

settlements. This arrangement consists in the assignment for Provincial uses of the entire income under certain heads of revenue and a fixed proportion of income under others, termed 'shared heads.'

Under the first Provincial settlement the total receipts rose from 284.44 lakhs (Provincial share 51.39) to 335.01 lakhs in 1882 (Provincial share 80.25), owing to the rapid growth of stamps and excise revenue. In the same period expenditure rose from 179.14 to 216.06 lakhs (the Provincial share rising from 116.57 to 133.85 lakhs), owing to the development of the departments transferred to Provincial control. The Provincial income and expenditure during the quinquennium averaged 65.13 and 129.31 lakhs respectively, compared with 49.22 and 120.11 lakhs estimated in the contract. The Provincial balance was 29.63 lakhs in 1882. Under the second settlement Provincial received 40.7193 per cent. of the land revenue, and was made liable for the same proportion of the cost of settlement and survey operations, and refunds of land revenue. Half the receipts and expenditure under forests became Provincial, and the same division was made of stamps, excise, and registration, formerly wholly Provincial, while half the licence tax collections also became Provincial. On the other hand, the pay of Civil Surgeons and other charges devolved on Provincial. Under this settlement the receipts rose from 344.37 to 351.54 lakhs (Provincial from 140.35 to 150.68 lakhs), while expenditure fell from 237.03 to 218.12 lakhs, but the Provincial share of this rose from 146.36 to 155.77 lakhs. The Provincial income and expenditure averaged 146.84 and 152.98 lakhs respectively, as compared with the estimates of 144.90 and 144.94 lakhs, leaving the balance at 17.36 lakhs, or 7.36 more than the minimum reserve prescribed in 1887. The settlement was renewed on the same terms for the third quinquennium, during which the income rose from 361.03 to 414.50 lakhs (Provincial from 151.93 to 168.30 lakhs), and the expenditure from 224.53 to 245.19 lakhs (Provincial from 153.04 to 175.17 lakhs). The Provincial income and expenditure averaged 160.66 and 162.05 lakhs respectively, compared with the estimates of 144.90 and 144.94 lakhs, while the Provincial balance rose to 27.71 lakhs. The cost of certain measures, of which the most important was the reorganization of the Punjab Commission at a cost of 2.27 lakhs a year, was met by assignments from Imperial.

Under the fourth settlement the Provincial shares were fixed as follows: land revenue 25, stamps 75, and excise 25 per

cent. Half the income tax, hitherto wholly Imperial, also became Provincial. The income rose from 421.92 to 473.10 lakhs (Provincial from 134.91 to 142.27 lakhs), chiefly under land revenue (9.43 lakhs), stamps (2.88), excise (1.86), income tax (0.80), registration (0.95), and irrigation (2.20), to take the annual averages. Expenditure increased from 248.22 to 284.20 lakhs (Provincial from 180.39 to 185.34 lakhs), owing to larger outlay on public works, maintenance of canals, salaries and expenditure of civil and political departments, and famine relief. Survey and settlement charges, hitherto shared, became Provincial, raising the total of expenditure. The Provincial income and expenditure averaged 139.49 and 179.41 lakhs respectively, as compared with the contract figures of 132.19 and 167.24 lakhs; but the settlement affected the finances of the Province adversely, and the quinquennium closed with a balance of 5.23 lakhs, or hardly more than half the prescribed minimum.

1897-1905. The fifth settlement made in 1897 was afterwards extended to 1904-5. It was modified in details in consequence of the separation of the North-West Frontier Province in 1901, but the general terms remained unaltered. Famine (which commenced in November, 1896) and plague (which broke out early in 1897) led to diminished receipts and larger outlay, resulting in a complete collapse of the Provincial finances, which had to be supported by special grants from Imperial funds. Famine cost 54.70 and plague 6.58 lakhs during the quinquennium 1897-1901. Miānwāli District was created, and the Chenāb and Jhelum Colonies extended. In 1902-3 arrears of land revenue, aggregating 39.30 lakhs, were remitted, and loans to agriculturists, amounting to 9.06 lakhs, were written off in that and the following year. In 1902-3 the Imperial Government contributed 3.80 lakhs for extensive measures against plague, over and above the ordinary plague expenditure from Provincial funds. In that year the income was 519.36 lakhs, and the expenditure 299.65 lakhs (Provincial 219.23 and 208.94 lakhs respectively). Financially, the conditions in the Punjab since 1897 have been so abnormal that analysis of the figures for 1897-1903 would serve no useful purpose.

