REPORT

ON THE

OPERATIONS OF THE DEPARTMENT

OF

LAND RECORDS, PUNJAB,

For the year ending 30th September, 1928.



Lahore:

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1929.

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Proceedings of the Government of the Punjab, in the Revenue Department, No. 642-E., dated the 12th March 1929.

READ .-

The Report on the operations of the Department of Land Records for the year ending 30th September 1923.

As has been said in previous years, the activities of the Department of Land Records are but little known to the general public, but are of very great importance to it, particularly the agricultural community. The Department is responsible for the maintenance of a complete record of rights, using the term in its wider sense, of all the agricultural land in the province, and in many ways it is easier for a land owner to prove his title to his estate in this province, than it is in the United Kingdom. Government is glad, therefore, to note that in the year under review these duties have on the whole been satisfactorily performed.

- 2. The patwari, or village revenue accountant, is the person primarily responsible for the maintenance of these records, and a perusal of the report shows that he has lost none of his traditional importance in the village. Thus in several districts he is said to be usurping the functions of a sub-registrar. Government is confident that the Director of Land Records will persevere in his efforts for the discontinuance of this and other undesirable practices, of which there is reason to believe that patwaris are only in too many cases guilty.
- 3. The total number of patwaris and assistant patwaris in the province is 9,556. In the year under review only 69 were dismissed, and of lesser punishments there is no mention. Government trusts that district officers will bear in mind the importance of punishing for bad work while rewarding for good work. Government is in agreement with the Director of Land Records that patwaris have no real grievance as to their pay, in view of the fact that in the last 15 years it has been nearly doubled. Nor, as the Director points out, is there the least difficulty in enlisting candidates. It is regrettable that the scheme for the introduction

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of the patwaris' provident fund which, having been under consideration for many years, was at last finally sanctioned has not yet been put into force: the matter should be accelerated. The educational standard among patwari candidates continues to rise and the number of primary passed candidates is now only 22 per cent. of the total against 25 per cent. last year, the remaining having passed the Middle School or the Matriculation Nearly two thirds belong to agricultural examination. But Government notes that in two districts the prescribed minimum of 50 per cent. has not been reach-This is a matter to which the greatest importance is attached and the Director should see that the orders are complied with in the future. The claims of deserving patwaries to promotion received more attention during the year under review than the previous one and Government trusts that this point will not be overlooked in the future. The position of patwaris' residences, or patwarkhanas is not altogether satisfactory, and when financial conditions improve the matter will be again examined. Meanwhile it is hoped that the Director of Land Records and district officers will see that where patwarkhanas exist, patwaris keep them in proper repair and that the orders on the subject are not allowed to become a dead letter as in the past.

- 4. Above the patwari comes the kanungo, who has to supervise on the average some 15 patwaris. The Director considers him the weakest link in the revenue chain. The Financial Commissioner will examine the matter and see what can be done to improve the work of these officials. Probably unsuitable initial appointments are responsible for many of the present complaints. The sadar kanungo of each district is responsible for the work of all the kanungos and patwaris in his district. Here again the report points out that unsuitable appointments are at times made.
- 5. Turning now to the record of rights, the damage done to them by insects in various districts is a serious matter. As the report shows the Government Entomologist has written a note containing general instructions how to check insect attacks, of which copies have been sent to all Settlement Officers and Deputy Commissioners. Government commends it to

The Director says that the their earnest attention. settlement record of rights prepared in the recent settlement of the Attock district is found to be full of The matter has already been brought to the notice of the Financial Commissioner, who is taking separate action in the matter. Most important of all is the quantity and quality of the supervision of the work done by the subordinate revenue staff, by the Collector and his assistants. In previous years Government has not failed to impress on Collectors their responsibilities in the matter. No new rules are required: much is said on the subject in Chapter IV to VI of the Land Administration Manual, particularly Chapter V, and in the Standing Orders. Government again expresses its hope that these instructions will not be lost sight of in the future. There is a not uncommon impression that the examination of land records is dull and routine work: nothing can be further from the truth. If senior revenue officers, not excluding even Commissioners, when on tour sit down occasionally under a tree in a village, for half an hour or so, and go through the entries in the village note-book with the people, they will find a surprising amount of real personal in terest, and the example would, Government has no doubt, have a most salutory effect on all the revenue staff. The various suggestions made by the Director will be examined separately.

The Financial Commissioner is of opinion, after examining land revenue work in various districts, that the view, that records work generally is less satisfactory than formerly, cannot be accepted without further justification. In considering the matter, it is important to remember that revenue officers of all classes, from the patwari upwards, have much more to do now, particularly in connection with elections for various bodies, than in the past.

6. The thanks of Government are due to Rai Bahadur Arjan Das for his efficient conduct of the department during the year under review and for his interesting report.

ORDER.—Ordered that a copy of the foregoing be forwarded to the Director of Land Records, Punjab, for information.

Ordered also that the review be published in the Punjab Gazette and be circulated with the Report, and copies be sent to the Government of India, Department of Education, Health and Lands.

By order of the Governor in Council, W. R. WILSON.

Secretary to Government, Punjab,
Revenue Department.

No. 45.

FROM

RAI BAHADUR LALA ARJAN DAS,

Director of Land Records, Punjab,

To

THE JUNIOR SECRETARY TO THE FINAN-CIAL COMMISSIONERS, PUNJAB.

Dated Lahore, the 25th January 1929.

Sir,

I HAVE the honour to forward herewith, for favour of review and transmission to the Local Government, seven advance copies of the Report on the Department of Land Records, Punjab, for the year ending 30th September 1928.

I have the honour to be,

SIR,

Your most obedient servant,

ARJAN DAS

Director of Land Records, Punjab.

Report on the Department of Land Records, Punjab, for the year ending 30th September 1928.

1. The post of Director of Land Records was held by me throughout the year.

Tours and Lapections. Chaudhri Nasir-ud-Din was my
Personal Assistant during this period. The number of days spent on tour and that of inspections made are shown in the following table:—

			Inspections.					
Post held.	Oceupant.	Daye on tour.	Hendquarter Offices.	Tahsil Offices.	Patwaria			
Director of Land Re-	Arjan Das	153	3	26				
Personal Assistant	Nasir-nd-Dia	184	***	28				

The number of registration offices inspected by me and my Personal Assistant have not been shown in the above statement.

