

NEW SERIES No. 31.

SELECTIONS FROM THE RECORDS

OF THE OFFICE OF THE

H-10(40)

FINANCIAL COMMISSIONERS, PUNJAB.

Published by Authority.

No. 56.

CONTENTS.

No. LXXXV.—Patwarkhanas.

1918

15384



10(40)
918
5584

Lahore :

PRINTED BY THE SUPERINTENDENT, GOVERNMENT PRINTING, PUNJAB.

1918.

NEW SERIES No. 31.

SELECTIONS FROM THE RECORDS

OF THE OFFICE OF THE

FINANCIAL COMMISSIONERS, PUNJAB.

Published by Authority.

No. 56.

CONTENTS.

No. LXXXV.—Patwarkhanas.



Lahore :

PRINTED BY THE SUPERINTENDENT, GOVERNMENT PRINTING, PUNJAB.

1918.

NEW SERIES No. 01.

SELECTIONS FROM THE RECORDS

OF THE OFFICE OF THE

FINANCIAL COMMISSIONERS, PUNJAB.

Published by Authority.

No. 66.

CONTENTS.

No. 18887-18888.



Lahore :

Printed at the Government Printing Press, Punjab.
1913.

PATWARKHANAS.

Note, dated 4th June 1895, by W. M. YOUNG, Esq., I.C.S., Financial Commissioner, Punjab.

1. The origin and history of *patwarkhanas* in the Punjab have never been recorded in detail and the orders passed on the subject from time to time have been somewhat conflicting. It seems desirable therefore to put together an account of the subject, and explain the principles which the Financial Commissioners have adopted as a basis for the treatment of cases which may arise in future.

2. The idea of *patwarkhanas* was started by Mr. E. A. Prinsep, Settlement Commissioner, in 1864. Paragraphs 1 to 9 of his No. 91, dated 1st March 1864, to the Financial Commissioner, explain the scheme and are given *in extenso* (Appendix I). This letter was printed by Mr. Prinsep and circulated for the guidance of Settlement Officers, though no formal orders seem to have been passed upon it by the Financial Commissioner.

3. The plan was first introduced in the Sialkot District and was taken up by the Commissioner of the Amritsar Division, which then comprised the districts of Amritsar, Sialkot and Gurdaspur. It appears that under Mr. Prinsep's auspices the *patwarkhanas* were built by the people. The intention was that the Patwari should reside in the *patwarkhana* with his family, or in some adjoining building, using the *patwarkhana* as his office. Mr. Prinsep did not state very clearly which he intended. His principal object was to provide a settled habitation for the Patwari, and he insisted on his residing in or near to this, within his circle. In one place he says: "I think where Patwari's circles have once been formed on some careful and systematic principle, there a building called *patwarkhana* should be constructed, and there he and his family should be made to reside." And in another: "They should be made to build or buy a house, and to do work in the building attached, which should be the *patwarkhana*." Thus the author of the scheme leaves us in doubt whether he meant the *patwarkhana* to be a combined house and office for the Patwari, or only an office. It is, however, quite certain that he got the people to build the *patwarkhanas* and that he would have called on them to repair them.

4. I cannot discover any correspondence on the subject for the next 12 years. But the letter I have quoted above was supplied by Mr. Prinsep to all Settlement Officers, as long as he was Settlement Commissioner, *i.e.*, till March 1874, and so in several districts *patwarkhanas* were constructed, at first by the people, and then from settlement fees. In the days when settlement fees were collected the village *malba* was frequently swept into the fund, and after settlement operations were completed, the Settlement Officer was allowed to dispose of the balance of this fund without much supervision. I remember that in many cases *patwarkhanas* were erected from these proceeds. In 1872 settlement fees were abolished. Under Act XXXIII of 1871 and the rules thereunder only mutation and partition fees, and fees for rough abstracts of holdings were permitted, and the *malba* was brought to account. Thenceforward the erection of *patwarkhanas* was again thrown upon the people, but as there was no specific authority for doing this the matter was not reported. From the above account it will be seen that there has never been any authoritative decision on the subject. A custom grew up almost universal, but unsupported by any legal enactment or executive order superior to that of the Settlement Commissioner of getting the people to build *patwarkhanas*. In the Government review of the District Committees reports for 1875-76 (No. 511, dated 28th February 1877) it was stated (paragraph 14 unnumbered) that in some districts patwaris' houses were constructed (from district funds) or in course of construction. No remark was made regarding the appropriateness of this expenditure.

5. I will now refer to correspondence which has taken place from the year 1876.

6. In October 1876, the Deputy Commissioner, Dera Ghazi Khan, represented that *patwarkhanas* were an absolute necessity, but that the Settlement Officer reported that there was no balance of settlement fees from which they could be constructed, and he begged that funds might be provided for the purpose. The Financial Commissioner (Mr. Egerton) replied that he thought the money required should be collected rateably on the revenue of the villages of the circle. He asked the Commissioner if this could be done without hardship, and suggested that the District Committee would be able to advise the Deputy Commissioner on the subject, and would say what accommodation was wanted. The District Committee resolved that one room 12' x 12' with an 8' verandah and a yard enclosed 20' x 20' was required, and that each patwari should be supplied with a strong locked box which would be supplied him out of an available balance of settlement fees. The Deputy Commissioner proposed that *patwarkhanas* should be constructed out of the *malba* of the villages in each patwari's circle. The correspondence then dropped.