From April 1, 1905, the new Provincial settlement came into effect. Its noticeable features are:—

(1) Permanency—leaving the Province to enjoy the fruits of its economy, unless grave problems of Imperial interest call for assistance from Local Governments; (2) in the case of 'shared heads' the expenditure is divided between Imperial

and Provincial in the same proportion as in the case of corresponding heads of income, except land revenue, the expenditure (31.04 lakhs) under which is entirely Provincial, while the Provincial share of the income is three-eighths (95.58 lakhs); (3) the Local Government obtains, for the first time, a direct financial interest in 'major' irrigation works, three-eighths of the income (62.89 lakhs) and expenditure (37.74 lakhs), which includes interest on capital outlay 15.62 lakhs, having been assigned subject to a guarantee of a net income of 28 lakhs per annum.

Since the settlement was sanctioned the famine cess (Provincial rates) has been abolished, and a compensatory assignment of 6½ lakhs per annum given to Provincial. Recoveries from District funds on account of District Post charges were waived and the Patwāri cess abolished from April 1, 1906, and the cantonment police provincialized from April 1, 1905, lump assignments aggregating 17.83 lakhs being given as compensation. Famine expenditure did not enter into the Provincial settlement, and the question of its distribution is now under consideration.

Prior to annexation, the character of the land tenures in the Punjab was very indefinite and varied considerably from place to place. [Usually, however, cultivation was carried on by a number of independent groups of men scattered at uncertain intervals throughout the cultivable area of the country. Each group was, or believed itself to be, of a common stock, and the area it cultivated was known as a village or *mauza*, while the cultivators lived together on a common village site. When the crops were cut, a part of the produce was handed over to the village menials in payment for their services, and the rest was divided between the state and the cultivator. In many cases the state share was taken by some magnate or court official to whom it had been assigned; and there would often be some man of local influence who, from his character or traditional claims, was in a position to attend at the division of the grain heap and demand a small share for himself. When an assignee or intermediary claimant was strong enough, he would break up the waste, settle cultivators, and otherwise interfere in the village arrangements; but he seldom, if ever, ousted the cultivator so long as the latter tilled his land and paid his dues. The land itself was very rarely transferred, and when a transfer did take place it was almost always to some relation or member of the village community.]

On annexation the three duties which fell on the land Subse-

quent development. revenue officials were the determination and record of rights in the land, the assessment of the land, and the collection of the revenue; and the same duties continue to constitute the main features of the land revenue administration at the present day.

The cadastral record. A great deal of time and anxiety were expended in the early days of British rule over the determination of the various parties who had rights to the soil, and more particularly over the question of ownership, the persons recorded as owners being as a rule made responsible for the revenue. In many cases, more especially in the south and west of the Province, intermediaries of the kind above noticed were admitted to have superior claims to the proprietary right; but in most instances the cultivators were held to be the owners of the village lands, either jointly or in severalty.

*Zamindārs.* In the Punjab, as in the United Provinces, the ordinary landholder is known as *samindār*, the term being applied irrespective of the size of the holding. A distinction used to be made in revenue records between *samindāri* and *pattidāri* tenures on the one hand, and *bhaiyāchārū* tenures on the other—the former referring to estates held as a single unit or portions representing fractions of a single original share, and the latter to estates held in separate portions representing no fractional parts of the whole. The former classes of tenure are, however, less common than formerly, and the distinction is now of little practical importance. The *samindārs* in an estate are technically bound by a common responsibility towards Government, each being responsible for any balance of revenue due from other *samindārs* in the village; but here too the tendency is towards individualism, and with lighter and more elastic assessments the enforcement of collective responsibility has become practically obsolete. In practice, the owner or owners of each holding are assessed separately to revenue and are responsible to Government for the revenue so assessed. The revenue in each village is collected from the owners by one or more headmen or *lambardārs*, who pay the proceeds into the Government treasury and receive a percentage on the collections as their remuneration.

The persons recorded as owners, while undertaking the responsibility for the Government revenue, obtained a very much fuller right of property over their lands than had been usual in Sikh times. The right of transfer remained at first under some control and was little used; but as the revenue became lighter and land more valuable, the owners gradu-