- 2. Kanungo examinations were held at Lahore, Multan, Rannngo and Naib-lahsil. Hothiarpur, Rawalpindi and Delhi. Two hundred and five candidates appeared, of whom 126 passed completely, 11 partially and 65 failed altogether. The percentage of successful candidates was 61 against 72 last year. The Naib-Tahsildars' examination was also held at Lahore in August last. Seventy-five candidates, including 40 from Indian States, applied for admission, but 7 failed to attend. Of the rest, 23 passed completely, 35 partially and 10 failed.
- 3. The number of patwari candidates accepted during
 the year was 79, as compared with
 613, last year. The abnormal fall in
 this figure, as compared with last year, is due to the
 fact that the prescribed limit of candidates having

been reduced from 33 to 2) per cent. the Deputy Commissioners of the districts in which the number of cindidates was in excess of the prescribed scale did not enlist any new candidates during the year under report. In some districts, however, in which the number of candidates was already in excess of the prescribed scate, new candidates were accepted and it is not understood why this was done as no such candidates could be enlisted without the special sanction of the Financial Commissioner. The prescribed percentage has not yet been reached in Hisar, Gurgaon, Karnal, Hoshiarpur, Shabpur and Jhelum, whereas it has been exceeded in the remaining districts except in Ambala. candidates will not be enlisted for some time to come, so that the number of candidates on the lists should not exceed 20 per cent of the patwaris of a The lists should, however, be scrutinized from to time so as to strike off the names of candidates who fail to pass the Patwari examination within the time fixed, who fail to take up officiating appointments or who have taken up employment elsewhere. There are some candidates who do not do well when tried as patwaris, or who cannot write a good hand. There should be no hesitation in weeding out such candidates. Men with fairly good qualifications are now available, and the nature of miscellaneous work to be done by patwaris demands a higher. degree of intelligence. It is doubtful if most of the primary passed candidates who are now waiting for vacancies will be able to do their work efficiently without creating extra work for their superior officers. The total number candidates is now 2,432 against 2,918 last year. number is still in excess of the prescribed scale of 20 per cent. As many as 1,667 are members of notified agricultural tribes, while 461 candidates have passed the Matriculation Examination and 1,429 are Middle passed. The rest have passed the Lower Middle or Primary It is gratifying to note that the school examination. number of candidates belonging to agricultural tribes is sufficiently large in nearly all the districts of the Province, except in Lahore and Amritsar where the number is below the prescribed scale of 50 per cent. The educational standard having been raised in the case of all classes of candidates the number of Matriculates and Middle passed candidates has risen from 1,533 in 1925 to 1,890 during the year under report. This rise is shown by nearly all the districts of the Province. The percentage of Primary passed candidates has come down from 25 in last year to 22 during the year under report. These candidates have, it is presumed, passed the 5th class examination of the old grade and not the 4th class examination of the present. About 30 per cent. of the candidates have passed the Patwari School Examination. Patwari schools were opened during the year in Karnal and Rawalpindi districts only.

Assistant patwaris are practically patwari candidates, and when they are appointed as such they are not always usefully employed. Many of them are allowed to waste their time in office and it is frankly admitted in the report of Ferozepore district that they sometimes get their pay without doing anything substantial. Our new patwaris are, it is generally felt, not properly equipped for their work and the main reason for this is their lack of proper training. Assistant patwaris should be given a definite—share of a heavy circle, and before they are confirmed as patwaris, they should be further tested as is done in Gurdaspur. Their employment in office should, as far as possible, be always discouraged.

At the close of the year the total number patwaris and assistant patwaris was Patwiris. 9,556 against 9,470 last year. The increase of 86 patwaris is due to the addition of 46 patwaris in Montgomery, 22 in Multan and 20 in Attock and to the reversion of two patwaris to the canal department in There occurred 17 vacancies during the year, and 70 per cent. of then were filled up by candidates belonging to agricultural tribes. The number of appointments now held by them is 55 per cent. of the total numpatwaris and a sistant pat varis. There has been no further improvement in the pay and prospects of patwaris, except that a Provident Fund scheme will be shortly introduced. Some patwaris through the Secretary of their Union represented that the pay given to them was very inadequate, but I doubt whether this grievance is a genuine one, in view of the fact that there was nearly a cent. per cent. increase in the pay of these officials at the time of general revision of the pay of various establishments. No difficulty is being experienced in enlisting patwari candidates of requisite qualifications. Considering the present state of unemployment, the number of candidates who come forward when there are vacancies and the keen desire of old patwaris to get their sons accepted as patwari candidates, it cannot

be said that the post of patwari has ceased to be attractive, or that an average patwari gets less than his market value. Patwaris are, in many cases, not affected by the rise of prices, since they live in villages where living is cheap and where they do not want much. Considering their present scale of pay, it is often forgotten that patwaris receive a share of the fee due for mutations and are also paid for preparing extracts from their records, and fortunately this does not mean an insignificant sum in many cases especially in the eastern and central Punjab where the number of mutations to be entered is considerable, and where litigation adds to the importance of the patwari. The average number of mutations dealt with by each patwari in the Province is 76. The following figures are interesting:—

District.	No. of Patwaris.	No. of mutations entered.
Gurgaon .	379	40,605
77 1	514	53,795
Y 11 1	428	41,516
13	423	46,770
A *4	327	38,748
Ο 1	493	86,802
611.11	371	36,755
Onton	260	33,494
Montgomery	431	8,938
T mallman	254	18,211
11	294	11,561
1.1 1.	476	16,325
3.7 M . 1	348	2,288
Down Charl Khan	222	22,918

In the western Punjab the number of mutations to be dealt with is much less than that in the eastern and central Punjab as the following figures will show:—

District.		N		nutations to be
Montgomery	. • •	•••		10,211
Lyallpur	•••			15,646
Jhang			•••	4,378
Multan				17,420
Mianwali				21,087
Shahpor		***		16,099
Gurgaon	,		•••	49,918
Hoshiarpur	•••	•••	•••	62,638
Ferozepore	•••		•••	62,231
Amritear	•••	***	***	42,644
Sialkot	•••		•••	15,561

In the western Punjab, however, holdings are large and one mutation may take longer than 4 mutations in the eastern Punjab. Unfortunately kanungos and tahsildars fail to explain to patwaris how to make brief entries in the case of mutations relating to inheritance and how unnecessary it is to copy each and every word of every khata.

