## FINAL REPORT

ON TEE

# SURVEY AND SETTLEMENT OPERATIONS <br> (REVISION) 

IN THE
DISTRICT OF CHAMPARAN
'1913-1919)

BY

## J. A. SWEENEY, I.C.S.,

Settlement Officer, North Bihar, 19r3-19r8.


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| 61 | 274 | 279 | 813 | 1,75,172 63 | $33 \quad 97$ | 1,143 | 1 |  |
| 47 | 16 | 237 | 287 | 71,¢23 929 | $34 \quad 24$ | ... | ... |  |
| 48 | 77 | 2,433 | 2,073 | 3,45,143 12 | $\begin{array}{llll}53 & 4 & 8\end{array}$ | ... | ... | *: |
| 155 | 367 | 2,954 | 3,173 | 5,92,945 5 5 9 | 12107 | 140 | 1 |  |
| 13 | 18 | J,814 | 1,711 | 3,60,313 02 | 74 | .. | ... |  |
| 62 | 27 | 1,321 | 1,201 | 2,01,324 46 | 74001 | "• | ... |  |
| 83 | 30 | 3,243 | 4,054 | 0,34,30) 106 | 14372 | ... | ... |  |
| 23 | 13 | 849 | 539 | 1,18,849 3 | 33810 | .." | ... |  |
| $\cdot 37$ | 22 | 1,426 | 2,057 | 1,87,144 118 | $48 \quad 6 \quad 3$ | ... | $\cdots$ |  |
| 21 | 10 | 2,797 | 3,011 | 8,38,287 120 | 1151510 | ."* |  |  |
| 24.2 | 1:0 | 11,450 | 12,663 | 26,46,220 910 | 528 7 | -•• | ... |  |
| - 398 | 487 | 14,404 | 15,836 | 3,238,465 $15 \quad 7$ | 649880 | 1,1:46 | 1 |  |

APPEN
Mortgages with


## DIX VII.

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## APPENDIX VIII.

Statement of cases ander Section 100, Bengal Tenancy Act, of Champaran District.

| Name of thana. | $\begin{gathered} \text { Total } \\ \text { sotict } \\ \text { sotitated, } \end{gathered}$ |  | Pending. | Ditale as agares ahown lo cormexn 8. |  |  | Bumarts. |
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|  |  |  |  | Allowed. | Dinellowed. | WHadiamb. |  |
| 1 | 2 | ${ }^{3}$ | 4 | ¢ | - | 7 | 8 |
| Shikarpar ... ... | 1,076 | 1,0:6 | ** | 802 | 575 | 109 |  |
| Bagabs ... -.. | 768 | 768 | ... | 128 | 537 | 69 |  |
| Bettiah ... | 788 | 728 | .. | 260 | 428 | 82 |  |
| Total for the Eottial Substivision. | 2,612 | 2,612 | ... | 778 | 1,574 | 200 |  |
| Motihaii ... ... | 725 | 725 | *' | 281 | 832 | 82 |  |
| Adapar ... ... | 698 | 698 | ... | 2 C 6 | 238 | 133 |  |
| Kemaria ... ... | 408 | 402 | ... | 144 | 169 | 89 |  |
| Dhaka ... ... | ¢01 | 804 | ... | 288 | 330 | 164 |  |
| Madhaban | 235 | 235 | ..- | 111 | 203 | 21 |  |
| Gobindganj ... | 855 | 855 | ... | 295 | 465 | 95 |  |
| Total f(r the Sadr Subdivision. | 3,619 | 3,0i0 | ... | 1,825 | 1,704 | 590 |  |
| Total for Distiict ... | 6,231 | 6,231 | ..' | 2,103 | 3,278 | 850 |  |

## APPENDIX IX.

Section 108A case figures up to 9th September 1919, Champaran District.


## APPENDIX X

Statement of Commotation Cases.


APPENDIX XI.
: Statement showing section 108 Case figures up 62 September . 1919, Champaran Distriet.
(

Classification of cases nuder Section :


## DIX XII.

Bengal Tenancy Act, District Champaran.


## APPENDIX XIII.

## No. 425.C., dated Motihari, the 15 th August 1894.

## From-E. G. Cuxpin, Eisq., Sethement Officer of Champaran,

To -The Director of the Departmont of Land Records and Azricultu:e, Eengal.
I have the honour to submit the final report on the reorl-of-rights and gettement of rents in the fivo villages noted on the margin,
Rnkeol, Bhawanipur, Hutashai, Beliabis, in the distriot of Ctamparan. Guminaris,
2. Proprietary Right.-These five villayes are siluate north of Segowli in tapla Behaf, one of the tuppas lying oa the Nepal border of the district. 'Whey are all five ineluded in mahal Ahrowlia bearing touzi No. 951, on the rent-roll of the Champaran district, the ancestral property of the Bettith Raj in Champara: Thay hive all been let out on thisa lease to what is known as the Hardin Faclory, the proprietors, of which are Dr. A. S. Lethbridge and Mr. R. I'. Lethbridge. The worl "factory" is now a misnomer, as ninnufacture of indigo bas ceased for soms years, but tha factory buildings still remain at Hardia, lying partly also in mauza Gumbaria, one of the villages under settlement, and there is a resident Manazer. Mr. H. Thorp, who collects the rents from the villagee still held in lease by the proprictors of the quondam factory, and carries on on their behalf a considerable business in rice.
3. History of the Settlement.-It will be remembered that the settlement of thes villages was undertaken on the application of the landlord under section 101 ( $\because$ ) (Chan ar $\mathbf{X}$ ) of the Bengal Tenaney Act. Wher the cultivation and manufacture of indigo were discontinued, the l'antory endeavou:ed to come to terms with their raiyats for the caltivation and delivery of paddy. Acoording to the common custom in Champaran, the raiyats had formerly agreed to culivate indigu on the "tink this" system, that is t? say, they had agreed to cultivate indigo on three kathas of every bigha in their holdings in return for a promise to pay a fised sum per high, aecording to the quality of the indigo produced. Wben indigo was abandoned the Factory endeavoured to negotinte similar agreements for paddy in respect of the lands formerly planted in indigs, but a great number of the raiyats declined to accept

- the terms proposed. This diagreement led to difficulties in tho realization of rent, the rent acconnts being inextrionbly mixed up with the accounts for the cultivation of the special conp, as the raiyats had hitherto been aecustomed to pay the rent of their boldings parlly in cash and partly in kiad, that is to say, partly in iudigo. These difficultics first, came to a head in the village of Hurnab;, Bhawanipur; Rubsol and Bellahia, and the Managor accordingly applied at first for a surver and settlement of rents in these four viltages, the grounds of application being that nucertainty existed as to the quantity of land held by each teuant and as to the accuracy of the bonndaries cf holdings 'given in the lasdlords registers. The survey aud vottlement applied for were sanctioned by the Commissioner after reference to the Poard of Revenue. Subsequestly a similar application was made and sanolioned by the Commissionor in respect of three more villages, viz., Gumhari, Chandrol-Chitaur and Jitiahi bet when the Manager of the Factory fonnd that the general cadasiral eurvery of the district was imminent, le spplied for the exclusion of the two last-named villages from the special survey oporations, asking that Gumharia which was at that time already balf-measured, might be completed. This request was also allowed, so that altimately thine remained to be deglt with the five villages, which form the aubject of this report.

4. The survey and eettlement operations wero in the first instance evtrusted to Babu Naurangi I, al, temporary Deputy Collector, but vary little progress had been made when he fell ill, and was obliged, about June 1891, to proceed on leave.

The Collector, Mr. W. O. Blyth, who had throughout taken mich interest in the proceedinga, ingpected the work of tho amins about this time, and found it necessary to dismiss on the spot thtee out of the four men enployed: After Babu, Naurangi Lal's departare, it was decided that the survery should continue under tho supervision of a lanungo, and that Manshi Nundji, who was then employed in the sitcleinent of Mollarpur cistate in Birbhum, should be deputed on the completion of tbat work to the Hardia villages, paying neanwhile an carly visit to the latter in order to see that the work of measurement was procseding satisfactorily. These orders were contained in the Goveroment of Bengal's letter No. 921-L R., dated the 16 th July 1891.

- As a matter of fact, the survey and preliminary record-writing of all the villages were completed under Munshi Nundji's supervision, and owing to his Mollurpur and otler settlement work not coming to an end to soon as hal been anticipated, it became nececssary for him to pay not one, but many visits to the Hardia viilages, taking such opportunities for this parpose as the exigencies of his other vork would allow. Munsti Nundji also attested and published in draft the reoords for four of the villages and settled rents in them, and cansed copies to be made of these records. The sttlement was transferred to me under the orders of tho Director of Land Keoords and Agriculture, conveyed in his letter No. 1127 -T.A., dated the $20 t h$ April 1893, on the ground that as Settlement Oificer of Champaran, I could deal vith it more conveniently thian Munshi Nundji. The records of the settlement were not,
wiver mandes ver by trat officer until the following July; and as I was at that time without hi wever, made- ver by trat officer nutil the following July; and as I was at that time witbout,
any Assistant Seitlement Officer, and myself wholly occupied with the larger settlement operations in the district, no progress could be made with the Hardia work until the following cold weather. In November I placed Babu Pramatha Nath Dutt; Assistant Settlement Officer, in special charge of the work, in addition to his other duties, and under my superintendence he brought the settlement to a close on the list of May, 1894. The submission of the final report has been somewhat delayed owing to my absence during May and June in officiating charge of the Department of Land Records and Agriculture and to the sיbsequent necessity of referring to Munshi Nundji and to the Collector of Champaran on cetain points on which information was found to be wanting.
- : 5. Description of lands.-The villages which have been brougnt under settlement lie within a few miles of the Nepal borders, and consist generally of rich rice-lands whioh yield good bladoi and aghani crops, the former being the staple crop of the cultivators. The lands are liable to inundation from the stream known as the Sariswa and are not therefore very suitable for the cultivation of indigo, which was often damaged by floods. This was probably one of the principal reasons for the abandonment of its indigo cultivation by the Factory.

