

FINAL REPORT
ON THE
SETTLEMENT OF THE URBAN AREAS
IN THE
LAHORE DISTRICT

1925—27

BY
WAZIR CHAND, M.A., P.C.S.,
Settlement Collector.



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MEMO. No. 2326-R.

Dated Lahore, 27th October 1927.

(Order of the Governor in Council.)

THE following orders of the Financial Commissioner have received the previous approval of Government.

H. M. COWAN,

Secretary to Government, Punjab, Revenue Department.

Orders of the Financial Commissioner, Punjab, on the Final Report on the Settlement of the Urban Areas in the Lahore District.

It is not necessary to review the Final Settlement Report of the urban areas of the Lahore district at length. The settlement operations have been carefully and expeditiously performed by Lala Wazir Chand, the officer in charge. The result is an increase in land revenue amounting to about Rs 20,000 per annum at an expenditure of less than Rs. 22,000 altogether. At the same time the new burdens have been so distributed that there has been practically no complaint from any of the assesses. The advantage of having this settlement is, therefore, plainly demonstrated.

2. One fact which has come to light in the course of settlement operations is the necessity for some better arrangement for the maintenance of land record than has existed in the past. In agricultural areas no difficulty is usually met with in the maintenance of these records, the people being, as a rule, eager and willing to assist in a matter which vitally concerns them. The position in these urban and sub-urban areas is somewhat different. The necessity for a *jamabandi* accurate in every respect is not felt as much as it is in rural tracts because there is the alternative provided by the Registration Act. It is probable that a very few plots of land, in the area which has just been settled, change hands without the execution of a written document. As the price of land is very high it is almost certain that in every case the value of the land transferred exceeds Rs. 100 with the result that registration is compulsory. A registered deed is sufficient to establish the alienee's title to the land without the necessity of any entry in the *jamabandis*. Consequently alienees are not at any pains to bring the fact of alienation to the notice of the Patwari. Moreover, as in many cases, the land alienated is not agricultural, the Patwari does not make that careful survey of it twice a year at the time of the *girdawari*, which is required in purely agricultural estates. As a result it was found that mutation work had fallen seriously into arrears and a great part of the time of the Naib-Tahsildar was occupied in discovering these old alienations, having them entered up in the register and passing orders on them. The work seems to have been efficiently done, but even so it is doubtful whether in the course of settlement operations all changes of title have really been brought to light and whether orders have been passed in each case.

3. It is questionable whether it is necessary to maintain within this area exactly the same system of land records which exists in agricultural tracts. If, however, the maintenance of a system of land records is required, steps will have to be taken to ensure that the record is properly kept up and that the *jamabandi* is entitled to that presumption of accuracy which it can only have as a condition of the regular maintenance of the register of mutations. The Deputy Commissioner should take up this question and submit, for the orders of Government, proposals for the maintenance of land records in this area.

4. In the orders passed on the Assessment Report it was decided that the local rate should continue to be levied, because the question of

the maintenance of the local rate is not one with which the revenue authorities are directly concerned. The Settlement Officer has proposed that *Panchotra* should be abolished and on this point, as no definite orders were passed, there has been some misapprehension. The term local rate used in the orders on the Assessment Report was used in a somewhat wide sense as it was intended to include *Panchotra* which is always classed with it in calculating the amounts of rates and cesses due from a village. Thus the intention of the orders passed on the Assessment Report was that *Panchotra* should continue to be levied throughout the area.

5. The Settlement Officer has proposed that the new settlement should terminate coincidently with termination of the settlement of the rest of the Lahore tahsil, *i.e.*, that the period of assessment should be about $9\frac{1}{2}$ years. Considering the great development that is taking place in this area, this term of settlement, which is permitted by the Land Revenue Bill, as the area is an urban area, seems suitable. There are obvious advantages in fixing a term which will result in the reassessment of this area being taken up at the same time as the reassessment of the rest of the Lahore tahsil.

C. M. KING,

The 21st September 1927.

Financial Commissioner.



Final Report on the Settlement of the Urban areas in the Lahore District.

1. A general impression prevails among the public that only such land can be assessed to land revenue which actually grows crops. This impression is the result of an accepted belief that ancient rulers in India claimed as land revenue only a share of the produce of land and that of necessity no such claim could be made when there was no produce. Whatever be the ancient practice, section 48 (1) of the Punjab Land Revenue Act, 1887, has been taken as giving a legal right to Government for the assessment of land revenue on "all land, to whatever purpose applied and wherever situate." It is therefore that areas which once paid land revenue demand are still subjected to it in spite of their having been built upon.