The number of dismissals during the year under report was 69 against 11: in the preceding year. Hissar district 3 patwaris were suspended—2 for inefficiency and one for being in league with professional thieves. Rohtak one patwari was dismissed for corruption. Ambala one patwari was dismissed for constant absence and persistent bad work. In the Loshiarpur district 3 patwaris were dismissed for absence without permission, one for en bezzlement in a Co-operative Society of which he was the Secretary and one for forgery. In Ludhiana 3 patwaris were reduced on account of bad work and dishonesty. Ferozencre 3 patwaris were dismissed for misconduct and neglect of duties. In Lahore 7 patwaris were dismissed for absence, neglect of duty or misconduct. In Gurdaspur 2 patwaris were reduced for making wrong entries in the Khasra Girdawari. In Gujranwala one patwari was dismissed for bad work. In Gujrat one patwari was dismissed for misconduct, one for sending in a false karguzari and one for long absence, while one was suspended for tampering with an entry in the Khasra Girdawari. In Shahpur 3 patwaris were dismissed for tampering with records, one for inefficiency and one for absence from his circle without permis-In Kawalpindi 3 patwaris were dismissed for bribery and neglect of duties. In Vontgomery 5 partwaris were dismissed for neglect of duty. In Lyallpur 2 patwaris were dismissed for bribery and neglect of duty. In Jhang 2 patwaris were dismissed for misconduct. patwaris were dismissed for dishonesty. Jong absence and neglect of duty.

This is all that the district reports say with regard to the conduct of patwaris, and though they do not disclose any other serious complaints against them, it is not safe to conclude that their conduct, as far as their relations with the public are concerned, was all that could be desired. It is difficult to induce an average patwari to enter up a mutation unless he is paid for it, and in some places patwaris are known to charge a fixed percentage on the amount of the consideration of the transaction to which a mutation relates. The editor of a vernacular newspaper once complained that he could not, in spite of his efforts, find out from the patwari any information about the fields he owned. The patwari tries to figure in most of the land suits of his circle, and even lawyers fail to understand or to explain to their clients that in most cases copies from records are all that is re-For extracts from revenue records patwaris are in many cases able to extort large sums of money, for a Punjabee litigant will pay anything to be able to start his case, while the kharaba in the tracts under fluctuating assessments offers temptations to a patwari which he cannot resist. In several districts of the Province patwaris have been usurping the functions of a registering officer, and this has proved another source of illegitimate income to them. Long notes are entered in the village diary to contain statements of parties to a transaction, all the conditions are given, thumb marks of parties are affixed to the entry male, and then a mutation is entered up. Illiterate persons are som :times duped, and the patwari is able to testify to the conditions as entered by him. Paragraph 79 of Standing Order No. 15 requires the patwari to note "any fact relating to the land or its revenue or rent, especially reported to the patwari by a person interested therein, with a request that it be entered in his diary, or which the patwari may think of importance." Patwaris have been taking advantage of this and making long entries in their diaries. In the Ferozepore district steps are being taken to check this abuse, but in other districts officers do not appear to have taken any action. Unless revenue officers do their inspection of patwaris' and kanungos' work as laid down in paragraphs 58 of Standing Order No. 12 and 5 of Standing Order No. 13, such abuses cannot be brought to light and stopped.

Mere transfer of patwaris as a punishment for inefficiency or carelessness should be discouraged. Upon the local knowledge possessed by these officers depends to a gre at extent their usefulness, and fines, reduction and dism issal are the only modes sanctioned by the rules under the Land Revenue Act for dealing with such cases. These methods should be used with caution. Patwaris will work well when supervision is careful and constant, and not otherwise. If tahsildars and kanungos to their duty in this respect, patwaris will be found efficient. The method

of leaving patwaris to themselves for the greater part of the year, and then punishing a number on the report of the tahsildar or the kanungo when the fault really lies in the imperfect supervision of their superior officers, is much to be deprecated; it is both unjust and ineffectual. Nothing but close and cautious supervision will keep patwaris efficient. Revenue records as well as zamindars must suffer in a district in which an impression goes abroad that the knowledge possessed by the supervising officers of a patwari, including the Revenue Assistant and the Sub-Divisional Officer, is not sufficient to enable them to supervise their work efficiently.

There are 9,556 patwaris and assistant patwaris in the Province. Lighteen of them were Fromotion of patwaris. promoted to kanungos. Two were appointed Wasil Baqi Nawis, one was promoted to Siah Nawis, two were made Inspectors of consolidation of holdings, 2 were appointed village guides, and eleven got appiontments on the district establishment. In addition to these, ten more patwaris got promotion to superior appointments, the posts to which they were appointed have not, however been mentioned in the district reports. The total number of patwaris promoted during the year is 46 as against 44 during the preceding year. Field kanungos and office kanungos are now often allowed extension of service after they have attained the age of 55, and this may be the reason why only 18 patwaris were able to obtain the post of The contraction of settlements has also reduced the number of kanungos to be appointed. There is no desire in any district to overlook the claims of patwaris to the post of kanungo. That they make much better kanungos than the "direct candidate" is admitted by all. There is, however, a tendency among district office clerks to prevent the appointment of patwaris to the post of Tahsil Wasil Baqi Nawis and Siah Nawis and it is necessary for tabsildars and revenue assistants to press the claims of good patwaris to such posts. Patwaris have proved successful as judicial moharries to tahsildars, as ahlmads in revenue courts and as revenue moharrirs in the sadar kanungo's office, and their claims should be recognized in such cases as well.

There is a general complaint that patwaris are not so efficient as they used to be in the past. To some

extent such a complaint may be due to the human weakness which ascribes more to the glamour of the past than is due to it, but there is also some truth in the allegation so constantly made. Old patwaris were more hard working than their brethren working in their place now; they were less liable to transfer, they were used to a hardier life their kanungos and other superior officers knew more of their work than they do now and they were consequently expected to come up to a higher standard. The middle passed boy of today does not compare very favourably with the middle passed boy of the past as far as general physique and knowledge of the vern cular are concerned and the patwari candidate is not so well equipped for his work now as he used to be in days when physical comforts could be more easily avoided. Patwaris are sometimes posted to circles close to their bome. This is, to a large extent, responsible for the fact that patwarkhanas soon get out of repair. Patwaris are often absent from their circles, their time is wasted in going home and coming back, their proper work is neglected, things are done in a hurry and the records get out of date. Unless revenue assistants try to know more about patwaris than they do at present, and unless steps are taken to record the knowledge obtained by each officer for his successor's guidance, this evil will continue to exist. Ample provision is made for rewards to patwaris every year, but as pointed out by the Commissioner of Rawalpindi, Deputy Commissioners appear rather chary of granting rewards. This is surely a mistake. Punishments are fairly frequent and rewards also should be freely given. These rewards are for their ordinary -work in districts not under settlement.