6. Population and caste distrisution.-The villages are inhabited principally by Hindns though there is not a small admixture of Mahammudins. Among the higher eastes thern are good numbers of Brahmins and Rajputs (principally in Harnahi and Gumharia) and among the lower castes, Kurmis and Kanus are most nu nerous. The following table shows the classitication of the population of two of the villages (the figures for other villages are not available), according to caste, as takeñ at the last census :-

| Name. | Ahirs. | Masalmans. | Dasgadhs, etc. | Ezahming. | Rajpats. | Kaymathas. | Karmis Kanus, Kooris. | Lohar, Katuar. | Binds. | Othera. | Total. |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
| Bellahia | 367 | 236 | 155 | 27 | 21 | 21 | 44 | 108 | 151 | 149 | 1,278 |
| Ehawanipur ... | 152 | 250 | 89 | 12 | ... | 11 | 132 | 16 | 2 | 220 | 815 |
| Total ... | 499 | 486 | 194 | 39 | 21 | 32 | 176 | 124 | 153 | 369 | 2,098 |

The total population is 5,412 for 894 families, which gives 6.05 as the average number of persons in a family:
7. Condition and character of the pcople.-The condition of the tenants is one of considerable comfort, compared to local standards. The people have shown an independence and a determination to stand by their rights, which I have not often met elsewhere in the district. This a titude is, I think, sufficiently illustrated by the keen interest which, according to Babu Promotho Nath Dutt's report, the tenants displayed throaghout the whole settlement proceedings, so far as conducted by him, and by the spirit, patent to any one perusing the record, with which they contested the cases under seotion 10 L for settlement of rents, and finally carried in appeal in all the cases before the Special Judge at Chapra.

The most influential people among the tenants are the Brahmins (Misras) of Hurnahi who were formerly thikedans of that village, and who still possess much of the power and local influence which that position gave them.
8. Climate.-The climate of the villages is naturally very damp, and it would be diffioult to give a worse character to the drining water of the lovality than to describe it as probably about the worst in the district.
9. Comsiunications.-There is a District Board road leading from the Sagowli Station on the Tirhut State Railway to the Nepal borders, which is the principal road in tappa Bahas, and is used extensively by travellers to and from Nepal. The cart and coolie traffic on this road is very large, as, besides being the main artery of business in the tappa. the roal forms the prineipal dine of conmunication between India and Nepal and all the foreign merchandise and rail-borne tpaffe going throngh. India to the latter country passes along it. There are vazions mall village roads leading to this main road. The villages under settlement are from 12 to 1 R miles from the Segowli Station on the Tirhut State Railway.

Markets.-Where are markets in Hurnahi and Ruksol, but there are none in Gumbaria, Bhawanipur and Bellahia. The nearest important trading place is Ramgarha, which is three miles from Bullahia. Here also is a faciory, where the cutivition of indigo is still purs ed, belonging to Mr. T. M. Gobbon, c.I.e., the Manager of the bettiah Raj Estates. $_{\text {che }}$
10. Physical fratures.-To the ordinary observer the physical features of the lands comprised in the villages under settlement are extremely uninteresting, consisting like most of the tappa, chiefly of open arable country, cut up into paddy fields. The laods, however, consist entirely of the strong clayey soil known as bhangar, whish is famous for its fertility. The principal crop iz paddy, and tappa Behas of which the villages under sattlement may be ${ }^{t}$ aken $a_{s}$ typical, is noted throughout Champaran for the excellence of its rice. The produce guffices for a consideable export traffic as well as for local sale: Makai, ss common
elsewhere, is not often meen ia thil part of the district, the coil being tas retontive of moisturs: Rabi crops are qnown, but the soil is not po suitablo for these, and eomparatively little attention is in consequence paid to them.

The only exception to the general dead-level of theee villages is a mall mound in Hurnahi which I have not mygelf esen, but which Babn Pramathe Nath Datt reports to be, according to local tradition, the romains of an ancient fort. At present it merely forms the site of an ascetio's $m a l h$; where the people of the neighbouring villages repair for worship.

The Tileo, a small ftream with clear water, but many weeds, runs to the weat of Hurnabi. 'The Sariswa, another small stremì, Tutie' to the whet of Blawanipur. There in alao amall water-oourse between Hurnahi and Gumharia, from whioh both villages could be irrigated, but irrigation is not generally practised in the villages under settlemert except in respect of lando cown in poppy. This is necessary for the ealse of the Opium Department and the profit which a good poppy-crop bringe. For the rest; the coltivator chiefly depends on his bhaoli and ayhuni arope،
11. Tenwre-The tenures are pimple. There are no under-tenure-holdera, the thikadare se psual in Bihar, heving direct relations with the raiyats. There are some britdars; that is, Brahmins or religious pereons who have aequired rent-free grants of land for pious purposes, guch es, invoking bleasingeron the Mabarajas of Bettiah, the grentor, under whom they bold directly. i: In some cases the Bettiah Baj, aet recognizing the authorfy of the ofaims of the gi-devant britdars bave come to teims with thom, allowing 'them to 'retain the land in their possession, bat assessing it to rent atta very low rate.' Buch men 'are known at bandobash britdara
12. Occupation of the people.-Nearly all the inhabltants depend in mome or other on land for their meane of living; Most of them are cultivators, while othere (geremuly the people belonging to the higher caste) do not do the work of actual caltivation personally, but employ hired labour or let out their lands on rent in kind, taking one-half shard of the produce:- The following tible shows the occupation of the male population of Bellahia according to the last censue (figu:es for the other vitlages art not available) :-

13. Tillage officials.-The most' important of the village officials, as in every Bihat village, 'f of course, the' pntwart, whoss pay taries from Rs. 24 to Rs .48 per year, and is paid Dy the landlords: The temants yay him small squis (at half an anna per rapee on the sent) an fartawon which meane literally sums pisid for grankin $z^{\text {a }}$ acquittance in full; but the tenants would not freely admitt ench payment lest it should ayquire the eanction of law. The village gowastarsho assists the pativari in the collection of rent in paid ks. 12 andually by the landlords. : The barahs (carpenter), the lohar (blacksmith), the hijam (barber) each comes in for the produce of a small bit of land of the raiyat at harveit time. In each rillage there is a "gorait" whe is allowed a graut of rent-free land of $2 \frac{1}{2}$ bighas in retorn for service, Bach as peons,

1t. Progress of survey and settleminl.-I will now go more fally into the history and progress of the settlement proceedings in each village, IThe measurement and record-writing of Hurnahi weate taken up first in May 1891 and completed about November. The ourvey' record-writing of llhawanipur, Bellahia and Ruksal were begon in the eold weather of 1891-92 aud finsbed in April 1892: The attestation and record-of-rights and cettement of rents of these four villages were begua in Iune 1882 and finished in Juif of the eame year; and the records were published in draft in Angust 1tg2. The surver and record-of-righta in Gumharia were eanctioned in June 1892; and the satvey and preliminaty record-writing'. or this village were finished by the cold weather af 1802-93. Exoept for the cogying' of the khatians of the first four villages, the work kad not made further progress when the records were made over to me in July 18y3. Babu Pramatha Nath Dubt, when be was plaeed in immediate charga of this settlement had therefore the following work to do in order to bring it $\boldsymbol{\tau}$ compietion :-
(a) disposal of 38 cases under section 106, left br Munshi Nundji;
(b) attestation and draft publication of the record of Manza Gumbaria $)$
(c) disposal of any cass nader sections 104, ll 5 or 106 , whicl might be filed in connection with Manzs Gumharia:
(1) tinal prablication of the records of all five villages a
(e) espying the record of Mauza Gamharia,

Baba Pramatha Nath Dutt was engaged at Bettiah in case-wor's, and in the supervisions of Xhasapuri in comnesijon with the larger settlement operations until the end of 1893. He paid his first visit to the Herdis locality in January L594, and completed the attestation and. draft pablication of the record of that village early in that month. In Febroary and March he again paid visits to the Hardia neighbourhood, and completed 31 cat of the 38 cases under section 106 made over by Munshi Nundji and all the cases nuder that sectian, amounting to no less than 21, filed in connection with Mauza Gumharian He also dispresd of a Eeenly contested case under section 10y, instituted against the tenants of Gumpsria, His prugress was much hampered, especially in the February visit, owing to the papers connected with the first four villarees not having been returned from the Special Judge, before whom appeals: were pending and also to important papars in the Gumbaria cases having bean fild in other courts. But for this unavoidable delay, it would have beun possible to, complete all the cases and pabligh the records of all five villa aes finaily before the close of the year 1893-94As already stated, the work was actually finifhed on the list May 1891, the few cases which remained disposed of, and the final publication of four of the villages being completed during April; the inal publioation of the Ruksol record, the last step in the process, taking place on lst May 1894. It will of course be seen that, considering the area dealt with, the settlement of these five'villages has occupied an abnormally long time. The cadastral eurvey and-record-writing alone tools several months. "The completion of the surrey was long delaged, owing to no offloer being sent to do the work. There was, I bolieve, no oticer available, and aven when Munshi Nundji was appointed to take eharge, be-was only able to give a fraction of his time ta its supervision. He hat meveral important settlement operations in other distriets in his hands simultanecusty with this one, and the amins did not receive while in the fifld sbat amount of personal supervision by an officer of high grade, which givez such whable inppetus to, and nocures so much greater acouraey'in their work. This, indeed, is an almost-inevitable mosult, when one officer is in charge of various settlements scattered over distriatert-edietame-fyom-0日e-anotherr

In Harnaki sind Gumharia the survey and preliminary recond-writing were done in the rainy season, which is at all time unsaited for field work, and the difficulties were further aggravated by the failure of the raiyats ta attend to point out theis boundaries in spite-of repeated notices from the Collector of Champaran. Then again, the attestation and settlement proceedings have hal of neoessity to wait until the officer in charge conld find leisure from bis other duties to go to the spot and take up this work, and in fact it has noffered delay owing ta the neesesity imposed on the officer in charge of giving it only oacasional, instead of continuous attention.