7. In March 1877, Mr. A. Brandreth, Commissioner, Jullundur, asked how far the villages in Kangra were to be held liable for the repairs of the *patwarkhanas*. He recommended that an allowance of 4 annas per cent. on the revenue of the circle should be fixed to be paid to the patwari, who should be responsible for the proper repair and maintenance of the building. The officiating Financial Commissioner (Mr. Ouseley) believed this proposal to be illegal. On the other hand he thought that to allow sums to be levied from the zamindars as voluntary subscriptions for the purpose required would probably lead to still greater abuses. Mr. Ouseley enquired if there was any *malba* cess collected in the Kangra District, and if so,

whether a portion of it could not be devoted by the *Iambardars* to the repair of the *patwaris'* houses. It appeared that there was no *malba* in Kangra, but only certain items of *shamilat* income. Mr. Ouseley's decision was that this income could not be diverted for the purpose. He considered that the charge for repairs should be borne either by those who lived in the houses free of rent, or that rent should be charged for them to defray the cost of repairs. If they were used by district officials (as stated by the Deputy Commissioner) the cost of the repairs should be met from the district funds. In August 1882, the Commissioner asked for a reconsideration of these orders on the ground that the *patwaris* could not afford to keep the buildings in repair themselves, and that the charge was not fairly debitable to the district fund. In reply the Financial Commissioner (Mr. Lyall) allotted Rs. 300 from the annual proceeds of a 2 annas cess levied in Kangra for the maintenance of a *patwari's* school, for the purpose and remarked that if this was not sufficient the Deputy Commissioner could budget for the cost.

8. In January 1888, Colonel Wace, Financial Commissioner, sanctioned Rs. 500 from the *patwari* fund for the erection of 10 *patwarkhanas* in Kulu.

9. In January 1889, the Deputy Commissioner and Settlement Officer (Mr. O'Brien) reported that *patwarkhanas* were required in 73 circles and asked for Rs. 29,200 to construct them. After some correspondence and unofficial reference to Government the Deputy Commissioner was informed that a grant could not be made from the general revenues for the construction of *patwaris'* offices, and the Financial Commissioner had no funds from which to defray the cost. It was a matter for the people to arrange with reference to their own convenience. The cost might properly be met from village funds if they desired it, and in very exceptional cases, if the *patwari* fund had a surplus, some aid might be given therefrom. The utmost that could be asked from Government would be a grant-in-aid, if part of the cost were forthcoming and the inability of the people to construct the buildings were demonstrated. As far as the mere residence of *patwaris* is concerned, the Financial Commissioner (Mr. Young) was disposed to think they should supply this for themselves by hiring or building a house. In May 1894, petitions were presented to His Honour the Lieutenant-Governor by zamindars of the Hamirpur Tahsil in the Kangra District, complaining among other things that the cost of constructing *patwarkhanas* was realised from them. A report was called for by Government and enquiry made whether the cost could not be met from the *patwaris'* fund. The present position was explained in this office Nos. 528-5033, dated 17th August 1894, to be as follows, *viz*:—"It is not allowable to make calls upon the *malba*, or in any other way to demand money from the revenue-payer for the construction of new *patwarkhanas* or for the repair of existing buildings. *Patwarkhanas* are to be paid for from the *patwari* fund, or where this is insufficient to meet the cost of construction *patwaris* must make their own arrangements for residence subject to the orders of the Deputy Commissioner as to the locality chosen."

10. I have brought this account of the Kangra *patwarkhanas* up to date, as it exemplifies the gradual change of policy, from the original system of levying the cost from the revenue-payers, to the last development. I will now go back and mention other cases with a view to completing the history of the subject.

11. In April 1877, the Commissioner of Hissar asked the Financial Commissioner with reference to the settlement then in progress in Rohtak whether it was the intention of Government that *patwaris* should be required to provide and keep in repair their houses situated within their circles, or whether this was a legitimate charge against the *malba* of the villages within each circle. No rule on the subject appeared to have been laid down and the practice in different districts was different. Colonel MacMahon thought that each village should contribute rateably towards the building and preservation of the *patwaris'* official residence. The officiating Financial Commissioner (Mr. Ouseley) was of opinion that the charge was one which might legitimately be met from the village *malba* where this was levied, and enquired what the houses would cost. The reply was that the cost of a new house was estimated at Rs. 180, but this amount would not be drawn from the villagers. The Settlement Officer of Rohtak proposed that they should find the labour and materials in their own way, so that probably not more than Rs. 20 would have to be paid in money. The approved plan of the *patwarkhanas* provided accommodation for the *patwaris'* family as well as quarters for his official business. This extension had been made at the wish of the Deputy Commissioner who considered it politic to give the *patwaris* every inducement to live in his circle. The correspondence then ended.

