civil and military police changed from time to time. It was reported in 1908-09 that those of the Paiks who had been put under the police department, but were found below the mark were gradually weeded out. The Department was restructured due to these changes and the growing demand of

178SRKS, P.111.
179Ibid, P.89
180Ibid, P.111
181Ibid,
the work. In 1909-10 it was reported that the paika police had been reduced from 50 to 30.

The Chief sent his officers to the Police Training College at Ranchi. This training was found to be very helpful. The officers who had passed from the Police Training College showed a marked improvement in reporting and investigating crimes and the people came to have confidence in them. The State did not have enough constables and it was hoped that the problem would be solved after the opening of schools. The Police from 1925 onwards were given regular training. Punishment was awarded to the police men for breach of discipline. At the same time they were rewarded when their performance of duty was excellent.

The Choukidars in the villages performed the duties of the village Police. The important duties of a Choukidar consisted in reporting commission of offenses, movements of professional criminals, and the arrival and departure of strangers and in helping the department in the detection of crime. He was to attend the Police Station on fixed dates and to inform about the developments in the village assigned to him. He used to patrol the village and the high roads and

183 Ibid, P.52.
185 Ibid, 1913-14, P.104.
furnish information to the headman about the movements of suspicious persons\textsuperscript{187}.

III. Jails

There were three Jails in the three subdivisions of Keonjhar. The Central Jail at the State headquarters had accommodation for 50 and the jails at Anandapur and Nayagada each had an accommodation for 25 prisoners. The State took steps to erect new jails\textsuperscript{188}. The administration of each jail was in the charge of a "Jail Superintendent" and a Jailor.

It was reported that the health of the prisoners was good and that the Jail doctor usually attended this prisoners for medical check ups. The prisoners were supplied with cotton fabrics. The female prisoners were employed in ginning cotton, crushing cereals and cleaning rice. The jail clothing for the whole state was manufactured at the Sadar jail. At the Sadar Jail almost all labour was intra-manual while the sub-divisional jails had to resort to extra-manual work until there was sufficient arrangement for accommodation for intra manual work. Extra-manual work was chiefly confined to gardens. The prisoners manufactured clothes, carpets, and bamboo-works including baskets as also fibre ropes. All the

\textsuperscript{188}Fedutary State Gazetteers, P.231
goods manufactured in the jails found a ready market. The Sadar Jail earned good returns on this account.\footnote{A.R. Feudatory States of Orissa, 1910-11, P.61.}

**PUBLIC WORKS DEPARTMENT**

The Public Works Department was responsible for the Public Works in the Feudatory State of Keonjhar. The Department was in charge of a State Engineer. It was reported that babu Girindra Nath Bose was appointed against that post. He got a salary of Rupees 180 per month. The Department was comprised an Overseer, two Surveyors on Rupees 50/- each and three Sub-Overseers under him. The Public Work’s Department took the initiative in the construction and maintenance of roads, and buildings in the Feudatory State of Keonjhar.

**BOUNDARY DISPUTE**

It was reported that the Feudatory State of Keonjhar had the boundary disputes with the neighbouring states. Towards 1900 A.D the State had the disputes with Pal-Lahara and Mayurbhanjs. The Superintendent Tributary Mahal took steps to finalise the disputes amicably. Besides that one dispute was pending with the Sukinda Killa. However, with the effort of S.L. Maddox, Settlement Officer of Orissa finalised the disputes.

The Administrative system in the Feudatory State of Keonjhar had some negative and positive points. The internal....
administration of the State was conducted by the Raja according to the Sananda granted to him. Some officers like Diwans, Sardars, Gadanaiks, Kanungoes etc. helped in the matter of administration. The system was almost medieval in character. The absolute power corrupted the Raja and his men absolutely. Hence the British Government intervened in the administrative system of the State. Johnstone implemented rules for the administration of the State. As a result of this the powers of the Raja were restricted. Well organised revenue administration was introduced. For the safety of the interests of the riots the State was settled for many times. The system of collection was reorganised. Some amount of revenue was extracted from excise, forest and miscellaneous sources. Sometimes the riots were exploited by the revenue collectors. They sometimes indulged in the heinous practices to collect revenue. Those practices included Bethi, Bagari, Kiran. The reasonable restrictions were imposed on such section of people those who were indulge in such actions. The Judicial system, Police System and Jails administration were there to give justice and to penalize the evil doers. Between the ryots and the Government there stood the Raja and his officers. They functioned as the intermediaries between the ruled and the ruler in true sense. In the Feudatory State of Keonjhar the distance between the Raja and ryots was very small. Hence the later would approach the former at times. The Raja was not always oppressive. Sometimes the Raja was found enlightened
and progressive. They undertook the public welfare activities. Sometimes the Raja proved inefficient, irresponsible and inactive which led to the public dissatisfaction. However in such institutions the British Government appointed the Political Agents for smooth administration of the State.

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