Government is 2,346 against 2,32) last year. The slight increase in the number of such patwarkhanas is due to the fact that in certain districts the Deputy Commissioners have been able to reclaim a certain number which were previously thought to be unserviceable. The amount spent during the year on repairs was Rs. 17,500. In addition to this a sum of Rs. 20,000 for the construction of 40 new patwarkhanas in the Nili Bar colony, Montgomery district, was sanctioned during the year under report and the required amount has been placed at

the disposal of the Colonization Officer. The latter has been asked to report the names of patwarkhanas when built, for inclusion in the list " of patwarkhanas in good condition" maintained in my office. The expenditure of Rs. 25,000 annually sanctioned for the purpose is confined to repairs only, but in exceptional cases a portion of the amount was spent on the construction of new patwarkhanas with the special sanction of the Financial Commissioner. Under the existing rules a patwari is required to keep his patwarkhana in a proper state of repair, and it is generally forgotton that where a patwarkhana exists, the patwari must live in it with his family and keep it in repair. It is only where the repairs to be carried out to a patwarkhana are of a special nature, and their execution is beyond the patwari's capacity that the Government is responsible for repairs. Revenue Officers should not allow such buildings to be neglected and during their tour they should invariably be visited. The co-operation of zamindars in this matter can be usefully There are not many cases in which patwaris are unable to make their own arrangements for housing themselves, except in the hilly and riverain tracts of the Province. The rent which patwaris have sometimes to pay in towns is sometimes more than they can afford to pay. Revenue Officers should be required to give reasonable help to patwaris in enabling them to secure a house for their residence and their office work.

Reference was made in the last year's report to the proposal to provide for the repairs of patwarkhanas in the Kangra district. Inquiries made show that the patwari's share of the forest income was resumed by Government, and the proposal had accordingly to be dropped. Unfortunately there was no record of this in the sadar kanungo's office.

7. The total expenditure on the pat wari establishment dur
| Cost of patwari | establishment. |
| Stablishment | establishment |
| Stablishment | establishment |
| Stablishment | establishment |
| Stablishment |
| Stablishmen

8. The total number of candidates at the close of the year was 337 or 48 per cent. of the total Kanungo candidates. number of kanungos, which is a little lessthan the prescribed maximum of 50 per cent. of the number of kanungos. The number of cardidates is less than the prescribed scale in the districts of Hissar. Rohtak, Karnal, Kangra, Ferozepore, Lahore, Amritsar, Sialkot, Sheikhupura, Gujrat, Shahpur, Jhelum, Rawalpindi, Attock, Lyallpur and Multan. whereas the districts of Simla, Ludhiana, Gujranwala, Mianwali, Montgomery, Jhang and Muzaffargarh it exceeds the prescribed scale. The heavy excess in the number of candidates in Simla is, as stated in last year's report, due to the fact that the Deputy Commissioner has also to keep a reserve for the requirements of the neighbouring hill states, while the Financial Commissioner has sanctioned larger number for Mianwali. The excess in the remaining districts should be reduced to the number permitted by the rules. The number of candidates accepted during the year from among patwaris is less than two-thirds of the total number of candidates in the districts of Rohtak, Gurgaon and Jhelum. In these districts the vacancies occurring on register of kanungo candidates should be given to patwaris till the required proportion is reached.

The educational qualifications of kanungo candidates during the last 7 years are shown in the following statement:—

			Acce	PTED PROP		
Year		Direct candidates.	No. who have passed the old Entrance or present. Matric.	No. who have passed the Middle School Examination.	No. who presess lower educa- tional qualifi- cations.	Total.
1921-2 2		121	5	194	20	219
1922-23		190	ક	190	24	217
1923-24		134	11	1:2	22	218
1924-26		135	18	159	19	190
1925-26		120	23	171	10	20
1926-27		127	21	174	6	201
1927-28		126	25	180	6	211

Two hundred and thirty-three or nearly seventy percent. of the total number of candidates belong to agricultural

Seventy-nine new candidates were accepted during the year, of which fifty, i.e., nearly two-thirds were patwaris. Of this number, thirty-two were Hindus, 46 Mohammadans and I from others. Of the seventy-nine candidates accepted during the year, three men -2 in Ambala and 1 in Montgomery—who were not patwaris possessed educational qualifications lower than the Middle standard. The Deputy Commissioners have not stated whether the Financial Commissioner's sanction for their acceptance was duly obtained. Some of the kanungo candidates have been found to be inefficient, and the experience of most of the revenue officers working in the Punjab is that kanungos make the weakest link in the revenue chain. This may partly at least be due to want of proper care in selecting the best men. It is necessary for the revenue assistant and even the Deputy Commissioner to know such candidates and their work personally. Candidates are not generally interviewed by Deputy Commissioners, while assistants do not sometimes know their work personally. In one district candidates were selected by making lists of younger men at sadar. Paragraph 11 of Standing Order No. 13 requires the inspecting officer to note for record or promotion if he comes across an exceptionally good patwari. This has seldom been done, while the knowledge obtained by a Revenue officer working in a district is lost when he leaves the district, there being no rules requiring him to leave a separate record of what he knows about the patwaris and kanungos of the district. In connection with the educational qualifications of kanungo candidates it may be pointed out that candidates who have done well in the vernacular Final Examination are in most cases much better equipped for vernecular work than those who obtain pass marks in the Matriculation or the School Final Examination. The knowledge of vernacular which men of this class possess is poor, and their grounding in Arithmetic and General Knowledge is not at all as thorough as that of those who have done the Vernacular Final. It is hoped by enlisting candidates who have passed the Intermediate Examination we shall be able to secure a better type of men for the post of kanungo, and there should be no difficulty in taking F. A. passed candidates since the pay and prospects of the post of kanungo are sufficient to attract such men especially when so many Intermediate colleges have come to exist in the Province.