Since the settlement records came into my hands, no opportunity cons:atent with nouinterruption of progress in", the larger settlement operations has been lost to push on the mettlement of these five villages. Nor has any expense been inourred which would not in any cave have arisen, however quickly the work might have been finished.
A Agency employed for aurvey.-The survey was a plane-table snvveys carried ont by aming; and the oedactral mape are, I think; as good as cauld be expeited from ap agency not nuder profensional supervision.,
10. Areat-The area of each, of the five villages is shown on the marging the total area
 anounting to 4,834 ares. The cultivated area in the cecupation of tenants is 3,182 acres. The total nuunber of tonants is 63B. The average erea of holding is therefore 5.84 aeres. The oultivated lands in direct occupation of the thikadar: consist of 82 acres, and 710 acres consist of roads, paths and other uneultivated lands. The total ares of the homeateads comes to B4 acres for 663 homesteads, which gives an average area of 18 poles only for eact fanily.
16. Classificalion of hands.-The following table shows the classification of lands of the area under wettlement :-


The stetement $A$, appended to th:s report, shows the classiieation of tho lands meourding to the etatas of the cultivators, and the aversge rate of reat per nore.
17. Clazsication of $1 e$ ante.-It will le seen from the same statement that the great mase of the raiyats have been found ts be in the enjoyment of occopaney sighte, no leas than 3,074 out of $\mathrm{s}, 13 \geqslant$ (leaving rent-free bolders ont of consideration) being recorded as sett'ed raiyats. A larye aumber of the raiyats claimed to hold at tixed ratis of rent, but very few were able to prove this claim.
13. Setllements of renis -The most important part of work was, of course, the ettle. ment of the new rents. This mubject may he conveniently anb-divided into (a) the questicn of the laggi, (b) the guestion of the prevailing rate, and (e) the resulta. The Manager of the Hurdia Factory applied for aettlement of rents ander seetion 10 t , clanse ( L ) of the Bengal Tenanoy Act, in respect of all the villages. He claimed enhancement of rent under section 30, clauses ( $n$ ) and ( 6 ), and also additional rent for excess area nader seetion 52 of the Act. Funr of his applicitions, viz., those in respect of Bhawanipur, Ruk, ol, Bellahia and Hurnabi were dealt with together by Munshi Nundji in one judgment dated July 18 th , 1892. The application in respect of the fifth village (Gumbaria) was dealt with by Babu Promotlo Nath Dutta in a judgment dated 2bth March 1894.
19. Question of the. Jaggi.-The standard ned in mesurement was bigha of 5.025 equare yarda, that is a bigha of 54 halhe laggi, if the hath be takem at 18 inohet These bighas were eonverted to the loosl bigha, whioh was found to wary in ereh village In Ruksol and Hurnahi the length of the laggi was disputed and the following table chowe the length of the laggit as olaimed by the landlards and by the tenarta, and an decided by Munshi Nundji, whose decision has boen confirmed on appeal. The number of aquare yande in the bighe according to the laggi found by the Settlemantiolficer in also shown:-


There was a dispuze also about the tength of the $h_{a}\left(h_{3}\right.$ which was not decided by Munshi Nundji. In the Gumbaria case there was no dispute as to the number of haths in the laggi, but, the landlords ctaimed a hath of 18 inches, while the raiyats alloged that the both in nee is the length of the forearm of a man named Mahaded Rai. I may remark in passing that iti is a very common allegation among the tenants of this district that the hath in use is the length of a orrtaia person's forearm. They say that on the death of the man who carries the villaze ecale on bis person, that distiantion is transferred to the villager whose forear.a most uearly apmoned that of the deccazed, and that in this wry the village standard; of neagurement hae been handed down from ancient times from generation to gemeration I think there is a yreat probability of trath in this allegatirn. It is certain that the' hath" as measure existed long bafore the Eng'irh inch was known, and it is vary likely that in, the mevenue system of anciunt Bibar no mere exact or lesting stamulard than the forcarm of a particulaz person eould be devi-ed. However that may be, labo Mramatha Nath Dutt, ta guide hia jadgment in the math, adopted the plan enjgested in rule 10 , Chapter IV of the. Settlement Manaal, and ormpared the old and new areas of a namber of plots surrounded by cultivated lands. His decision was eventualIf given in favour of the tenants and the area of the village bigha was found by him to be 10,1 \& iquare yards. In both Munshi Nundji's case and in Babu Pramatha Nath Dutt's the increase claimed on account of additional aris in the tenants' holdings wes admitted. Man hi Nundji, however, directed that in every case an altowance of 10 percent or 2 kath:s in the b eha, should be male on account of the difference in the length of the cubit of me sarement and betwee? pre ect scientific. ant more ac iurate syetem of measurenent and the rough and uns.ientific measurement of former times. This, I think, is operfectiy fair nond reasonati, lime to adopt, and I ame glad to say th it the appeal on this point was rejocted by the Speeial Judye who wrote au his judgment that under sestion 52, the Settleanent Oifies is bound to fix a tair and equilable rent, and in doing so is fully justifed in taking into consideration such elements as thoss mentioned above. Monshi Nundji had. of course, $n r$ facts on which to form an opininn b:youd those coutaind in the record of the four villayes, but my own enquir.es over a far larger area in the distriet convin e me that, unless the cirumstances of tappa Behas a pe vary different frum those of other tappas he might well have given on this gronnd a lafoer allowain:e than 10 per cent.
20. Preraiiting rale.-The proceedings ander section 10 in th:s Settlement are interesting in that they illustrate both the viewo that may be taken in regard to the meaning of " prevailing rate". Maushi Nundji-beld that theva mad no prevailing rate in any of the fous
villages dealt with in hia judgment, as the following quotation will show :-" The prevailing rato clause will apply to thoge capes when the majurity of the raiyats of the same class in the came village pay at a higher rete for similar land. But, proporly speaking, there is no prevailing rate in any of the villages. The term 'prevailing rate' means the rate paid ly the majurity of the raigato in th 3 village. Bat no auch rates are prevalent in the villages under settlement. A careful examination of the jamabandi and arsatha papers filed on behalf of the plaintiffs will show that there are as many rates as there are holdings." Babu Pramathe Nath Dutt, on the othis hand, took the view that the 'prevailing rate ${ }^{2}$ is therate at which and less than which the majority of raiyate of the easne class pay rent for similar lands. This is the rale which, as I understand, the Hon'ble Sir Grifith Evans in the course of the debates in the Legislative Council on this section, conceived that the Courts would apply, and be gave it as his opinion that sucha ruie would be rightly applied in the future as it had been in the past. The eame view has quite recently received the sanction and support of the Government of. Bengal, vide their letter in the Kevenue Department, No. 127-T. R.; dated 61h June 1894. I venture to submit that it was not the intention of the Legislature that villages in whioh rates happened to be tolerably uniform should suffer disadvantages in regard to liability to enhancement of rent frum whioh other villages where rates happened to be very variable, $w:$ ve exempt. The intention, as I believe, was to level rents not to diversify them. It has been argued to me that rents bave been illegally enhanced in Bihar, and that to adopt. Sir Griffith Ewans' definition of 'prevailling rate' would freqeuntly mean giving the sanction of our law to 'fraok-rente ". But the argument, that thers is orlinarily no subthing as a prevailing rate, seems to mo ro somewhat disingenuous way out of this dificulty, and, moreover, an unnecessary way since the Iaw provides another. To guand against this purs bility the law specially enaots in section 35 that the Court ehall not decree any enhancement which is, under ohe ciroum it ances of the care, unfair or inequitable.

In the particulip oase of Guraharia, I do mot thiak the enhencement was unfair or inequitable. As has been stated above, the lands (whioh are almost entirely of a nuiform chardcter) produce valuable crops, and are celebrated for their fectility. The size of tha losal bigha has been found to be 10,188 square yards, equivaleut to 6.36 standavd bighas, or more than 2 acres. The prevailing rato was found to he Rs. $4-8-0$ a bigha. and the rents of thoss tenant s who held at lees than Rs. 4-4-0 a bigha were held to be liable to enhancetnent to that amount. Sesing that the value of the produce per bigha oould not, even at a low estim ste, be held to be mach less than Rs. 75, Ido not think the rate which was found to prevail oould in any case bs held to lead to an unfair or inequitable enhanoement, or tbat the oocupancy raigata holding at rates lower than Re. 4-4-0 could, as a body, oomplain of any hardship in having their rates enhanced. I regret, however, that the Court, in this case, did not take into coneideration the provisions of section 31 (c) of tha Tenancy Act, which lays down that when it is proved by looal custom, caste is taken into account in determining the rate, the rate shall be determined in accorlanoe with that custom. Among the Gumharia tenaats there are some Brahmins and others who are probably holding at a privileged rate. It is true that no olaim was made nor proof offered by any teanat under this eection, but I think, if there were any reason to auspect the existence of such a oustom, tha tenants concerned might well be called on to offar nooh proof as they may bave: Manshi Nundji, without, I believe, bsing apeoially moved to clo 90 , took the subjeot of oaste into consideration, even when determining the rates to be applied for assessinent of excess lands under section 52 of the Act, and his aotion in the matter was supported by the Special Judge on appeal.