2. The villages of which the revision of assessment has now been undertaken are detailed in paragraph 1 of my note, dated 4th August 1925, on the assessment of the urban areas in the Lahore District. The total area involved consists of 9,302 acres situated in Lahore and its twelve adjoining estates and of 63·24 acres situated in the Mandis at Kot Rai Butamal, Kot Azamabad and Patti. The assessable area, however, is only 7,081·61 acres. Of the latter 4,758 acres are under agriculture, 1,797·77 acres under buildings, while 525·84 acres are covered by potential building sites. Statements VI and VII attached to my Assessment Report set forth the details of the areas under shops, bungalows, houses, etc.

3. Remeasurement of these areas was not undertaken : map correction was considered sufficient. Pencil tracings on Musavis were employed for marking the changes which had taken place since the last settlement. These changes, though not so many as to necessitate remeasurements, were still considerable. The Khasra numbers have increased from 17,658 to 23,451. This increase is most in Kila Gujjar Singh and Naulakha where buildings have sprung up in large numbers on land which was formerly under agriculture. The task of map correction proved laborious and difficult in these urban areas on account of the presence of high buildings. The difficulties of the settlement establishment were still more increased by the complete absence of any spirit of co-operation among the proprietors who would not readily give the necessary information about ownership, etc.

A continuous Field Book was prepared containing all fields whether altered or not. The old area was repeated without new calculations in the case of un-altered fields, but the new class of soil was recorded for all fields. A Khatauni was prepared for the entire area. The field kanungos and the Naib-Tahsildars attested the entries with regard to all the holdings. The Jamabandi prepared is an exact copy of the Khatauni.

4. The scale of measurement employed is the same as at the last settlement, i.e., 100, feet to an inch in villages where the former measurements are given in feet and 40 karams to an inch where they are given in karams. Fields which were still too small to be sketched clearly on these scales have been plotted either on the margin of the same Musavi or on a supplementary map with double and occasionally with a still larger scale. A karam is equal to 5 feet.

5. The record of rights contains the following documents :—

Record of rights.

- (1) The preliminary proceedings.
- (2) The field map.
- (3) The geneological tree of owners.
- (4) The jamabandi with index of fields.
- (5) The statement of rights in wells.
- (6) Sanctioned mutations with index.

- (7) The order of the Settlement Officer determining the assessment.
- (8) The order of the Settlement Officer distributing the assessment on holdings.

The Wajib-ul-urz has not been prepared as the estates were all urban in character.

The village map has been prepared in three copies, viz :—

- (i) Part Sarkar on musavis.
- (ii) Part tahsil on tracing cloth.
- (iii) Part Patwar on long cloth.

Village note books. 6. New abstract note books have been prepared containing :—

- (1) a sketch map of each village.
- (2) a table containing the chief statistics bearing on the latest assessment of the village.
- (3) the inspection note recorded during the present settlement.
- (4) a copy of the order fixing the new demand on agricultural areas.
- (5) a copy of the order fixing the new demand on building sites.
- (6) Special cash rent estimate for each estate.

No new village note books have been started as there is space enough in the former ones for posting the new figures as well as for continuing the entries for the following years.

7. The decade which has passed since the last settlement has witnessed a comparatively large number of alienations of land.

Mutation work. The Revenue Record had, however, lagged hopelessly behind time. In several cases land had passed through five or six hands and yet the revenue record was left unaltered. More than three thousand transactions pertaining to the years between 1916 and 1922 were only discovered and entered up in the Mutation Register during the Settlement. The total number of mutations decided by the Settlement establishment is 3,770 as against 9,176 during the previous twelve years. The attestation of mutations proved rather a difficult task on account of the utter indifference and apathy of the public who did not care to put in appearance in spite of repeated orders. A large number of mutations were disposed of only by a special effort on the part of the Naib-Tahsildars especially Lala Haveli Ram who often had to hunt through the records of the Sub-Registrar's office in order to trace the intermediary alienees between the owner last shown in the revenue records and the one on the spot. The adoption of this practice became necessary in cases where the parties resided outside Lahore as they were difficult to be got hold of for the production of their title-deeds.

Revision of the Assessment. 8. In my Assessment Report I divided these areas into three classes :—

- (1) Agricultural area situated in Lahore and its neighbouring estates.
- (2) Area under building sites in the estates mentioned above.
- (3) Area included in the three Mandis at Kot Azamabad, Kot Rai Buta Mal and Patti.

I recommended for these areas a land revenue demand of Rs. 85,700. It was arrived at in the case of the last mentioned two classes by the application of the three standards prescribed in Appendix XV to the Settlement Manual, viz. :—

- (i) Agricultural standard which amounts to the application of the highest assessment rate of arable lands prevalent in the neighbourhood.
- (ii) The sale value standard.
- (iii) The letting value standard.