12. In March 1879, the Financial Commissioner (Mr. Lyall) on a reference from the Settlement Officer of Gurgaon decided that it was "inexpedient and unnecessary and of doubtful legality to provide in each circle an official residence for the *patwari* at the cost of the land-owners of the circle. It is understood that the *patwaris* of the Gurgaon District will, under the arrangements of the new settlement, receive sufficient rates of pay, and the Financial Commissioner is of opinion that while residence in their circles should be most strictly enforced, there will be no hardship in requiring each *patwari* to rent or otherwise provide himself with a place of habitation and a proper place of security for the records left in his care." The latter went on to state that the Financial Commissioner was not inclined to approve of a plan proposed by the Settlement Officer whereby a special allowance would be

made to patwaris of circles in which no official residence existed, and that he doubted the expediency and justice of another proposal that each patwari of a circle in which there was such a residence should be compelled to live in it and keep it in repair. It might often happen that owing to the character of the building, its situation or the amount of expense needed to place and keep it in repair, the patwari would prefer to make his own arrangements for his residence and office, and that the Settlement Officer's proposal would cause him to be unduly taxed. The chief points to be remembered were—

- I. Each patwari is to live in his circle and provide a safe place for the custody of his records.
- II. The zamindars are not bound to provide him with an official residence nor has he a claim to any compensation on account of the non-existence of such a residence.
- III. It should ordinarily be left to the patwari to elect whether he will accept as his residence an existing *patwarkhana*: if he does accept it, he should be compelled to keep it in repair; if he does not accept it, it might be restored to the zamindars to use for their own purposes.

13. On a demi-official reference from the Deputy Commissioner, Ludhiana, in June 1885, Colonel Wace remarked that the subject was not on a satisfactory basis, and that, till the Land Revenue Act should be amended, it was not possible to supply funds for *patwarkhanas*. He instructed the Deputy Commissioner to direct his Tahsildars to give their personal attention to the matter. With this aid it ought to be possible for patwaris to hire suitable houses in the villages appointed for their residence and offices. Where difficulties arose, the Tahsildar should be directed to adjust them in personal consultation with the zaildars and lambardars concerned.

14. In August 1885, on an enquiry from Amritsar, how money was to be provided for rebuilding and repairing *patwarkhanas*, most of which had fallen into an uninhabitable condition, the Financial Commissioner (Colonel Wace) ruled—

- I. That where the *patwarkhana* of any circle had been allowed to fall into disrepair, it should be repaired at the expense of the patwari whose business it was to live in it.
- II. Where there is no *patwarkhana*, the Tahsildar should see that the patwari hires a suitable house, and should assist him to do so.
- III. No *bach* can be levied for these purposes on the villages of the circle.

Mr. Lyall's orders on the Gurgaon case were not laid before Colonel Wace when he gave this ruling.

15. In November 1885, it was reported from Sialkot that out of 377 *patwarkhanas* required for the district, 317 were demolished and 52 needed repairs, and enquiry was made what was to be done. The Financial Commissioner gave the same reply as in the case of Amritsar.

16. In March 1886, the Director of Settlements and Revenue Records (Major Montgomery) prepared a draft circular on the subject of *patwarkhanas* for the Financial Commissioner's approval. Colonel Wace had some hesitation in accepting its provisions, the principal of which were—

- I. It is absolutely necessary that patwaris should reside in their circles.
- II. In districts where there are no *patwarkhanas*, or where they are so much out of repair that they cannot be constructed without considerable outlay, the idea of having *patwarkhanas* must be abandoned, and the patwaris must make their own arrangements.
- III. Unnecessary transfers of patwaris should be avoided.

17. Colonel Wace called for information as to the condition of *patwarkhanas* all over the province. It was found that in many districts *patwarkhanas* had been built and were being repaired at the expense of the zamindars. In some cases the cost was very high, amounting, e.g., in Bannu to Rs. 490. In the majority of districts, however, there were few inhabitable buildings. Colonel Wace after consulting the 1st Financial Commissioner (Colonel Davies) decided—

- I. That where suitable *patwarkhanas* are duly inhabited by patwaris and kept in good repair, Deputy Commissioners should be careful that the buildings are duly kept up. No demand on the village *malha*, or on the assistance of zamindars worth mentioning is involved in such ordinary repairs, and serious notice should be taken if in any *tahsil* a Tahsildar allows these buildings be neglected.

II. That where there are no *patwarkhanas*, or where these buildings have fallen into great disrepair, large calls should not be made on the village funds, or on land-owners, for their construction or repair. Subject to the due observance of this condition, it is for Deputy Commissioners to decide in each case what course had best be followed, provided that a patwari has a fixed place of residence in his circle and resides there (his family ordinarily residing there also) and provided that there is in the village a conveniently situated room at the disposal of the patwari for use as an office, no more formal and official arrangements need be insisted on. On the contrary it is very much desired that the arrangements approved for each patwari circle should be such as will best meet the patwari's own convenience, and that demands for contributions from the village *malba* or other assistance in the shape of labour should be reduced to the lowest practicable limit.

III. That the district patwari funds are not in a condition to meet charges for the repair of *patwarkhanas*; nor, where there are accumulated balances is the Financial Commissioner willing to sanction the expenditure of such balances in constructing these buildings.

All Commissioners were addressed accordingly (Director's No. 1316, dated 20th July 1886).

18. In August 1886, Colonel Grey, Commissioner, Delhi, commenting on an inspection memo. of the Director of Revenue Records in four districts of his division, wrote —

No. 572, dated 24th August 1886, to Secretary to Financial Commissioner.