As regards the olaims under section 30 (b) for enhanoement of reat on the ground of a rise in the average local pries of staple food-orops, it was held in the case of all five $11 / \mathrm{la} ; 3$ that the plaintiff had made out no oase to justify an enhaneement on these grounds.
21. Results of eases ander section 104.-In both the cases under seotion 104 appeals have been preferred by both parties to the Special Judge. The appeal in regard to the four villages dealt with by Munshi Nundji has been decided, and the Settlement Officer's decision has been upheld in all respeats, except in one, which will be noticed presently. The appeals in the Gumharia case have not yet been decided, nor was the result of the prior appeal known, when the decision in the Gumharia case was written. Consequently, the figures which follow are atill liable to modifioation, on the results of the pending appeals, in mo far as they relate to Gumharia.

| Name of village. |  |  |  | Namber of teganta affeoted. | Former rental of tenants in column 8 . | Sow reatal eottied for tenants in column 2 |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| 1 |  |  |  | 2 | \% | 6 |
| Hurnabi <br> Raksol <br> Bollahia <br> Bhawanipur <br> Gumharis | ..\% |  | $\cdots$ |  | Rs. ${ }^{\text {a. p. }}$ | Rs, an p- |
|  |  |  | 138 | 1,302 180 | 1,571 18 |
|  | $\cdots$ | - ${ }^{\text {a }}$ |  | $\ldots$ | 124 | 1,901 80 | 1,703 07 |
|  | $\cdots$ | $\ldots$ | $\cdots$ | 29 | 85d 80 | 363147 |
|  | ... | .. | $\cdots$ | 135 | 19827 | 2,476 18 1 |
|  | ... | ... | ... | 109 | 807 5. 9 | 1,097 86 |
|  | Total |  | ... | 886 | 6,153 00 | 7,01s 0 * |

These figurea give a percentage of increase of very ncarly 14 on the old reat of the fir sillages. The rent rayable by the thikadars to the Bettiah Kaj for these five villag a is
 annum on the lease. There are, howevers about 8: acres of land in the direct cultivation of the Faclory in the different villages, which ehoold be taken into aycount. Assossing this area at Rs, Z an a ore, which is probably less thas the average, it may be said that their total profit amounts to Res. 476 .
22. Case work.-There were no bonadary dieputes in any of the villages. There were only two objections under section 10 a of the lenancy Act, but no. lese then 59 oases under section 106. These were all tried by Babu Pramalia Nath Dutt. Thero wers" practically only two casea under section 10t, though, as alrealy fully. explained above, they affected all the five villages under setilement.
23. Appeale.- Besides the appeals in the cases under section 104 alludel to above, there were three appeals to the Special Judge in cases under section 100. In two of Lheas the decision of the revenue officer has been upheld ; the other is still pending.
'2\$. The Special Judge in his doeision on the oase tried by Munohi Nundji bas held that the Settlement Officer was wrong in decreeing the payment of exoese rent on additional aread to be made gradually in accordance with the provisione of eections 36 of the Tenancy Act. Munshi I undji hops pointed out, with all deference to the ja lgment of the Special Judge, that if this be the jresent law, it is a departure from the old lew. In teetion 17 of Act $X$ of 1859 , tncrease of area was one of the grounds for "enhancement" so-called, and 1 am not aware of eny passage in the debates in Council on the Tenaney Bill, which show that it was the intention of the Legislature to alter the substantive law in this particular: Munshi Nundji quotes orders issued to him, in cannection with the settlement of the Duballati estates by the Director of Land Recoris and Agriculture, with the approval of the Board of Revenue, which rand as follows :-

When aesessment of surplus land in this way would, in the Settlement Officer's opiuion, be attended with hardship. apon the raiyat, he otould direct the errhaticement to be gradual ; that as to say, the $x$ ent shall increase yearly for any number of years not exceeding five, antil the limit of the enhancement has been reached, is provided in seetion 36 of the Tenancy Act. On this subject, I would also inwite reference to rule 18, Chapter IV, page 11 of the Settle ment Mauual of 1898 , where it is clearly stated that this principle is applicable to cases of increase of area It is obvious that cases of this kind may arise which mast involve hardship on the raiyats; and the Settlement Officer, uncer the present constraction of the law, will therefore, be ec-mpelled either to decree a rent which he knows will press heavily for some years on the raiyat, an: to injure the landlorde'interests by fixing the rent at a low figure, which the tenant, can inmediately pay. Whatever the correct view of the law may be, I ventuye to think that equity is against the new interpretation.
25. Expenditure.-Statement B (aunexed) shows the total expenditurn incurred in these operations under each head and by each offiver. The tutal cost of survey of the five villages was Kis. $1,351-14-4$ that is, five anvas yer acre, and of settlement Rs. $3,096-5-11$, that is, 11 annas 5 pies per acre. The total cost of the survey and settlement pomea to Ra. $4,448-2-8$. The iollowing table shows the amounts oolleoted in the shape of copyint fees and process fees: --

trice ueducting this amount, the expenditure comes to Rs. -4,248-14-3, or 15 annaq 3 pies per inie.' 'Ihe reasous for this ligh cost have to a great extent already been explained in rsuagraph 14 of his report. It was aecessary to place an experitnced officer in charge of inis sett ement, and it is impussible to employ highly-paid officers on emall set tleinents without ranuiug. the risk of iecurriug a large bill, proportionately: to the area.' Then the furves was ourricd on ugainst many dificolties, end Munshi Nundji's expenditure on establistment ran to a high ligure; also the graut-dietenee which he brd to come ro superitise fbis work caised his travelling allowaree bill to aseame large proportions in the total cost. Lastly, the cases were hotly contested, and their dispecsal occupied both offieers many days. I Lelieve that win other small setticments, the oost per acre has seldom been less thai 15 annas, althonge the feeling betwien landlord and tenant has been much less strained than in the case of Kixr-: 2.

In any case $I$ truct that no one will make the mistase of argning from the example of the nowent ease to the larger seitlement operations now in progress in Bibar. It is scarcely necessary for me to point ont that the circuustauces are entirely different. In the one case, there to a smull arca, the difficultits of supervision, and a want of continuity in the control of the woik all epeciajl caurcs which do not apply to the case of the larger crerations.
26. The records have been finully framed end published, and thatians have been distribated. One set was made over to the Hurdia Factory and another set has been distributed among the tenants, though some of them have declined to accept them on the ground that their sents have been enhanced. It is probable tiat wher the decision of the Speoial Judge \&as become generally known, and alterations, if any should be necessary, have baen-made, the tenants will te tengen-dectine the vitüable rëcord which thsir khatians should prove to them. There can be no further question es to the rightip they orjoy in different plotg, nor as to what hada are held or money rent, and what on a prodnce zent, nor can any olaim fort an enhancement ${ }^{\circ}$ of rent be made against the majority of thetin ficy 15 years. The landlord; on the other hand, has a proper rent-roll and an increase of rental, amounting to Re. 869-8-9 which will repay the whole coste of the proceedipgs in fivejyears.
27. Reconery of coot. -Of the cont to be recovered, RS 1,900 bas been already paid by the applicants; and Hs. 2,348-14-3 is atill due. They harve beentmoved by the Collector to pay this amount without delay.
28. "Payment of costs.- il need nothing in regard to the work done in respect of tbis settlement by dansht Nundjis as he was in independent cbarge My aoknowledgments are due to Baba Pracastha Nath Dutt, who has given me greatr assistance in bringing thie worly to a completion, and $\ln ^{\prime}$ preparing the material for this report.

PARTICULARS OF STATEMENT A:

| Sorsal No. | Class of oultivator. | $\begin{aligned} & \text { Numbor } \\ & \text { of } \\ & \text { holdinge. } \end{aligned}$ | Cuitivat of area, | $\begin{gathered} \text { Average aree } \\ \text { pofdiag. } \\ \text { por } \end{gathered}$ | Bont. | $\begin{gathered} \Delta \text { Yerage reat } \\ \substack{\text { por } \\ \text { aces. }} \end{gathered}$ |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| 1 | 8 | 8 | 1 | ${ }^{5}$ | 8 | 7 |
|  | - |  | A. R. P. | A. R. P. | Rs. | $\mathbf{R 8}_{8}$ |
| 1 | Propriator's Sir (nij-jote) ... | $\cdots$ | ".' | ** | "' | $\cdots$ |
| 2 | Tenare-holders .ct ... | $\cdots$ | 8200 | $\cdots$ | $\cdots$ | $\cdots$ |
| 8 | Raiyata at fixed rates ... | $\cdots$ | " | $\cdots$ | $\cdots$ | .. |
| 6 | Settled raiyats ... ".. | ..' | '*' | ** | * 0 | ** |
| 6 | Oconpancy n ... ... | .." | -• | " ${ }^{\prime}$ | -0 | $\cdots$ |
| 0 | Non-occapancy ... ... | -•• | $\cdots$ | ${ }^{\prime \prime}$ | ** | '. |
|  | Cotal $\quad$. | ** | 8200 | $\because$ | ... | $\cdots$ |
| 7 | Rent-free holdera | 86 | 33700 | 1,296 00 | '" | ** |
|  | Grand Total $\quad$... | $\ldots$ | 41900 |  | ${ }^{\prime \prime}$ | . ${ }^{\prime}$ |
|  | Raifata holding ondeb renubs holders. |  |  |  |  |  |
| 8 | Raipata at fixed ratea ... | 1 | $\cdots$ | I- | - ${ }^{\prime}$ | ... |
| 0 | Settled raiyats ... ... | 503 | 8,074 00 | 6.0100 | 6,833 | 297 |
| 10 | Non-ocoupaney raiyata ... | 88 | 5800 | 18100 | 156 | 2110 |
|  | Total ... | 536 | 3,182 00 | $\because$ | 6,989 | "• |