The total number of kanungos on the district establishment was 697 at the end of Kanungos. the year, as compared with 711 last year. The decrease of 14 kanungos is due to the reversion of 16 canal kanungos working in Hissar, Rohtak and Karnal to the canal department, and to the addition of two kanungos in Attock. Thirty-nine vacancies occurred in the kanungo staff and were filled up by kanungos working in settlement whose names were borne on the list of basic kanungos. Fourteen kanungos were promoted to naibtabsildarship or other higher appointments, as compared with 10, 6.6 and 4 in the preceding four years respectively. Not a single kanungo was promoted to any higher appoint. ment in the majority of the districts. It is hoped that in these districts the claims of kanungos were duly considered in enlisting naib-tahsilder candidates, and making other appointments for which they are The reasons why more kanungos are able to obtain higher posts are not difficult to discover. Kanungos are, at present at least, looked upon, as stat d elsewhere, as the weakest link in the revenue chain. This may partly be possibly due to the selection of undesirable men at the beginning. Kanungos waste their time in dancing attendance upon tahsildars and naib-tahsildars, they are generally too weak to report slackness and bad work of patwaris to their superior officers, while the increase of miscellaneous work to be done by them during recent years has kept them from giving more time to their proper work.

The work of the following number of kanungos was inspected by Assistant Collectors, first grade:—

~~~~				•	
Hissa		•••			6
Rohta	k				14
Karna					12
Amba			•••	***	18
	dur	•	•••		18
	ana	••			15
Lahor					14
	tsar	•••	•••		9
	ot	***	***		12
		***	•••	•••	2
	nwala	•••	• •.	•••	6
	ıt	•••	• • •		17
	our	***	• • •	•••	
	m	•••	•••	•••	10
	gomer <b>y</b>	•••		•••	]
Jhang	ž ···	•••	•••	***	18
Muza	ffargarh	•••	***	***	12

Some inspections were also made in the districts of Simla, Mianwali and Dera Ghazi Khan, but the number of kanungos inspected has not been given in the district reports. No inspections appear to have been made in the remaining districts. Paragraphs 5-11 of Standing Order No. 13 contain important instructions about the inspection of kanungos by Assistant Collectors, 1st grade. The work of all the kanungos is required to be inspected once a year, and detailed notes are to be recorded by inspecting officers. Even where inspections were done during the year, the rules were not observed. In most cases nothing was done, except writing yes or no opposite each question in the prescribed form, the work done by them was never done over again to test their supervision, proper reports were seldom drawn up for submission to the Collector, no figures were given to show exactly what work was tested, unfavourable reports were not shown to kanungos, names of good patwaris were not noted for reward or promotion and the reports prescribed in paragraphs 13 and 14 of Standing Order No. 13 were not submitted at all. In all probability Collectors are not aware of the necessity of such reports, otherwise they would have called for them. As pointed out by the Deputy Commissione of Hoshiarpur, kanungos and patwaris, if not properly supervised from the commencement of their service, acquire bad habits which it is later difficult to eradicate, and it has been found by experience in most districts that field kanungos are generally not upto their work, and their slackness has not been without its effect upon patwaris. In the Hoshiarpur district inspection of field kanungos has yielded fruitful results, and if inspections are made, as required by the rules, in other places as well, it will be possible to frighten the idle or inefficient and to "stimulate interest in those who are anxious to learn, but are in fact' carrying on empirically ". The posts of office kanungo and assistant sadar kanungo are unpopular in nearly all the districts of the Province. To find out how to get over the difficulty which undoubtedly exists, Deputy Commissioners were addressed to suggest a remedy, their reports are being received and I hope to submit my proposals shortly.

10. The total number of days spent by district kanun
Bistrict Kanungos.

gos on tour during the year was 4,279
against 3,819 last year. Touring in
Sheikhupura, Shahpur and Attock was

sufficient. The short touring in Shahpur is said to be due to the heaviness of the office work of the sadar kanungo's office, which keeps him at sadar longer than is the case in all other He failed to inspect every talsil office twice a year. For the deterioration of land record work which has been roticed by all concerned during recent years the sadar kanungo must also be held responsible. Several sadar kanungos in the Province are not of the right stamp, many of them have not been properly guided and driven, their notes have not always been read with care and they have not been made to test the work which the field kanungos have already tested. It is not always borne in mind that the proper function of a adar kanungo is the supervision and instruction of field kanungos and the checking of their work with a view to correcting and removing errors and defects of procedure. Without proper guidance and control the sadar kanungo is apt to degenerate into an extra field karungo. When this is the case the supervising officers are also to blame. It is stated in some reports that the prospects of a sadar karungo are too poor to create an incentive to good work, but where the sadar kanungo is really a well-educated man of natural ability and sufficient acquired exterience, the Deputy Commissioner should, as pointed out by the Commissioner of Rawalpindi, be a little more willing to recommend him for promotion to tahsildar. ship. The problem will then be solved.

11. Settlement operations came to a close in the districts of Jhang, Attock, Sheikhupura, Gujrat, Mianwali and riversin area of the Lyallpur district, and were in progress in Okara and Kamalia Ilaqa of the Montgomery tahsil. Colony operations also continued in the Montgomery and Multan districts. At the close of the year 91 kanungos were employed in settlements. Of these, 75 were such whose names were borne on the list of basic kanungos and the remaining 16 were kanungo candidates whose names were borne on the list of kanungo candidates maintained in my office. No complaint was received against any kanungo working in settlements or in the Nili Bar colony.

(wing to the contraction of settlement operations the training of all kanungo candidates accepted under paragraph 2 (2) of Starding Order 19 in a settlement cannot be arranged, and it has, therefore, been decided to give them training in

practical land record work in their home districts by making them work as patwaris for at least 2 years. The question of payment of subsistence allowance to them is under consideration.