"I do not agree with Captain Montgomery's remarks in paragraph 5 of his note on Delhi, save in so far as he deprecates elaborate *patwarkhanas*. A *patwarkhana* need not elaborate and should not be built by the Tahsildar (as they generally used to be) with an eye to his own accommodation. The plan I have pursued as Deputy Commissioner is to devise a standard plan of a *dwelling house for a married man* (the *chopal* will always serve as office) estimate to cost Rs. 60 or Rs. 70 and to insist on the zaildar arranging with the lambardars of the circle to build such in the most suitable village of the circle. This they do cheaper than the estimate, with their own materials and labour. It is done by the people of the selected village, the others contributing in cash. The house thus built is handed over to the patwari for maintenance, and transfer in good order to his successor like other property under Patwari and Kanungo Rule No. 16. It is not possible to give a patwari such a lease of his office, as shall induce him to incur outlay, nor when he has a comfortable house in the town a few miles off, is there any chance of his bringing his family to a village in which he has not a comfortable house. The struggle has been going on for many years unsuccessfully and it will remain unsuccessful until the measures I suggest are adopted." To this Colonel Wace replied — "As regards *patwarkhanas* separate instructions have been conveyed in Director's No. 1316, dated 20th July 1886. To the arrangements now suggested the Financial Commissioner sees no objection. Colonel Wace has always felt that the failure to provide *patwarkhanas* was more concerned with the manner in which it was attempted to supply them than with the merits of the question, and in any district where they do not exist there need be no hesitation in attempting the very moderate measures for their erection which are suggested by you."

19. In March 1887, a reference was received from Kohat, where the patwaris are said to be nearly all strangers from Cis-Indus, and it was considered absolutely necessary to provide them with houses, and Colonel Wace agreed to the landowners being called upon to furnish labour for the construction of 11 out of the 44 *patwarkhanas* of the district which had fallen into disuse.

20. In February 1888, a *patwarkhana* in Multan was washed down by floods. Colonel Wace pointed out that the construction of a *patwarkhana* at the expense of the *malba* was not prohibited by the orders issued in 1886, but only that undue outlay on such construction should not be incurred.

21. In May 1888, the Deputy Commissioner, Multan, reported that 2 *patwarkhanas* had been washed away by floods, and asked to be allowed to spend patwari fund money as a special case in rebuilding and repairing *patwarkhanas* where the repairs were extensive. The patwari fund of Multan being in a flourishing condition, the officiating Financial Commissioner (Colonel Gordon Young) sanctioned the reconstruction of the 2 *patwarkhanas*. Nothing was said on the general question. A similar sanction for the reconstruction of a *patwarkhana* washed away by floods in the same district was given in November 1888, the cost being defrayed from the patwari fund. In March 1889, two similar sanctions were given.

22. In June 1889, the Government sanctioned the application of surplus collections for the construction of minor water-courses on the Sidhnai Canal, to the construction of

patwarkhanas and minor irrigation works on the canal lands. It may be remarked that in this case Government holds the proprietary right in the lands, and that there are no other land-owners, nor any village *malba*. Somewhat similar conditions exist in the tract being colonized on the Chenab Canal. Here Rs. 19,250 have been advanced under the orders of the Government of India for the construction of 55 *patwarkhanas*, the amount to be repaid from the Cherab *patwaris* fund.

23. References from various districts continued to be made, and in October 1891, the Director of Land Records again laid the subject before the Financial Commissioner. After considerable discussion it was decided to bring the information obtained in 1886 regarding the condition of *patwarkhanas* up to date. All Deputy Commissioners and Settlement Collectors were accordingly addressed by the Director and the annexed table, Appendix II, compiled from these replies, and from the records of the Director's office shows the state of the case in August 1893.

24. As the result of the enquiry above mentioned the Director under the instructions of the Financial Commissioner (Mr. Rivaz) issued a circular letter (No. 12, dated 19th September 1893). This circular ruled—

- I. That it is not allowable to make calls upon the *malbas* or in any other way to demand money from the revenue-payers for the construction of new *patwarkhanas*, or for the repair of existing buildings.
- II. That the Financial Commissioner will be ready to consider proposals for meeting the cost of such buildings, where necessary, from the effective balance of the *patwari* fund of the district, provided that it be first considered whether there is, or probably will be, any need to increase the number or pay of the *patwaris* within the current term of settlement.
- III. That *patwaris* must always be required, on pain of dismissal, to live with their family in the *patwarkhana* where the building is habitable, and must be held responsible for all ordinary repairs.

25. This circular resulted in several applications and representations, and in April 1894, another circular letter (No. 1, dated 24th April 1894) was issued by the Director under orders of the Financial Commissioner (Mr. Rivaz). The additional points in this circular are—

- I. Extraordinary repairs to existing *patwarkhanas* may be effected under Financial Commissioner's sanction, out of the *patwari* fund.
- II. Where there is no habitable *patwarkhana* the *patwari* should as a rule make his own arrangements for residence with his family at any place he may select (subject to the Deputy Commissioner's approval) within his circle. In exceptional cases a *patwarkhana* should be built, if the money can be found, from the *patwari* fund. If it cannot, the *patwari* should be allowed to live outside his circle at some place approved by the Deputy Commissioner.
- III. No house allowance can be made to any *patwari* who makes his own arrangements for residence, but a strong box (to be paid for from the *patwari* fund) should be provided for his records.

26. Since the issue of the two circular letters abovementioned the following amounts have been sanctioned for the construction and repairs of *patwarkhanas*. I give columns showing approximately the income of the *patwari* fund, the annual surplus, and the available balance at the time of sanction, in the case of each district. The first five columns of this statement are taken from Punjab Government Proceedings, Revenue and Agriculture Department, Nos. 2-7 A, October 1894 :—

District.	Annual income of the fund.	Annual sanctioned expenditure	Annual balance.	Effective balance.	Number of <i>patwarkhanas</i> sanctioned.	Cost.
	Rs.	Rs.	Rs.	Rs.		
Hissar	47,419	47,140	+ 279	14,530	36	7,000
Ambala	66,698	65,022	+ 1,676	13,353	11	1,000
Ferozepore	56,167	55,392	+ 775	18,979	11	2,475
Multan	49,077	47,171	+ 1,906	51,582	68	12,462
Amritsar	52,083	50,660	+ 1,423	7,285	80	20,000
Kohat	12,085	11,983	+ 102	5,430	18	5,400
Muzaffargarh	36,545	34,240	+ 2,305	28,366	82	23,000
					new and 106 repairs.	