## STATEMENT B．

Details of Expenditure．

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To

# THE SECRETARY TO THE BOARD OF REVENUE BIHAR AND ORISSA. 

Dated Patna, the 18t Neptember 1920.
SIR,
I have the honour to submit the Final Report on the Survey and Settlement operations in the district of Champaran written By Mr. J. A, Sweeney, 1.0.s:

The proparation of a record-of-rights under the Bengal Tenancy Act for the whole of Bihar was began in 1892 and finished in 1918, Champaran being the first district dealt with and Gaya the last. "The Champaram record was completed in 1898 and the operations dealt with in Mr. Sweeneg's report consisted of the revision of that record, or rather, as the report shows, the preparation of an entirely new and up-to-date record: The yecords of Satian District also have since been revised, and it is proposed to take up for fevislons in due order, the records of the remaining districts, As the first report on the revision settlement of a Bihar District. Mr. Sweeney's report possesses, theron fore, special interest which is enhanced by the fact that in the course of the operations the Settlement Oficer had to deal with the disputes between the Champaran indigo planters and their raiyats, disputes which attracted a considerable amount of public attention and were the subject of investigation. by a Special Commission.
2. At the time of the last settlement thirty per cent. of the uree of Champaran was uncultivated, and it was generally supposed that it possessed greater possibilities for extension of cultivation than any other Bihar district. Mr. Sweeney's report discloses the surprising fact that there has beeny on the whole, a slight reduction of the area under cultivation, which has fallon from 70 to 69 per cent. of the total area of the district, The actual decrease, which is 17,809 acres, is practically confined to the Sadr'Subdivision. The cultivated area in the Bettiah Subdivision is practically the same now' as it was at the last settlement, in spite of the fact that about 8,000 acres of lands have since then been acquired if railways and canals. Nct only has the area under cultivation in the Sadr Subdivision decreased sinse the last settlement but its population has practically remained stationary since 1891. Mr. Sweeney is clearly at a loss to account for these facts, and can only suggest that thoy are probably due to the depression following the famine of 1897 combined with the influence of the agrarian disputes which bave been such a feature of recent years.

Although the cultivated area has decreased since the last settlement the area which grows more than one crop in the year has increased, with tho result that tho total cropped area bas risen from $\mathbf{2 , 0 2 0 , 3 3 8}$ to $2,048,737$ acres. The double cropping, however, generally consists of scattering with the winter rice the seeds of an inferior rabi crop, and adds little to the produce of the land.
3. The real changes in the distribution of crops disclosed by the statistics given in the report are, (1) the practical disappearance of indigo, the area under which has fatien from 95,970 acres to 8,972 acres, (2) the increase of the area under rice from 782,661 acres to 858,631 acres, and the increase of the area under sugarcane from 10,330 acres to 19,687 acres. There has been a decrease of 20 per cent. in the area under barley, the area under maize has risen by one-third, and the area-under oilseeds has nearly doubled. The area under wheat has scarcely altered. Bhadoi crops formerly accounted for 46 per cent. of the net cropped area, aghani crops 38 per cent., and rabi crops 65 per cent., the twice cropped area being 39 per cent. These figures have now become, bhadoi crops 46 per cent-a aghani crops 41 per cent, rabi crops 55 per cent, and twice cropped area 43 per cent. The extension of the Bengal and North-Western Railway eystem has stimulated the export trade in rice, paddy and oil-seeda. The manufacture of sugar, which preceded that of indigo, has been revived. The district now contains three large sugar factorice with modern machinory, but although they are at present, working successfully Mr. Sweeney anticipates that the unsuitability of most parts of the district for sugarcane cultivation in likely to restrict the growth of this industry. In order to ensure a regular supply of cane at prices which will leave them a profit on the manufacture the managers of the factories introduced the system by which the raiyats in consideration of receiving an advance, which is aftorwards to be refunded, contract to grow sugarcane in a portion of their holdings, and to sell the produce to the factory at specified rate. This system which is identical with that on which indigo was furmerly grown has in it the same possibilitie of trouble.
4. Since 1899 the number of estates (revenue-free and revenus paying) has increased from 1,229 to 1,349. The rate of increase is slow for a Bibar District, the explanation being that most of Champaran is included within four large properties, viz. Bettiah, Ramnagar, Madhuban and Sheohar ostates. Collectorate partitions are in consequence few in number, and it is satisfactory, to learn that they are usually unaczompanied by enhancement of raiyats' rents,

The revenue assessed on the distriet, Ros. 5,15,185, represents less than one-eighth of the assets enjoyed by the proprietors, and is equivalent to en average rate of three annas seven pies per acre.

There has been a notable tendency since the last settlement for lands, cultivated and uncultivated, formerly held by proprietors and tenure holders. to pass into the cultivation of raiyats. The area in the direct cultivation of, tenure-holders and proprietors has decreased by over 40,000 acres. Much of: this consists of lands formerly held by the indigo factories. The area held by raiyats with rights of occupancy has increased by over 100,000 acres or 8 per: cent. The result is that although the cultivated area has decreased the occupied area has increased by about $3 \frac{1}{3}$ per cent.

The lands held by rairats on fixed rates of went and by rent-free holders. have decreased by one-third and two-fifths respectively. It is probable that similar decreases may be expected in the other Bihar Districts.

The total of the cash rents payable by raiyats has risen from Rs. 24,63,420 to Rs. 29, $28,4: 28$ and the area held on produce rent has fallen from 69,386 to66,304 acres." The average incidence of cash rent which was formerly Rs. 1-13-9 per acre has risen, if the result of fair rent setthement and of commutation of produce rents be taken into account, to Rs. $2-4-\theta$ per acre. In spite of this increase rents are still low in comparison with other Bihaydistricts, and in relation to the fertility of the soil.

The statistics of agricultural stock prepared during. the revisional operations show, when compared with the previous figurus, evidence of increased agricultutal property. The total number of cattle has increased by 18 per cent.
5. Throughout the district occupancy righte cannot be sold without the landlord's permission. Mortgages in consequence are four times as frequent as sales. The statistics of sales and mortgages collected at the previous. sattlement are incomplete, and consequently the fact that the number recorded:
during the recent operations is four times as great is not necessarily art indication of a proportionate incruase in the indebtedness of the tenants. During the last ten years 8 per cent. of tho area held by raiyats has been sold or mortgaged and half of this has passed into the hands of persons who make a profession of lending money. In spite of these figures Mr. Sweeney stes no ground for supposing that money-lenders are permanently acquiring lands on a comprehensive soale, or that the vast majority of the raiyats are not bona fide cultivators.
6. Although the existence of a record-of-rights undoubtedly enables tenants to contest, with greater vigour than formerly, encroachments on their rights, the facts giren in paragraphs 22 and 103 of the report show how little' protection it is against a powerful and unscrupulous landlord who employs the machinery of the Civil Courts to harass his tenants until, in despair, they agree to his demands.' This methot of obtaining decrecs for enhanced rents and thereby nullifying the record-of-rights, was adopted with considerable success in the Madhuban Estate. The Suttlement Officer has refused to recognize these decrees as ralid, but seeing that the agents of the estate hare not scrupled, in prosecuting their claims against the raiyats, to prucure the forgery of the record-of-rights, it is unlikely that this refusal will exercise any check on their operations. It is disappointing to observe that the provisions of section 147A of the Bengal Tenancy Act, enacted in 1907 in order to prevent the nullification of the record by the Civil Courts, have been altogether disregarded in this instance.
7. In Chapter IV Mr. Sweeney describes the system of revising the maps and records adopted in Champaran. Legally the Tenancy Act does not reocgnize revision as such, and the order authorizing the recent operations in Champaran was an order directing the making of a survey and the preparation of a record-of-rights. It was at first thought that the old maps and records could be brought up to date by merely correcting the field boundaries and showing the new ficlds in the old maps, making the necessary alterations in the old records, and proparing fair copies after correction" "The experience gained in Gaya ard in Orissa showed that the alterations, botti in boundaries of fields and in their ownership, which take place in fifteen or twenty years, are so numerous as to render this course impracticable. It was found that it would be necessary to prepare entirely new maps and to renumber the fields, the only question being how to utilize the old maps in doing so. This problem was solved by the adoption of the system of blue prints describect in paragraphs 42 and 43 of the report. The decision to renumbier the fields necessitated the complete re-writing of the record in the course of which an abbreviated copy of the old record, specially prepared for the purpose, was used for the reference and comparison. The word 'revision' as applied to these operatinns is therefore, as Mr. Sweeney points out, a misnomer, for except that a fresh traverse survey was not necessary, and that the process of cadastral survey was shortened by the use of the blue prints, the operations "were in every respect as elaborate as the original Survey and Settlement. It is true that disputes about village boundaries were few, but the increased interest taken in the record by both handlords and tenants urade all the stages of the operations, except the actual survey, as complicated, as difficult and as' expensive as if no previous record existed. This is indicated by the figures: for cost given in Chaptor VII. The gross cost of revision, Re, $10,18,888$, is slightly greater than the coist of the original settlement. The net cost, owing to an increase in the receipts from Court-fee stamps, is Jess, Rs. $8,19,141$ as against Rs. $\mathbf{9 , 1 4 , 0 5 5}$ at the last settlement. The cost to the landords and tenants is greater thian before, since they have been 'assessed "with the whole of the net cost of the revision operations, whereas the-Government of India. bore one quarter of the cost of the first settlement. The gross cost exceeds by ever 50 per cent. the estimate made at a tims when it was still expected: that revision would be a simple and somewhat aummary process.