12. The records of rights are generally reported to be in a satisfactory condition in most districts. It is lamentable to find that the settlement records of rights prepared in the Attock district have been found to be full of errors. In Gurgaon, Karnal, Ambala, Gurdaspur, Sialkot, Gujranwala, Rawalpindi and Attock a special staff was engaged to copy the old records damaged by white-ants and other insects. Copying work is in progress in nearly all these districts. A peculiar book worm has appeared in the Ludhiana record room and the Assistant Entomologist has inspected the damaged records and taken samples of the insects. In Gurgaon the old records were, as advised by the Government Entomologist, exposed to air and sun, occasionally dusted and put into bastas. The Deputy Commissioner states that the records which had been put in lastas in 1921 have 1863escaped the attack of the insect. In Karnal the use of Neem leaves has proved useful. In Ambala, in addition to the use of Neem leaves, Cyanide has been tried in powder form with success. In the Gurdaspur district the situation is very serious The record room is congested with records, records are piled in rows behind the front rows, the corners are dark and the bastas are heavier than in most districts. A good deal of damage is being done, and the white-ants are still at work in the record room. The only effective solution is the erection of another record room, and though a proposal was made several years ago to add another room nothing has been done yet. I have already suggested in my note that precautions should be taken before another record room is built. The Government Entomologist has sent a copy of his note containing general instructions for checking the attack of these insects, and a copy of these instructions is being sent to all Deputy Commissioners and Settlement Officers in the Punjab for information and guidance. The question of preservation of revenue records in a proper condition will, before long, become a serious one, since the Sialkoti paper, which was used in the past for records, is being damaged by a peculiar kind of book worm, and because in some districts at least the appearance of whiteants owing to congestion threatens to cause further damage.

The number of jamabandis prepared this year was 9,958 against 9,432 last year. On the Annual Records. whole they were filed punctually and were duly attested by kanungos, tahsildars and naib-In Gujranwala district as many as 102 jamabandis were not filed by the due date. The Deputy Commissioner has not given any explanation for that. preparation of jamabandis and their checking by field kanungos and revenue officers, though reported to be satisfactory on the whole, leaves a good deal to be desired still. Paragraph 35 of Standing Order 23 contains instructions about the preliminary attestation of the old jamabandis to be done by patwaris and kanungos during the winter. Very little is done by patwaris and kanungos on this occasion, with the result that when they attest the new jamabandis in July and August, numerous mistakes are brought to light. Naib-tahsildars and tahsildars do not take any notice of this. Paragraph 37 of Standing Order 23 requires tabsildars and naib tabsildars to visit the estates under quadrennial attestation before the 15th June. They do not always do this, and the abstracts of diaries received at Sadar do not enable the Deputy Commissioner and the revenue assistant to see if they carry out the instructions laid down, but at their tabil inspections they should scrutinize the diaries and see that the work is done on proper lines.

Previously quarterly business returns did not show the amount of inspection of girdawari done by revenue officers. The form now prescribed gives the required information, and this has enabled the controlling officers to check the work done in tahsils, and a great improvement has been effected. During the girdawari days, at least, flying visits to places near the headquarters should be discouraged, and the Deputy Commissioner as well as the revenue assistant should see that inspections are not confined to places near the roads and resthouses. Junior Secretary to Financial Commissioner's letter No. 2012-R., dated 27th September 1927, contains important instuctions about attestation of such jamabandis. Tahsildars, and naib-tahsildars did not always carry out these instructions especially in Dera Ghazi Khan and Gujrat districts, and it is not known why this was allowed to be done. Unless tabsildars and naib-tabsildars arrange their tour properly and supervise the arrangement made for preparation of new jamabandis from the beginning. they cannot stimulate the required interest in their subordinates. The girdawari work seems to have received due attention by revenue officers in most districts. Instructions laid down in paragraphs 32—40 of Standing Order 23 were carried out by revenue officers, kanungos and patwaris in most districts. Tatima shajras were also checked on the spot by tahsil revenue officers who have begun to take interest in this work. The following districts show a good outturn:—

		NUMBER OF VILLAGES.							
Districte.		Inspection of girdswari by Tabail officers.	Check by Revenue Assistant and Collector						
Kangra		1,588	215						
Gurdaspur		1,469	231						
Montromery		1,452	162						
Multan		1,7(8	274						
Muzaffarga: h		2,009	177						
Dera Ghazi Khan		1,270	123						

Checking of girdawari was inadequate in the districts of Ludhiana, Lahore, Amritsar, Jhelum, Rawalpindi, Attock and Lyallpur, but in other districts it is improving gradually.

14. The number of mutations left over for disposal from last year was 120,5:7, while 719,489 mutations were instituted during the year under report. The total number for disposals was thus 840,016 which shows a decrease of 29,409 as compared with last year. The number of mutations that had to be dealt with by revenue officers was, as usual, very large in the districts shown in the margin. It is satisfactory

Hosh isrpur. Gurgao:. Jullurdur. Ferozep re. Amritese. to note that in most of these districts disposals kept pace with the institutions. The figures for the Dera Ghazi Khan district include a large number of mutations rejected, and I was surprised

to find that such orders had been passed even in cases of inheritance, and that the jamabandis were full of names of persons who had long been in the grave, the alleged reason for this being the absence of parties. There is a tendency to reject mutations when they become old so as to avoid showing arrears in the quarterly returns, and the number of cases