The Financial Commissioner gave up standards (ii) and (iii) in favour of No. (i) and decided to take from these areas a land revenue demand of Rs. 70,966 only. The application of the agricultural standard would have resulted in decreasing unduly the existing demand on the three Mandis which at

present consists of Rs. 1,566 only, but it was decided not to lower assessment already made under principles formerly applicable. Consequently the existing demand on these Mandis was allowed to stand although no enhancement was made on it.

9. A total demand of Rs. 69,400 has been sanctioned for the whole of the area excluding the three Mandis. This amount has been distributed on the area under agriculture and the area under building sites. The amount which could suitably be charged on the agricultural area of each village has been determined by me on the following considerations :—

- (1) Personal inspection of the estate.
- (2) Special cash rent estimate prepared for each village.
- (3) Comparison with the existing assessment rates and cash rents of the neighbouring villages, in pursuance of the instructions contained in paragraph 8 of the Financial Commissioner's orders, dated 28th September 1926, on my Assessment Report.

The total amount thus thrown upon the agricultural area comes up to Rs. 25,345. The distinction already existing in the assessment rates of the estates under settlement and their neighbours is very sharp, consequently no very large increase could be taken from them, keeping in view the instructions of the Financial Commissioner contained in paragraph 8 of his orders. I set forth below in a table the present all round assessment rate for the agricultural area in each village as contrasted with its former rate and the rate prevalent in the locality :—

Name of village.	ALL ROUND RATE PER ACRE.		All round rate prevalent in adjoining villages not under new assessment.
	Old.	New.	
	Rs. A. P.	Rs. A. P.	
Killa Gujar Singh	12 11 11	19 9 9	..
Mozang	4 10 7	7 0 9	Rs. 3-10-6, 5-0-1 and 3-12-0
Garhi Shahu	7 5 9	10 0 0	Rs. 3-4-2 and 3-9-7
*Lahore	6 0 0	21 13 7	..
Shish Mahal	9 12 6	11 0 3	Rs. 9-15-0
Rajgarh	7 12 0	9 0 0	Rs. 5-0-1
Bela Basti Ram	13 10 7	13 10 7	Rs. 7-13-4
Naulakha	12 14 11	15 11 10	..
Khubi Miran	9 8 10	9 8 10	Rs. 7-13-4
Baghbanpura	4 8 10	7 0 1	Rs. 4-0-5 and 4-10-1
Achintgarh	7 12 0	9 0 0	..
Kot Khoja Said	4 0 9	6 13 10	Rs. 4-0-5
Begampura	4 8 10	7 0 1	Rs. 4-0-5

*Note.—The agricultural area in this village is less than an acre.

The remaining amount has been thrown on the area under building sites. For obvious reasons no village to village allotment of this amount was possible.

10. *Building sites in Lahore and the adjoining estates*—The following classes of buildings have been differentiated in these areas :—

Internal distribution.

- (1) Business premises.
- (2) Factories.
- (3) Houses.
- (4) Bungalows.
- (5) Potential building sites.

The first four have been divided into various sub-classes graded according to their situation and the consequent rental value of their sites. The Financial Commissioner wanted me to distinguish between the various classes of buildings, bungalows, factories and shops and to place a higher rate on shops than on factories and on factories than on bungalows. These instructions have been kept in view in the assessment of the various classes of buildings. The following table sets forth for each class of shops, houses, &c., the area under it and the rate applied as contrasted with the existing rate :—

TABLE.

Description.	I CLASS.			II CLASS.			III CLASS.			IV CLASS.		
	Area.	Former rate.	New rate.	Area.	Former rate.	New rate.	Area.	Former rate.	New rate.	Area.	Former rate.	New rate.
	Acres.	Rs.	Rs.	Acres.	Rs.	Rs.	Acres.	Rs.	Rs.	Acres.	Rs.	Rs.
Business pre- mises.	17	85	85	119	63	63	5	30	30	28	36	36
Houses ..	165	39	39	49	30	30	..	..	..	..	..	..
Factories ..	29	30	30	7	18	18	..	..	..	..	..	..
Bungalows ..	188	15	21	381	15	18	192	10	15	423	10	12
					12						7	

A slight increase is appreciable in the case of rates applied to bungalows, but this is due to the increase in the rates applied to the agricultural area in the neighbourhood as there could be little justification in assessing bungalows below the agricultural rate.

Potential building land has been assessed at the agricultural rate prevalent in the neighbourhood.