As "a result" of partitions and new reclamation the' number of fields was found to havo increased by 22 per cent. The cost per 100 plots of the revision (Rs. 29-12.0) is in consequence lower than the corresponding figure (Rs, 33-9.6) for the last settlement. It is probable that from Rs. $\mathbf{8 0}$ to

Res. 33 per 100 plots may be taken as a standard in estimating the cost of future revisions in this Provinice. The costrecovered from the landlords and tenants comes to six annas three pies per acte, of which the landlords paid three and a half annas and the tenauts two annas nice pies. In paragraph 121 of the report Mr. Sweeney defends this apportionment and shows that the heavior share assessed on the landlords is justified by the bencfits whiche they hare derived from the settlement of fair rents independently of auy responsibility attaching to them for the circumstances which rendered the revision of the Champaran records an administrative necessity.
s. A considerable portion of the report is taken up with an account of the -kystem of indigo cultivation in Champaran, the disputes to which it gave rise, the method in which these dispuths affected the work of preparing the record-of-rights, and the means ultimately adopted in 1918 on the recommendation of the Special Commission appointed for the purposa.

The indigo factories of Champaran are mostly owned by European planters who hold villages, some on a permanent tonure at a fixed rent, others on temporary tenures, from the Bettiah Estate. A custom had grown up by which the raiyats of these factories grew indigo on a certain proportion (s) of their holdings, and sold the produce to the factories at a price fixed from time to lime. This arrangement though mominally a free oontract, was in areality compulsory on the raiyats, and was analogous to the abwabs or illegal impositions generally exacted by Bihar landlords, the differenoe Ueing that whercas the collection of the latter is usually spasmodic, secrot and known to be illegal by the landlords themselves, the indige planters of Champaran openly and with the full knowledga and acquiescence of the local authorities systematized the enforcoment of what they undoubtedly believed to be an old established and legal right. So long as the price paid for indigo plant was sufficient to give the raiyats as much, or nearly as much; profit from cultivafing indigo as from growing any other crop, they appoar to have raised little opposition to the system, and, under such conditions, its adrantages outweighed its defects. Its advantages which Mr. Sweeney has enumerated in section 32 of the report are obvious. The raiyat was able to pay the uhole of his rent out of the price obtained for the produce of threetwentieths of his holding. So long as he grew indigo his landlord had no temptatiou to raise his rents; if the landlord wire a thikadar of the Bettinh IEstate not a mukaravidar, he had a direct interest in seeing that rents were not raised. The induistry gave employnent to many persons besides the raiyat; and benefited the district in numerous ways directly and indirectly: If the levy of an alwub, can ever be justified it is surely to prefer one which without bearing hearily on the raiyat constituted the fcundation of a thriving and profitable industry. The inherent defects of a system of campulsion thinly disguised as contract began to be felt when the decline in the price of manufactured indigo prevented the factories from raising the price paid to the raiyats for indigo plant to an exte it commensurate with the increase in the prices of other agricultural produce. This created discontent, which *was aggravated when the planters faced with the prospect of haviug to atandon the manufacture of indijo as unprofitable, endeavoured to levy fiom the raiyats compensation for being released from the obligation to grow it: The compensetion took varicus forms. At first some aitempts were macie to induce the raiyats to grow other crops and sell them to the factories at favourable rates. Later on it took the form of a demand for the payment of additional rent called sharahbeshi, or of a lump sum in lieu thercof called tawan. The taking of tawan was favoured, for obvious reasons, by the thikadars of the Bettial estate, the permanent tenure-holders naturally preforning to increase their rents ly taking sharahleshi. In tho Sathi factory which held many villages on lease from the Bettiah estate, the raiyats, ou giving up indigo cultivation, were mado to pay Rs. 3 per bigla as pain kharcha or tax for being allowed to inrigate their fielde, from cauals for the use of which no charge had previously beer levied.
9. Before entering in the records the rents legally payable the Settlement Officer had to decide as to the validity of the euhancements made by the sharaibeshi contracts, which the raiyats as a rule repudiated. The principles
on which thia question was decided are described in paragraphs 93 to 99 of the report. The validity of enbancement of rent made by contract is regulated by suction 29 of the Bengal Tenancy Aet, and proviso 3 to that section has special reference to contracts similar to those under discossion. Their validity, if the amount of the enhancement exceeded two annas in the rupee, depends on the existence, as one of the conditions of the raiyat's tenancy, of a legal obligation to grow indigo, and on his having been allowed, in consideration of this obligation, to hold on a specially low rate of rent. In the majority of the instances in which sharahbeshi had been taken the Settlement Offcer held that both these conditions were fulfilled. Most of the tenants had been growing indigo before the Tenancy Act of 1885 was passed. The majority of the owners of those holdings which had originated since then had grown indigo from the time when their lands were settled with them. In both cases the implied contraot to grow indigo was held to be an incident of the tenancy, sufficient, if the other conditions of the proviso to section 29 were falfilled, to validate an enhancement by contract of more than two annas in the rupee. In a minority of cases it was found that the contract to grow indigo was entered into after the passing of the Bengal Tenancy act and subsequent to the date when the raiyat first took settlement of his holding. In such instances it was held that the contract, although binding on the tenant, did not form part of the conditions of his tenancy, and did not validate any enhancement of rent which was invalid on other grounds. It is unnecessary to describe in detail the nature of the test applied to determine whether a tenant whose rents hat been enhanced had previously held on a specially low ratio of tentr- It is sufficient to say that as, in. consequence of the indigo system, rents in Champaman had not been generally altered for 30 or 40 years, nearly all were found to bold on epecially low rates of ret. In the majority of the tonancies dealts with the Settlement Officer therefore found that the sharahbeshi enhancements Fers validated by the provisions to section 29. The vian of the law taken by the Settlement Officer was sapported by the legal advisers of Government. The interpretation of gections 23 and 29 of the Benged Tenancy Act is however full of difficulties and the Settlement Officers' decisions were at the time questioned b. both sides,
10. In about $\mathrm{B}, 000$ tenancies is which the Settlement Officer was compelled, in the absunce of proof that the raiyat had formerly held on a speciblly low rate of rent, to disadlow the enhancement as illegal; the procedure of secu tider 1090 of the Act was applied, and the enhanced rents including the sharahbeati werm with the consent of both parties, fixed as fair and equitable rents. This course was clearly preferable to the alternative of forcing the parties to revert to the old systems, and recording the obligation to grom indigo so much disliked by the raiyats. The raiyats generally failed to prove their contention that their agreements to pay enhanced rents were invalid by reason of having been obtained by force if for no other reason. The raiyats, particularly the Babian tenants of the Pipra and Turkaulis factories, bitterly resented the findings of the Settlement Officer on this point in 1915-16: The existing diseontent was thereby aggravated and the political agitation increased. Finally in June 1917, after Mr. Gandhi had visited Champaran a Committee, of which Mr. Gandhi was a member, was appointed to investigato the relations betweens landlords and tenants generally in the district, with special reference to the disputes arising out of the manufacture and cultivation of indigo; and to recommend measures for the removal of such abuscs or grievances, as they might find to exist.
11. The grievances of the raiyats of the indigo factories have beer described. In thiose parts of the district where indigo was not grown complaints had long Deen made that abscabs or illegal cesses, exceeding in many villages the rent legally payable, were being collected. The Settlement Officer while recording rents in the Bettiah Subdivision in 1914-15 found those complaints fully justified. The abooabs were of difforent origins and called by various names, the most common being pain kharcha or water tax. In paragraph 72 Mr. Sweeney gives an account of the levy of pain kharcha by the Sikta Factory, and shows that although the amount expended on the pains. during seren years came to only Rs. 1,315 the income derived from pain kharcha in
the same period was Rs. 66,500. He also points out that although this tax was levied from all the raiyats of 19 villages the whole of the lands of 8 villages and mnny holdings in the remaining 11 villages were not irrigated from any pain. No agreements to pay the tax were proved and it was, therefore, treated as an illegal abwab.

In paragraph 73 Mr. Sweeney shows the analogy between the system of abwabs in the north of Champaran and the tinkathia indigo system of the south of the district. Both represent an extra burdon which the raigat has to bear. The tinkathia system originated in a legitimate industry in which; checks were found necessary to limit the demand made on the raiyat. The result of the checks was a system of contract, legally enforceable if properly carried out, and constituting, in some cases, a legal incident of the raiyat's. tenancy. $A b w a b$ on the other hand, although possibly less burthensome to the raiyat than the indigo system in its later stages, rested on no legal basis. The name pain kharcha so frequently used to disguiso the illegal nature of the abuabs demanded in the north appears to be of comparatively modern origin, and it is worthy of note that tinkathia was often used as an equivalent for it.
12. The results of the appointment of the Champaran Committee are described in paragraph 29. Theyiare well known and need hardly be given in detail in this review. The tinkathia system of indigo cultivation has been abolished, and a contract by a raiyat to grow a special crop for his landlond has been made illegal. 'In future a raiyat may only contract to supply his landlord. annually, for a period of not more than is years, with a specitied quantity of any crop, but he not be under and obligation to grow the crop himself. The shärahbeshi enhancements taken before the passing of the Act were reduced, in some cases by 20 , and in others by 26 per cent., and the rents of those raiyats. who were under a legal obligation to grow indigo which had not been compounded either' by an enhancement of rent or by a cash payment, were enhanced by a percentage corresponding to the reduced enhancement allowed! in other cases.