on which time is wasted must be considerable in the Pro-An impression prevails in some districts that parties should be left to themselves to get wrong orders put right. The inspections recently done will, it is hoped, remove this impression, and it will be recognized that Government is as much interested in the accuracy of records as the parties themselves, for Government must know to whom to look for payment of revenue, and the registers kept by it must be complete and up to date. Resides the parties concerned are, in many cases, simple zemindars living in remote villages where there is no hakim except the patwari, and we should not add to their difficulties. A good deal of mutation work has to be done by inexperienced officers whose knowledge of law and procedure is by no means perfect. It has, therefore, been laid down that the mutation work of a tabsil should be periodically overhauled so that our jamabandis may be correct and up to date. I have tried to scrutinize the figures of mutations checked on such occasions by Collectors and their assistants and to impress upon all concerned the necessity of such overhauling. The figures of some mutations as shown in the quarterly business returns now show a great improvement, and I hope this will be maintained.

The village, circle, and abstract village note books are said to be complete and upto-Note Books. Observations were recorded in the abstract village note books by Collectors or their districts of Hissar, Gurgaon, Karnal assistants in the Hoshiarpur, Jullundur, Ludhiana, Amritsar. Ambala. Sheikhupura, Shahpur, Multan and Dera Ghazi Khan. none of the remaining districts were any observations recorded, and this is not very satisfactory, as it was desired that when the Deputy Commissioner or any of his assistants were in camp, they would take with them the abstract note books of each assessment circle in which they were touring and consider the statistics of each village while marching through it, the ideal to be aimed at being the maintenance of a continuous revenue history of each estate to which the Deputy Commissioner of the day and the Settlement Officer of the future could refer with confidence. It is hopep paragraphs 406 and 407 of the Land Administration Manual will be carefully read, and the instructions laid down thereinfollowed in future.

16. There were 10,959 cases for disposal during the year, of which 7,809 were decided, leaving a balance of 3,150 at the close of year. The number of cases for disposal and the number of

year. those decided during the last No. for dis- No. decided. is shown in the five years posal. 11,781 1923-24 ... 8.054 number left margin. The 7,909 1924-25 .. 11,180 undecided at the close of the 1925-26 ... 7,568 10,753 7.3 6 1926-27 ... year is heaviest in Hissar. 10,220 7,301 10.959 Hoshiarpur (235).

Gujranwala (185), Mianwali (225), and Dera Ghazi Khan (170). Efforts should be made to reduce the arrears.

Partition cases are sometimes kept pending longer than is necessary and they do not always receive the attention which they should do. This work should never be left to muharrirs, and it is for the Collectors to see that the procedure laid down in Standing Order 27 is followed by their subordinates. In cases in which the shar holders are numerous, or which are likely to present any difficulty, the first hearing does not always take place in or near the village in which the land is situated. Where a question of title is involved the procedure laid down in paragraph 8 of Standing Order 27 is not always followed. I doubt if many officers refer to the instructions laid down in Standing Order 27 as often as they ought to do.

- 17. Survey marks were regularly inspected by tahsildars and naib-tahsildars on the spot. Survey marks. Most of the survey pillars which were inneed of repairs were duly repaired during the year. trijunction pillars could be repaired in Lodhran. Mailsi and Shujabad tahsils of the Multan district. tahsils are under killabandi operations. The work of repairs of the pillars in these Ilaqas will be undertaken after the killabandi operations are completed. Three hundred and twenty-six stone pillars were erected on the boundary line of Bahawalpur state and Multan' district and the rest are in progress.
- 18. The work of preparation of the statistical portion of the district gazetteer which was being revised and brought up to date has been suspended under the orders of Government till the new census takes place.

19. Those who have had something to do with the land record work of the Province during Other matters. the last 20 years generally agree that there is a deterioration in the standard of our land record work. It is not necessary to go into the causes which have led to the creation of this state of things, or of the belief which exists at present. The inspections which have been done during the last ten years leave no doubt that the quality of our work has been adversely affected since the war and the days of the political agitation which has diverted the attention of supervising officers to other fields of District officers can undoubtedly effort to improve the present state of things and without sacrificing their other work they can something themselves to create the normal effect of supervision which has been lacking for some years. abstracts of diaries submitted by tabsildars and naibtahsildars every fortnight can be examined to see that the tahsil officers are doing their work properly. can take steps to see that the tours of their assistants are systematic. Villages whose circumstances are precarious should be visited and reports referred to in paragraph 10 of Standing Order 13 should be called for. The importance of revenue records should be recognized. Their purpose is not only statistical, but also subidiary to a just and liberal revenue policy. The arrangements for the annual testing records should be scrutinized. The each field kanungo is required to be thoroughly tested at least once a year, and this should be insisted upon. referred to in paragraphs 13 and 14 of Standin: Order 13 should be called for. As laid down in paragraph 381 of the Land Administration Manual, the mutation work of a tahsil should be overhauled at each inspection. No patwari and kanungo candidate should be entered in the register, except after the Collector has seen and examined him himself. In appointing patwaris the instructions contained in paragraph 287 of the Land Administration Manual should be borne in mind. No particular class of men should be allowed to absorb too many patwarships. A proper training of patwari candidates is very important, and the Collectors should see that this is actually done. In cases of proposed transfers of patwaris they should see that patwaris are not posted to circles in which they or their relatives are employed in money lending or are owners of land. It is unfortunate that the sadar kanungo is not always a well educated man