27. In the Review of the Revenue Report for 1892-93, paragraph 8, His Honour the Lieutenant-Governor noticed that for the last 7 or 8 years the balance at the credit of the patwari fund had been steadily and rapidly increasing, and asked for the views of the Financial Commissioners regarding the matter. And in Punjab Government letter No. 287-S., dated 14th July 1894, with reference to the above remarks, the Financial Commissioners were asked to consider whether the time had not come to give partial effect to the provision in section 29 (1) of the Land Revenue Act of 1887, which allows the village officers' cess to be spent not only in remunerating lambardars and patwaris, but in defraying other expenditure directly connected with the supervision of those officers or with the performance of their duties. It was stated that the kanungo establishment costs the Provincial Government about Rs. 2,12,000 per annum, and in view of existing financial difficulties the question of transferring a considerable part of this expenditure to the patwari fund must be taken up without delay. In consequence of this correspondence it has been arranged (Punjab Government No. 6148, dated 20th October 1894) that the patwari fund shall pay to the provincial revenues towards the payment of kanungos Rs. 70,810 for the years 1894-95, 1895-96 and 1896-97, after which proposals are to be made for fixing the contribution for the 3 years beginning with 1897-98.

28. Finally, with Punjab Government No. 411, dated 28th November 1894, has been received a reference from the Government of India, suggesting that the patwari fund for the whole province shall be funded, as the means whereby the cess may be administered to the best advantage.

29. The net available balance of the patwari fund for the whole province is shown in the Government proceedings mentioned in paragraph 26 to have been Rs. 3,70,284 in August 1894, after deducting the reserve of 25 per cent. The allotment for kanungo agency fixed for 3 years at Rs. 70,810 comes out of the reserve, so the whole of this balance is or was no doubt really available. But the annual surplus of income over expenditure is, by the same table, only Rs. 25,736. The balances in fact have grown up in past times, and they will gradually diminish, for the financial arrangements of the patwari agency have been made of late years with a view to utilising as much of the annual income as can safely be done. Expenditure on *patwarkhanas* at the rate at which it has recently been incurred would in a few years absorb the whole balance and thereafter the patwari fund would be totally unable to meet charges for *patwarkhanas*.

30. On the other hand the prospect of undertaking to erect and occasionally repair *patwarkhanas* so as to provide residences or offices for all the patwaris in the province would be a most formidable one. There are at present 8,276 patwaris' circles in the province. At Rs. 250 per *patwarkhana* (a moderate estimate) the cost of buildings for their accommodation would amount to more than Rs. 20,00,000. And as the buildings are only constructed of mud bricks the annual repairs may be put at Rs. 2,00,000, of which a considerable portion, to judge from past experience, would not be met by the patwaris, notwithstanding all that has been said of their responsibility to keep them in repair. The state of affairs in 1886 is sufficiently illustrative of the position. Out of 8,006 patwaris' circles it was found that there were tenable *patwarkhanas* in about half the number. In 1,838 circles there were no *patwarkhanas*, in 2,146 circles the *patwarkhanas* required repair to make them tenable. In Sialkot, the home of the *patwarkhana*, out of 383 circles, only 23 had habitable abodes. The best provided district was Rohtak in which 210 out of 218 were habitable. From the account given in paragraph 11 of this note it appears probable that the *patwarkhanas* have been kept up at the expense of the people, and that if official pressure is relaxed, the buildings will fall into decay. In 1886, the amount necessary to put all the *patwarkhanas* in the province in a serviceable condition would have been about 6 lakhs of rupees.

31. Added to this, there is the prospect of an increasing amount being charged to the patwari fund for payment of kanungos; and we are also asked by the Government of India to consider the question of funding the cess for the whole province, with a view to administering it to the best advantage.

32. We must, therefore, I think, accept the fact that *patwarkhanas* cannot as a rule be maintained from the patwari fund. Colonel Wace realised this fact (paragraph 17-III) and there are additional reasons at the present time for holding the opinion.

33. Of the two alternatives, *vis.*, to put pressure on the people to provide accommodation for patwaris, and to insist on patwaris providing accommodation for themselves, I consider that the first has been rightly abandoned. It makes little difference whether this pressure is exercised directly or indirectly, or whether the villagers are called upon to subscribe from the *malba* for the purpose. The demand is not enforceable by any legal provision. The time for such measures has passed. The method was condemned by Sir James Lyall in 1879 (paragraph 12-II) and a definite ruling against it has been in force since September 1893. I think this decision should be rigidly adhered to.