Mandis.—Land revenue demand on the Mandis has remained unaltered, but a redistribution became necessary on account of additions to the area under buildings from land which at the last settlement was only treated as potential building site. This distribution has been done on the same principles which have been observed in Lahore but as far as possible the wishes of the proprietors have been respected in the gradation of classes. The following table sets forth for each Mandi the rates per acre for shops, houses, &c. :—

TABLE.

Name of Mandi.	Detail.	SHOPS.			HOUSES.		Factories.	Go-downs.	Bungalows.
		Class I.	Class II.	Class III.	Big.	Small.			
		Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs.	Rs. A. P.	Rs.	Rs.	Rs.
Patti ..	Rates per acre ..	..	..	..	20	40 0 0	20	63	10
	Rate per site ..	1 11 0	..	..	..	0 9 0	..	..	..
Kot Rai Buta Mal.	Rate per acre ..	..	..	..	..	..	20	60	10
	Rate per site ..	1 3 6	0 10 0	..	..	0 6 0	..	..	..
Kot Azama-bad.	Rate per acre ..	..	..	..	..	..	40	40	..
	Rate per site ..	0 9 6	0 6 0	0 3 6	..	0 2 6	..	..	..

Agricultural area.—Bachh files were prepared for each village by the Naib-Tahsildars. The villagers were explained the method of distribution adopted at the last settlement and given an opportunity of suggesting improvements or alterations, if any, they considered necessary. The Settlement Officer also went round to each village and ascertained the wishes of the zamindars as to the method they wanted to adopt. An amicable arrangement was arrived at by the

zamindars in each village. The zamindars of Khuhi Miran discovered when the distribution on holdings was announced that in practice their method worked unjustly, and they applied to the Settlement Officer for its revision. All the zamindars were again consulted and they agreed upon another method which was adopted accordingly.

11. No objections have been filed against the village to village assessment of the amount on the agricultural area. *Reception of the new assessment.* Only one objection has been filed against the distribution on holdings. Similarly, only one objection has been filed in the whole of the urban area and that also against the distribution on holdings. Both these objections have failed. It is thus evident that the people are satisfied with the total assessment as well as its internal distribution.

12. The Government has not yet passed any orders on the term of settlement. My recommendations on this point are contained in paragraph 62 of my Assessment Report. *Terms of settlement.*

13. I recommended the abolition of the local rate in the entire area and that of *panchotra* in the urban lands as opposed to agricultural. The Financial Commissioner in paragraph 10-A of his orders on my Assessment Report accepted the latter proposal, but ordered that local rate should continue to be levied. Local rate and *panchotra* will consequently continue to be levied in the agricultural area in addition to the land revenue demand as before. The building sites are at present paying no cesses beyond the land revenue demand,—*vide* paragraph 18 of the Financial Commissioner's orders on Mr. Bolster's Report on Urban Areas. I take it that the same practice is to continue with regard to them. *Classes.*

14. The total expenditure on this settlement up to the end of February 1927 is Rs. 21,107. To this is to be added the expenditure which has been incurred during the following fifteen days, *i.e.*, up to the 15th of March 1927 when the Settlement period expires. The total expenditure thus will not exceed Rs. 22,000. The enhancement of land revenue resulting from the present revision amounts to about Rs. 20,000 per year. The Municipal Committee, Lahore, has been getting almost the whole of the land revenue demand on the areas under settlement but the question of the continuance of this grant is yet to be decided. If the enhancement is to go to the Municipal Committee it should contribute towards the cost of settlement according to instructions laid down in appendix XIX to the Settlement Manual. *Cost of settlement.*

15. The entire settlement establishment has had to work under a great pressure as the work of an urban settlement is particularly complicated. I am, however, particularly indebted to Lala Haveli Ram, Naib-Tahsildar, who has been of great help to me with his previous experience of the Lahore Urban Assessment in 1916, he has worked with untiring energy in clearing up the arrears of mutations and in bringing the revenue records up to date. His knowledge of the suburbs has been of great help to me. He is a very able and honest officer who has special knack of getting work out of his subordinate staff. I have recommended him for the post of an Extra Assistant Commissioner to the Deputy Commissioner who is prepared to help him. I must also mention the name of Pandit Mulkh Raj, Field Kanungo, who has proved himself to be a very industrious and efficient worker. *Notice of officers.*

I have recommended rewards for patwaris and other officials who have done good work. I hope the necessary amount will be sanctioned.

16. Orders are required on the following points :—

Orders awaited for.

- (1) term of settlement (paragraph 12).
- (2) Cesses (paragraph 13).
- (3) Recovery of cost of settlement from the Municipal Committee if the enhancement goes to it (paragraph 14).

LAHORE :
The 15th March 1927.

WAZIR CHAND,
Officer-in-Charge, Settlement Operations.