of good natural ability and sufficient acquired experience. His diary should be examined to see that kanungos are being properly supervised, and that bad work is duly reported. His office should be inspected twice a year. Such inspections give to the inspecting officer an insight into the nature of the work done by subordinates. There is no reason why Collectors should not check the girdawari and attest a few jamabandis to see how others do their work. When the Deputy Commissioner or any trained Assistant Commissioner goes on tour he should take with him the volumes of district note books belonging to the tract to be visited and should constantly refer to them. These are some of the points which should claim the attention of Collectors, and those who attend to them will find that they will thereby know more of their district than they will or can otherwise do. It is the revenue officer doing his work as it ought to be done who can be said to be in intimate touch with the people of his tract. It is gratifying to note that some signs of improvement are distinctly visible. The number of villages in which girdawari was checked by Collectors and Revenue Assistants has gone up from 3,951 in 1925-26 to 5,580 during the year under report, while the number of jamabandis checked by was 2,351, as compared with 1,475 in Similarly the checking done by tahsildars and naib-tahsildars also shows some improvement, and there is every hope that if proper supervision is exercised, the land records prepared in the Punjab will be restored to their old standard of accuracy.

ARJAN DAS,

The 7th December 1928.

Director of Land Records, Punjab.

Form No. 1.

STATEMENT SHO VING THE TOTAL NUMBER OF KANUNGOS, PATWARIS, AND ASSISTANT PATWARIS AND THE ANNUAL EXPENDITURE ON PATWARI ESTABLISHMENT FOR THE YEAR ENDING 30TH SEPTEMBER 1928.

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	1
			kannngra.	PA		AND ASSIS.	STANT	promot- rehip or ments.	promot- or ather	An	NUAL BXI		S ON TH SHEENT.	e Patwabi		
Division.	Serial No.	Vistrict.	Total number of kan	Total number.	Belonging to agricul- tural tribes.	Matriculation or School Final or examination.	frimary ex.	Number of kanungos promo ed to Naib-Tahaildership other uigher appointments.	Number of patwaris ed to Kauungoship chigher appointments.	Salaries of Patwaria.	Patwari schools.	Survey equipments.	(instuities.	Other charees.	Total cost.	KEMABES.
JULIUN- ARBALA.	1 2 3 4 5 6 7 8 9	Hissar Robtak Gorgaon Karnal Ambala Simia Kapgra Hoshiarpur Julurdur Ludhiana	24 28 25 26 2 30 32 26 21	377 415 379 419 402 9 367 514 428 307	207 299 278 224 200 9 802 360 245 152	176 246 229 247 262 1 211 379 247	201 169 150 172 140 9 156 135 181 87	 2  1 1	2 1 3 3  1	Rs.  97.723 1.08,779 1.02,366 1.02,367 1.03,677 2,631 98,967 1,33,350 1,12,788 81,123	Rs 456 45	Rs. 310 748 198 324 252	Rs. 560 967 2,760 100 800 700 1,520 400 2,160	Rs. 4,989 4,996 4,782 7,250 5,205 547 1,606 9,085 2,867	Rs.  1.03,582 1,14,785 1,10.666 1,14,571 1,14,006 3,078 1,10,525 1,15,859 87,743	1

22

Lanore.	12 13 14 15 16 17	Lahore Amritaar Gurdespur Salkot Gujranwala Sheikhupura	20 21 28 24 23 19	270 927 493 371 299 255	93 149 230 192 57 117	157 189 286 194 152 140	113 138 207 177 147 115	*** *** *** 	2 1 1	70,887 86,187 1,29,277 95,775 76,975 66,165	   	234 - 1,987 112 266 2	200 400 6°0 400 120	2,512 8,079 2,74 2,684 4,653 1,169	73,633 89,416 1,34,405 99.25 92,294 67,498	
RAWALPIPDI.	18 19 20 21 22 23	Gujrat Shahpur Jhelum Rawalpindi Attock Misnwali	20 24 17 19 21 24	260 298 221 231 249 217	138 126 132 190 138 115	130 124 87 67 130 108	180 174 184 164 119 109	   1	1 1 2 3 	68,858 77,963 56,343 60,758 63,470 56 <b>2</b> 98	 595 	 119 	2,510 900 1,500 200 160 1,140	2,679 8,229 2,697 2,797 1,507 4,701	73,442 82,092 60,530 6 i 469 65,137 61,139	•
MULTAR.	24 25 26 27 28 29	Montgomery Lyalipur Jhang Multan Muzaffargarh Dera Ghazi Khan.	27 21 23 42 54 22	431 254 294 476 848 222	217 111 125 237 208 156	248 175 205 321 173 84	185 79 89 155 175 188	 2 2 2	2 3 3 2 4	1,04,739 63,333 75,513 1,16,528 91,299 54,826	23   	1,685  \$86 58 182	130 920 660 285 1 360 720	1,793 1,112 1,124 8,124 8,195 4,109 2,358	1 63 320 65,365 79,297 1,21,494 96,826 58,086	
		Total	697	9,556	5,262	5,404	4,152	14	46	24,73,078	1,119	7,017	24,025	1,11,752	26,16,991	

Form No. 11.
STATEMENT SHOWING THE WORKING OF LAND RECORD AGENCY DURING THE YEAR ENDING; 30TH SEPTEMBER 1928.

	:	୍ର ଜଣା				,				1					
1	2	8	4	5	6	7	8	9	10	11	12	13	14	15	16
			:	МυτΔ	TIONS.	PARTI	TION.	JAMAB	ANDIS.	CBOP IN	SPECTIONS.	DISTRI	CT KAN Work.	писо'я	
Division	Serial No.	District.	Number of villages,	Number for disposul.	Number attested.	Number for d spessl.	Number decided.	Number prepared.	Num'er et ecked by Cell eter or Assistant Collector, I Grade.	Number of villages checked by Tahsil	Number of villages check- ed by collector or Assicant Collector, I Grade.	Number of days spent	Number of field Kanun- go's circles inspected.	Number of Tab.il Offices inspected.	RBMABES.
AMBALA.	1 2 3 4 5 6	Hisser Rohtsk Gurgaon Karnal Ambala Simla	1,08 778 1,466 1,466 1,801 281	22,955 22,5; 6 49,978 19,837 34.718 1,147	19,246 20,053 44,637 17,329 29,068 1,070	406 268 170 154 280 21	171 177 116 1 3 213 21	289 184 348 345 457 51	25 93 88 63 89 3	937 825 711 875 990 89	147 263 379 284 155	152 194 151 127 121 194	17 17 19 12 18	10 8 12 10 10	•
JULIUNDUR.	7 8 9 10 11	Kangra Hoshiarpur Jullundur Ludbiana' Forozepore	718 2,179 1,316 900 1,595	36,836 62,698 46,247 33,212 62,231	33,388 51,9n3 89,525 25,709 49,420	850 650 711 403 418	709 469 596 369 350	1,786 559 283 223 406	19 <b>8</b> 192 78 103 59	1,588 1,076 939 515 943	215 312 147 188 159	193 145 212 156 160	21 24 18 15 20	12 8 8 6 8	

LAHORE.	12 13 14 15 16 17	Lahore Amritsar Gurduspur Sielkot Gujranwala Steikhupura	•••	1,199 1,079 2,363 2,245 1,260 1,107	22,828 42,614 41,°51 45,561 16,220 12,663	19.664 35,7±0 85.207 39.910 13.460 11,897	250 419 297 265 613 275	152 3:1 1 9 13: 4:25 184	299 263 660 538 324 274	105 166 126 135 51 61	759 592 1,4·9 1,011 597 678	149 177 231 498 142 71	158 180 171 158 181 99	14 15 21 17 19 13	6 6 8 5 5	
RAWALPINDI,	18 19 20 21 22 23	Gujrat Sbahpur Jhelum Rawalpindi Attock Mianwali	*** *** *** ***	1,532 1,069 954 1,174 673 441	36,841 16,099 21,458 28,564 27,274 21,087	80,836 14,765 23,385 25,491 23,785 18,785	302 843 271 253 405 660	204 235 225 189 274 435	403 251 218 332 78 91	51 118 138 89  65	905 956 562 535 557 731	273 212 183 117 182 128	179 76 103 161 98 125	26 21 11 12 14 9	6 8 8 8	
Moltsn.	24 25 26 27 25 29	Montgomery Lyalipur Lyalipur Jang Multan Muzaffargarh D. G. Khan	   	2,037 1,152 1,017 1,817 944 841	10,211 15,646 14,378 17,420 26,118 28,128	9,343 13,902 10,844 15,877 21,609 22,487	172 110 367 268 763 491	140 70 275 188 611 261	101 287 264 220 214 209	12 25 17 70 68 60	1,452 727 8.3 1,768 2,609 1,270	162 192 141 274 177 123	125 136 110 135 146 183	15 17 23 ,9 15	7 4 6 12 6 8	
		Total	•••	86,357	8,40,016	7,23,385	10,974	7,869	9,958	2,351	27,1(8	5,680	4,279	462	217	

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