34. The only alternative left is to leave the patwari as a rule to make his own arrangements. This is the conclusion at which the Board of Revenue, North-Western Provinces, have arrived. As regards a residence for himself and his family, the only reason for

an opposite course lies in the provision of rule 11 under the Punjab Land Revenue Act which requires the patwari to reside with his family in his circle. But there is no hardship in enforcing this condition, which has been found necessary by long experience. The pay of patwaris has been raised considerably of late years, and no other subordinate official in the employ of Government is provided with a residence. Due economy requires that a man should himself meet his personal requirements in this respect. To provide the patwari with a house and insist on its being kept in a state of repair involves a struggle which has been unsuccessfully maintained for years, and it is time to abandon it. This opinion has from time to time been expressed by experienced revenue officers, and I think it is an irresistible conclusion in view of all the circumstances of the case.

35. Three matters remain for consideration. The first of these is how are existing *patwarkhanas* to be treated. It will be seen that on this point the principle laid down by Sir James Lyall as Financial Commissioner in 1879 (paragraph 12) has been modified in the recent instructions, and it has been provided that where there is a habitable *patwarkhana* the patwari must live in it with his family, and keep it in repair. It is no doubt desirable where *patwarkhanas* have been constructed that they should be utilised, if suitable. But they are not always suitable for the reasons given by Sir James Lyall. And while I think we should do what we can to keep up the existing *patwarkhanas* I do not think it will much matter if unsuitable ones are abandoned. We cannot hope to maintain *patwarkhanas* all over the province, and it is not worth while to maintain a struggle for a very partial advantage. Where *patwarkhanas* are used by patwaris they should certainly be kept in repair by them, save under very exceptional circumstances.

36. The next question is how arrangements are to be made for inspection of the patwaris' records, and their safe custody? It will not do to leave these entirely to the will of the patwari, and to refuse him any assistance. There ought undoubtedly to be a room for the records, and a box or almirah to keep them in. The patwari should provide the former in his house, the latter should be provided from the patwari fund. Most patwaris already have a receptacle for their records. The expense of providing new ones when required should not exceed Rs. 20 in each case and a good box should last 20 years. The recurring expenditure will not exceed a rate of Re. 1 per patwari per annum, and the existing balance can easily afford the initial expense.

37. Lastly there may be exceptional cases, which will have to be exceptionally treated. On the Sidhnai and Chenab Canals (paragraph 22) there are no habitations except those which have been erected by the settlers, and it has been deemed necessary for Government to intervene and meet the initial expense of housing the patwaris. In Kohat it is reported that patwaris cannot make their own arrangements for residences, as owing to the character of the population the accommodation must be exceptional. I am not sure of the absolute necessity of providing buildings even in these cases. But there may be instances in which no fit person will accept the appointment unless he receives such assistance, and it is advisable that the Financial Commissioner should continue to deal with such cases, and where possible make grants from the patwari fund. It was Mr. Rivaz's intention to confine sanctions from the patwaris fund to such exceptional cases, but the exceptions of late have been much more wide.

38. There may also be special cases of injury from floods, etc., to existing *patwarkhanas*, where it may be necessary to give assistance from the patwar fund in the matter of repairs, but ordinary repairs should invariably be done by the patwaris who reside in them.

Note, dated 18th April 1895, by C. M. RIVAZ, Esq., I.C.S., Financial Commissioner, Punjab.

My views on the subject of *patwarkhanas* are expressed in the 2 circulars (Appendices III and IV) which were issued by the Director of Land Records while I was connected with the matter.

The main principles to be observed are, I think—

- I. No demands of any sort are to be made on lambardars, zamindars, or village *malha* for the construction or repair of *patwarkhanas*.
- II. Patwaris should, save in very exceptional cases, be required to make their own arrangements for housing themselves and their families, and providing a separate room for their office work, at some village within their circle. A strong box should be given to every patwari for his records, and paid for from patwar fund.
- III. But in exceptional cases, where the patwari is really unable to make his own arrangements for residence within his circle, a *patwarkhana* should be constructed from the patwar fund.
- IV. Where *patwarkhanas* at present exist, or may be hereafter constructed the patwari shall be required to live in the *patwarkhana* with his family, and to execute all ordinary repairs. But any extraordinary repairs that may be necessary at any time should be met from patwar fund.

The principle that patwaris should ordinarily make their own arrangements for residence, and that *patwarkhanas* would be built from the patwari fund only in really necessary cases was not sufficiently emphasized in the first of these circulars, but it was distinctly laid down in the second circular, and the lavish expenditure which has been incurred in some districts (notably Amritsar) during the past year on the construction of new *patwarkhanas* is in direct opposition to what was my intention when I dealt with the subject.

If, as I understand, Mr. Young is substantially in accord with the views I have expressed, it seems hardly necessary, I would suggest, to make any reference to Government. All that is needed is to work the present rules properly, and to allow no new *patwarkhanas* to be built except when this arrangement is absolutely necessary (as on the Chenab Canal or the Bar Barani tracts in Multan). But where the necessity is really proved, the money must, it seems to me, be provided from the patwar fund. I am not aware how else the money could be found.

As regards Mr. Young's suggestion that, in the case of existing *patwarkhanas*, patwaris should be given the option of living in them or making their own arrangements, I should not be inclined to go quite so far. I think that where a suitable *patwarkhana* is at present in existence, the patwari should, unless in any special case there is sufficient reason for a departure from the general rule, be made to live in it with his family and be responsible for ordinary repairs. I do not think that any difficulty need arise in determining what are ordinary repairs and what extraordinary. If a patwari failed to execute the repairs required of him, they should be carried out at his expense by stoppages from his pay, or he might be made liable to dismissal. The field kanungo should be made responsible for seeing that *patwarkhanas* are properly kept up, and might be required to submit periodical reports on the subject.