Mr. Swceney draws attention to two remarkable features. One is that the raiyats on whose behalf Mr. Gaidhi agreed to these terms repudiated his right to agree to them as soon as the Settlement Officer attempted to renforce them. The second is that although in view of the complaints made by the raigats of Champaran' of being oppressed by imposts like tinkathia and paih kharchao it might have been expected that their champions in the Legislative Council would have supported a proposal to amend the law in a manner designed to give the Collector greater power to punish the levy of 'abwabs; they opposed and defeated such a proposal when it was made by an offoial member of the Council.
13. The disputes due to the collection of abwabs and to the enhancements of rent which followed the abandonment of the indigo system, have already been described. These were not. the only difficulties encountered by the, Settlement Officer. The attitude of the management of the Bettiah estate throughout the proceedings was adverse. Not only did it contest ugainst its raiypts : every point which could possibly be contested, but its claims were frequently founded on complete ignorance of the Tenancy Law, and ware supportcd by statements which were directly opposed to the facts. Instances of such claims are given in paragraphs $61,65,74,85,86$, 87 and 88 of the report. The facts recounted in paragraph 85 show the unfairness of the attenipt made after the survey had begun, to force the tenants of certain villages to agree privately to pay enhanced rents in order to avoid submitting the claim for enhancements to the investigation of the Revenue Courts. Not only were the enhancement illegal, but the justifica-, tion pleaded for them, viz. that the tenants were in possession of excess areas, was found in many instances to be opposed to the facts.
14. Mr. Sweeney's comments in paragraphs 65 and 100 on the policy alopted by the estate of denying to the raiyats the rights which they have nitherto possessed in trees planted by them in their holdings, and in contesting these rights at every stage of the operations, are worthy of notice. It is to be
regretted that this policy has on the whole been successful, for the High Court have recently held that if the landiord contests, under section 106 of the Bengal Tenancy Act, the correctness of an entry giving the raiyat any right in a tree standing in his holdings, not only does no presumption of correctness attach to the entry, but the burden of proving the right lies on each raiyat who claims it. It has further held that a failure by one raiyat to prove such a right is evidonce against the claim of another raiyat. The patient and careful enquiries of the settlement staff into the customs regarding trees prevalent in different parts of the district;' and the entries made in the record-of-rights as a result of these inquiries, have, by this decision; been rendered valueless. Whether the 'pecuniary results of nullifying the raiyat's rights will compensate the estate for the cost of contesting them is doubtfur. It is certain however that in this, as in other matters, the policy of the estate is a shortsighted one, and will, in the end, be finjurious 'to both landlopd and tenant, for, as Mr. Sweeney points out in paragraph 65, it has been found elsewhere that where the landlord reserves to himself the rights in trees; the raiyats do not plaut them, and the oountry becomes in time treeless.
15. In paragraph 113 Mr: Sweeney deals with the much debated question of the preservation in the record-of-rights of the identity of each permanently-settled revenuespaying estate Practically the question is what entry should be made when it is found that the proprietor of one such estate has encroached on the lands of another: estate? Government is interested in such encroachments beczuse, should the second estate over be sold for arrears of land revenue the purchaser will acquire a title, not merely to the land in possession of the previous proprietor at the time of the sale, but to all tha lands which were originally included in the estate. He will do so even though the encroaching proprietor should have acquired, by adverse possession, a title valid as against the proprietor of the estate sold. When $\mathbf{X}$, the proprietor. of Tauzi A, is found to have encroaclied on the lands of Tauzi B owned by $\mathbf{Y}$, there are three ways in which the fact may be shown in the settlement record, (1) by including the lànd in Taudio B with $Y$ as proprietor and making $\mathbf{Y}$ a tenure-holder under him; (2) by including tho land in Tauzi B and recording $X$ as its proprietor; (3) by recording the land in Trauzi $A$ with $X$ as proprietor, merely making ai note to show that it originally belonged to Tauni B. Mr. Sweeney favours the'second method; I prefer the third. It is' difficult to combine a record of esisting with a reoord of contingent rights. ${ }^{\text {. }}$ If it be absolutely necessary to refer to the latter, the reference should be such as to minimize the danger of obscuring the former, which are undoubtedly' the more important, and I fear that the first two of the suggested entries, involving, as they do, assumptions' of doubtful acouracy about the statios of $X$, will complicate the record of actail posisession and make it less intelligible. That this is not an imagingry danger may be seen from a consideration of the case in which some or all of the lands encroached on form portions of tenures and sub-tenures created by the proprictor of Tauzi A.
16. Applications for settlement of fair rents undor section 105 of the Bengal Tenancy Act were made in respect of 40 per cent. of the total number of tenancies of the district. If the sharahbeshi holdings, in which adjustments of rent were made under the provisions of the Cbamparan Agrarian Act, be excluded from the total, the proportion is much higher. The result of the setticment of fair rents was to enhapee by 12 per cent. the total rental of the holdings dealt with,

In Chapter VIII Mr. Sweeney gives an account of the problems which arose during fair rent settlement. Most of the enhancements granted were given under section 30(b) on account of the rise in prices. In very few holdings was it found that the tenants were in possession of lands which had not previously been assessed to rent, and the increase given under section 52(a) was, in consequenco, trifling, and was almost counterbalanced by reductions under section $52(b)$ on the ground of decrease of area. In deciding how much enhancement was allowable on the ground of increase in the prices of staple food crops, since the last settlement, an interesting point, dealt with in
paragraphs 125 to 128 of the report, was raised by the Bettinh estate. A comparison between the average prices of the period 1896 to 1905 with those of the period 1906 to 1915 showed that by the method of calculation presoribed in section 32 the landlords of the Bettiah Subdivision were entitled to an enhancement of four and a half annas in the rupee. The Settlement Officer, however, was of opinion that as the prices of the period from 1906 to 1914 were swollen by the inclusion of six abnormal years in which prices had been raised by failure of crops, it would be inequitable to grant the full enhancerment which the Bettiah esfate insisted on. There was considerable delay in Gbtaining the viers of the Special Judge on this question, but he finally agreed with the Settlement Officer on the principle involved, and held that the provisions of section 32, which give instructions as to how the amount of enhancement allowable on the ground of rise in prices is to be caloulated, are governed by section 35 which lays down that no enhancement shall be given which is not, in the circumstances of the case, fair and equitable. While rejecting the chief eontention of the Bettiah estate, the Special Judge differed, from the settlement Officer as to the amount of enhancement allowable in rents which had been current for less than fifteen years.
17. Another question which arose was whether a rent which has been ourrent for a short period can be enhanced under section $30(b)$. It seems probable, from the analogy of other sections, that the authors of the Bengal Tenancy Act did not contemplate the enhancement under this section of a rent which had been current for less than fifteen years. The Act, however, does not forbid such enhancement, so that legally there is nothing to prevent: a landlord frow applying for the enhancement of a rent fixed six months previously on the ground that prices have increased in the interval. The Settlement Officer decided to refuse enhancement, of rents which had been current for less than twelve years. The Special Judge, on appeal, differed from him, and held that it was incumbent on the Settlement Officer, if a landlord asked for enhancement of a rent which had been current for a shorter period, to compare the prices for that period with the prices for an equal period. previous to the date of settlement of the holding and to calculate, in the mannew prescribed in section 82, the amount: of enhancement allowable. The application, of this decision gave anomalous results, e.g. it was found that a: rent which had been current for three years only was liable to a greater enhancement tian a rent which had been current for five years. This result shows: the truth of the principle underlying the Settlement Officer's original decisions, viz. that it is impossible by examining prices for a short period only, to affirmi that an increase of prices, due to causes which are not merely temporary and sufficient to justify an enhancement of rent, has occurred within the period: It is clearly necessary to fix some minimum limit to the period that must elapse before a. rent fixed by private contract can be enhanced under section $30(b)$, and it is preferable that it should be fixed by law. I would suggest that it should be fixed at fifteen years.
18. When a non-fransferable holding has been sold to another raiyat, and the purchase has been recognized by the landlord, or when additional lands have been amalgamated with a holding, some doubt arises as to what should be taken to be the date of the fixation of its rent for the purpose of calculating the increase in prices which has since taken place, and the enhancement allowable in consequence. In Champaran the Setticment Officer followed the principle, which has generally been favoured by the Settlement Department, of assuming the rent to have been current from the date when the rate of rent was last enhanced. A transfer or an amalgamation of lands, unaccompanied by an enhancement of rate, does not, on this principle, deprive a land lord of any right to enhancement which had previously accrued.

The soundness of this principle does not appear to have been questioned before the Special Judge on appeal. The difficulty of obtaining guidance from the appellate Courts in doubtful points, small in themselves, but important in view. of the number of cases in which they arise; is referred to in paragraph 149 of the report, where it is pointed out that a Settlement Officer fixing fair rents may have his decisions revised by several Special Judges holding divergent views. Although many of the points discussed. in connection with the