When from any cause beyond the patwari's control, a *patwarkhana* happened to require extraordinary repairs (such as damage by flood or exceptional rainfall, etc.), it should be considered whether it is best to repair the *patwarkhana* from the patwar fund, or to abandon it, and require the patwari to make his own arrangements for residence under the ordinary rule.

APPENDIX I.

Establishment of Patwaris' Offices (Patwarkhanas) in circles of village.

New Scheme submitted by Mr. Prinsep, Settlement Commissioner, Punjab, in paragraphs 1—9 of his No. 91, dated 1st March 1864, to the address of the Financial Commissioner.

I HAVE addressed you separately on the subject of remodelling the system of fiscal and civil divisions with responsible officers to be attached to each. I now wish to take the orders of Government on another measure, which seems to me calculated to complete those arrangements.

2. If the present settlement is to be for a long period, amounting to one of a permanent character, we cannot be too careful in establishing every improvement that suggests itself for the better revenue administration of the country.

3. In your No. , dated , you were good enough to approve of my pro-

1. Patwarkhanas. position to have suitable buildings erected in some central village in the patwari's circle, where he could permanently reside and hold office. The plan was introduced in the Sialkot District, and was taken up by the Commissioner of this division in all districts.

4. In Amritsar a good number of these so-called "patwarkhanas" have been built, but the patwaris still live away, and some even at a considerable distance from their circles. Few have left their homes to take up their residence with their families in these central villages. The people have come forward and built the offices, but they are falling into ruin in consequence of their absence. In Sialkot too, buildings have been constructed, but I cannot discover that they have all been made; while there are many patwaris who have not been as yet required to live at these places, as was originally intended. In Gurdaspur I am informed nothing whatever has been done, and it is in that district (particularly in Batala parganah) that the cry is loudest against the overbearing rule of patwaris. I fear it will be found that the Commissioner's order has proved a dead letter in that district.

5. I think where patwaris' circles have once been formed on some careful and systematic principle, there a building called "patwarkhana" should be constructed, and there he and his family should be made to reside. One of the conditions of a patwari's appointment should be that of residence with his family in the village where his office has been fixed. It would tend to remove much of that domineering disposition which too often exists. Instead of his being a servant of the village community he is too apt to regard himself a Government official.

6. I was amused a few days ago to hear this remark made by a quiet intelligent Jat. "You see, Sir, times have changed. In my day I have seen three great revolutions; first, there was the *Boochur Curdee*" alluding to Sikh misrule; "then came the *Jat Curdee*, the time after British annexation during the summary settlement, when the more influential elders had it all their own way, and Government had little time to look deeply into matters; and now we have the *Patwari Curdee*, but of all three, save us from the last." I fear there is much reason for the comparison made of the patwari agency being considered a "revolution," but during the last three years I have been surprised to hear, generally, the complaint of the change for the worse. Making allowance for an era when everything is reduced to record, and for the feeling that errors have crept into this record; considering too how little was known of the people, their habits and tenures, when the first settlements were made, still we might have reason to conclude that where rights were recorded and a trained agency established to keep up that record, the majority of the agricultural classes would have found occasion to rejoice. I fear, however, the control over patwaris has not been so great as it should have been, and hence the dislike that has begun, and is certainly increasing towards this agency as a class.

7. I think then the time has come, and the revised settlements afford a fitting opportunity for applying a remedy. I know of no better way of cementing the union between this agency and the communities over whom they are placed, than by peremptorily insisting on their *living with their families at the chief village of their circles*. They should be made to build or buy a house, and to do work in the building attached, which should be the "patwarkhana." A common excuse is made that the patwari is gone to his home, which may be some twenty miles away. His living in and among them would lead to his feeling dependent on the new society, in the midst of whom he had taken his social as well as official standing. No option should be allowed in the matter. If a patwari declines after a second or third warning, then he should be made to vacate the appointment and some one be appointed who will agree to these terms. I say unhesitatingly, perish the trained agency rather than allow a band of stipendiaries to live at a distance and have no feelings in common with the interests it is their first duty to serve honestly and well.

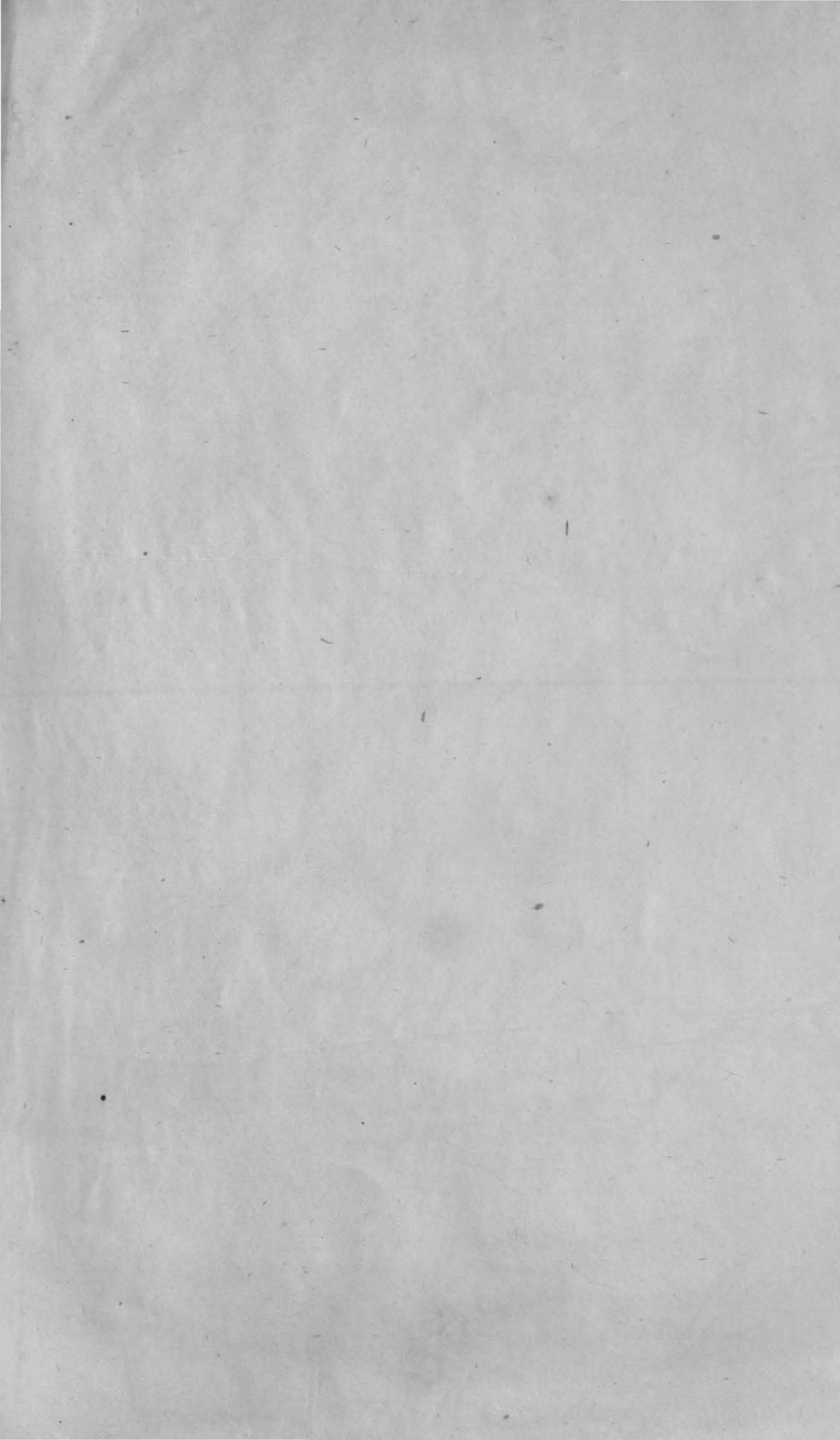
8. By enforcing on the other hand the condition of residence, it may be hoped that in course of years there may grow up a new race of well-trained, well-behaved, village servants such as has grown out of the system prevailing in North-Western Provinces, where the patwari feels, and shows himself to be, the village servant.

9. Acting on these views, I have insisted on the patwarkhanas being built, and the patwaris residing there or in some adjoining building in the same village.

APPENDIX II.

Statement showing the condition of patwarkhanas in each district in 1893.

Division.	No.	District.	No. in tenantable repair with patwaris residing therein.	No. in tenantable repair but with patwari not residing therein.	No. requiring repair to make them tenantable.	No. of circles in which there is no patwarkhana.	Total Patwari Circles.
Delhi	1	Hissar ...	176	...	99	26	301
	2	Rohtak ...	210	...	5	3	218
	3	Gurgaon ...	77	20	131	75	303
	4	Delhi ...	142	13	36	34	225
	5	Karnal ...	181	39	25	12	257
	6	Ambala ...	63	83	259	24	429
	7	Simla ...	5	3	8
Jullundur	8	Kangra ...	171	108	20	16	315
	9	Hoshiarpur ...	205	11	185	61	462
	10	Jullundur ...	189	51	76	77	393
	11	Ludhiana ...	189	17	53	40	299
	12	Ferozepore ...	246	17	53	24	340
Lahore	13	Multan ...	143	34	106	35	318
	14	Jhang ...	98	16	23	...	137
	15	Montgomery ...	67	7	45	36	155
	16	Lahore ...	82	83	81	70	316
	17	Amritsar ...	40	9	68	163	280
	18	Gurdaspur ...	93	16	46	271	426
	19	Sialkot ...	23	...	25	335	393
Rawalpindi	20	Gujrat ...	91	118	129	23	361
	21	Gujranwala ...	31	...	221	...	252
	22	Shahpur ...	64	1	55	36	156
	23	Jhelum ...	143	47	30	...	220
	24	Rawalpindi ...	8	2	83	234	327
Peshawar	25	Hazara ...	47	16	43	26	132
	26	Peshawar ...	83	29	45	112	269
	27	Kohat ...	52	5	5	...	62
Derajat	28	Bannu ...	90	17	9	24	140
	29	Dera Ismail Khan ...	97	...	91	...	188
	30	Dera Ghazi Khan ...	82	7	15	18	122
	31	Muzaffargarh ...	58	10	84	60	212
		Total ...	3,246	776	2,146	1,838	8,006



NEW SERIES No. 31.

SELECTIONS FROM THE RECORDS

OF THE OFFICE OF THE

FINANCIAL COMMISSIONERS, PUNJAB.

Published by Authority.

No. 56.

CONTENTS.

No. LXXXV.—Patwarkhanas.



Lahore :

PRINTED BY THE SUPERINTENDENT, GOVERNMENT PRINTING, PUNJAB.

1918.