Champaran fair rent settlement have been ounder discussion ever since settlement operations began in Bihar, the prospect of obtaining an authoritative and final decision on them seems as remote as cver.
19. The result of the appeals to the Special Judge is given in paragraph 149. The percentage of successful appeals is high, but as Mr. Sweeney points out, most of the decisions under section 105 which were reversed were delivered before the Speciai Judge had tried and decided the first test appeal, in which, while upholding the soundness of the Settlement Officer's decisions generally, he differed slightly as to the amourt of enhancement allowable in rents current for less than 15 years. The adverse decisions given on appeals from orders under section 106 mostly related to rights in (rees which I have already referred to.
20. The decision to revise the rectrd-ol-rigt ts of all the Bihar Districts has made the policy of granting enhancement of rents on the ground of rise in prices a question of considerable importance to the administration. Logically it is difficult to show any reason why a rent which was fair when prices were low should not be enhanced when they rise. Nevertheless I view with distrust the prospect of a general enhancement of rents throughout Bihar in the course of these operations. Whereas formerly raiyats found tiemsel res compelled to agree to such enhancements of rent as their landlords might impose, they now having become aware of the meaning of occupancy right, regard enhancement as an encroachment on that right. They are also doubtless beginning to feel that since in this province the State has given up all claims to share in the increased ralue of land, it is unjust that the landlords should continue to appropriste the greater part of the increment. Under the new scheme of Government this feeling will in time give rise to a demand that the landlords' share of the increase shall be diminished, if not abolished. Even admitting that the landlords also are entitled to a progressive increase of income it is questionable whether they would not receive such increase even if this ground of enhancement were abandoned. Mr. Sweeney's report shows that in Champaran although the area under cultivation had diminished since the last settlement the total rents paid hy raiyats had increased by Rs. 4,65,000 or 19 per cent. In Champaran it is true that private onhancements had taken place on an abnormal scale and I await with interest the corresponding statistics for Saran, a district in which rents, even at the time of the last settlement, were many times higher than in Champaran, and in which they represent at the present day a greater proportion of the gross produce.
21. In paragraph 148 the commutation of hunda rents is discussed and the difficulties of interpreting the provisions of section 40 of the Bengal Tenancy Aot as applicable to such rents, explained. The real crux of the problem is that whereas the Bengal Tenancy Act confers on a settled raiyat of a village a right of occupaney in any land of which he may take settlement, the value of the occupancy right can be reduced to nothing by the expedient of settling it with him on a very high hunda or produce rent. When a tenant applies for the commutation of such a rent, can the landlord legitimately resent as a grievance the application of the provisions of section 40, which compel a Revenue Officer to have regard, not only to the value of the hunde rent, but also to the much lower rates of cash rent paid for the majority of the old occupancy holdings in the villige? The effect of having regard to the cash rents will be to convert the right of occupancy from a sham into reality. I doubt if the policy of endeavouring, by expedients of various kinds, to reduce the value of occupancy rights the accrual of which they are unable to prevent, is in the true interests of the landlords themselves, and allhough it is imprubable that the smaller landlords will ever realize the fact, one might reasonably expect the management of the Bettiah Estate to take a more enlightened view.
22. Mr. Sweeney's excellent report will be read with profit by every one interested in the study of agrarian conditions in North Bibar. The work which he has done while in charge of the Champaran Settlement is moreorer deserving special notice. The post of Settlement Officer in this Province has uever been a sinecure, and the post of Settlement Offcer of Champaran
involved not only arduous work and heary responsibility, but called for the exercise of an unusual amount of tact, impartiality and patience. It is now generally acknowledged that Mr Sweency's conduct of the operations exhibited these qualities in a high degree. The capable manner in which he grappled. from the first, with the investigation of the complicated questions in dispute between the indigo planters and their raiyats, enabled him to present to the Champaran Committee, on their arrival in the district, a complete and accurate report on the facts, thereby saving them from the difficult and tedious task of sifting these facts from the mass of falschood with which the raiyats surrounded them. This itself is an achievement deserving of the highest commendation.

The members of the Settlement staff mentioned in paragraph 180 of the report share with Mr. Sweeney the credit of having brought to a successful conclusion the first, and it is to be hoped, the most difficult revisional settloment in Bihar.

I have the honour to be,
Sir,
Your most obedient servant,
A. G. K. LALL,
for Director of Land Records and Surveys, Bihar and Orissa (on tour).

> No. 17-114-2.

From

> E. R. J. R. COUSINS, Esq., I.C.S., OFPG. SECRETARY to tGE BOARDPOp REVENUE, DIHAR AND ORISSA,

# The SECRETAKY to the GOVERNMENT of bIHAR and ORISSA, REVENUE DEPARTYENT. 

Dated Bankipore, the 9th October 1920.
Sir,
Undir rale 615, Part II, Chapter XVI, page 1 C2 of the Settlement Manual 1908, I am directed to forward for the information and orders of Government the final report on the survey and settlement operations in the district of Champaran prepared by Mr. J. A. Sweeney, I.C.S., late Settlement Officer, Norlh Bihar, topether with s copy of a covering letter No. 3510, dated the 1st September' 1920 , from the Director of Land Records and Surveys, Bihar and Orissa, reviewing the report.
2. The Board does not propose to go over the ground already covered by the Director of Land Records in his review. The Settlement Officer's report is a well balanced account of operations conducted with unquestionable administrative ability and a capable grasp of issues of a by no means ordinary character. It also bears the impress of a sense of justice and impartiality maintained throughout under specially trying conditions, owing to the tension of feeling in the district and the strong conflicting interests concerned. The Board cordially endorses the Director's commendation of $\cdot \mathrm{Mr}$. Sweeney's work.
3. With regard to the Director's comments in paragraph 3 of his review on the possibilities of trouble arising from agreements to grow sugar on a portion of a holding and to sell at a specified rate, it is to be presumed that these possibilities have been discounted by the change introduced under the Champaran Agrarian Act, whereby such agreements have been made illegal, As observed in paragraph 12 of the review the only legal contracts now are those in which a raiyat agrees to supply a specified quantity of a particular crop to his landlord annually for a period not exceeding three years. A stipulation to a plant a specified area with such a crop is not within the terms of the law.
4. With regard to the comments in paragraph 13 of the Director of Land Record's review on the attitude of those reaponsible for the management of the Bettiah Fstate the Board believes that the irregularities most open to criticism were cherked as soon as they were brought to light; and that in subsequent appeals against Settlement decisicns, the management was animated solely by a sense of responsibility to the proprietor, whose interests it felt bouvd to maintain subject to the preseribed control and under qualified legal advice.
5. The Board is not prepared to endorse the Director's comments in paragraph ! 4 of the review on the tree question. It does not consider that the claborate enquiries made to ascertain customary rights in trees have been wasted, or that it is fair to allege it to be the policy of the management to deny pstablished rights to a raiyat. The management bas been chiefly concerned with preventing encroachments apon the proprietor's legal rights in the piatter. Nor can the Board endorse the forecast that the policy of maintaining
such legal rights will prove injurious to both landlord and tenant. The views is not supported so far as the Board is aware, by evidence of any progressive denudation of timber hitherto.

The rights of the Estate, are with local variations, thosa of the landlords in general. Section 23 of the Tenancy Act recognises the existence of cus. tomary limitations on the raiyat's freecom to cut trees; and the general law on the sulject was reviewed in the light of many previous decisions, by the High Court in Nafar Chandra Pal Chaudhri and others versus Ram Lal Pal, 1894, I. I. R. Cal,-XXII P, 742, their Lordships finding that " however the right of an occupancy tenant to cut down trees on his own holding may have been affected by legislation, the property in the trees is still, by the general law, vested in the zamindar'. Their Lordships' statement of the common law is supported by rulings in other High Courts and is in accordance with the common sense principle that as the growth of trees is ordinarily due rather to the vertues of the soil, which belongs to the landlords, than to effort on the part of the tenant, it is reasonable that the landlord should. retain a share in the benefit of the result. The assertion of the landlord's claim has however been made a widespread grievance in the Estate, and it is opportune to review the action taken. It was recommended by the Champiaran Agrarian Committeee, without reference to the legal position, that the raiyats should be given the option of purchasing the landlord's half share in timbur on their holdings at a fair valuation, subject to a limitation of the option, if there should be reason to apprehend that undue denudation would result in any particular area, and the Court of Wards was requested by the Government to give effect to the rocommendation. The Board accordingly issuel instructions to bave it made known generally that any raiyat who so wished would be allowed to purchase the Estate's right in Anthrope trees at a fair valuation, unless in any particular village this would be undesirable on the ground that it would lead to a general denudation of timber. The management represented that it had always been the custom of the Estate to allow raiyats to cut Anthrope trees and purchase the Estate's share at a valuation and that permission was seldom refused; but that the new orders involved the capitalisation not only of the Estate's right in Anthrope trees in existence but of those which might be planted in future, and whether the raiyats wished to cut them or not. There was no reliable basis for the calculation, whilst the amount payable for the capitalisation of both present and future rights was likely to prove more than a raiyat would be willing or able to pay. It was accordingly directed that rights in existing trees only should be sold. The difficulty then arose that if the raiyat were allowed to purchase the Estate's share in trees not intended for immediate cutting, the way was opened for disputes after a few years as to which trees had been purchased and which were new growths. Moreover if the raiyat could purchase a tree at any stage of development, he would obviously elect to do so when the tree was young, because its value would then be insignificant. This might entail heavy loss to the Estate : and since it would be impossible to prevent the raigats cutting trees they had purchased whenever they chose the Estate wonld be uuable to check denudation in the manner suggested in the Committee's report. The question of denudation was also not fres from difficulty. It seems impossible to fix a definite limit beyond which cutting cannot proceed without resulting in denudation. Every application therefore would have to be considered on its merits, and there would be a liability to frequent disputes and irritation. Even where it possible to fix a standard, it would be unfair that one raigat should be prevented from cutting his trees because other raiyats had previously cut too many of theirs. The Board thereupon directed that the option of purchase should be withheld in the case of immature trees.

Thus, in sum, it has been widely made known to the raiyats of the Estate that permission to purchase and cut will be, allowed whenever it is applied for unless there is some special reason to the contrary. Further, as the Manager was of opinion that the raiyats had cause for complaint in the delay and other inconveniences incidental to getting an application through a zamindari
office, arrangements have now been made for their prompt disposal. This appears to be as much as it is practicable to effect at present, without prejudice to the proprietors' legitimate rights, for maintenance of which the Court of Wards is responsible. A representation to Government from raiyats on the subject has however recently been referred to the Board for disposal and is under the Board's consideration.
6. The Board will consider the question raised in paragraph 15 of the Director's review concerning the entry to be made in cases in which the proprietor of one estate had encroached on the lands of another. estate ; but considers that the entric s made should not be re-opened.
7. The Board refrains from comment on the questions raised with regard to the commutation of produce rents under section 40 of the Bengal Tenancy Act as there are many proceedings in Champaran and elsewhere still subject to appeal or revision.
S. The Board cordially endorses the Settlement Officer's acknowledgments of the services of the officers employed under him.

I have the honour to be,
Sir, Your most obedient Servant, E. R. J. R. COUSINS, Offg. Secretary.

