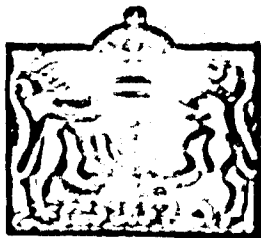


**FIVE YEARS OF PROVINCIAL
AUTONOMY**

IN

THE PUNJAB

1937—42



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FIVE YEARS OF PROVINCIAL AUTONOMY

IN

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INTRODUCTION

There are certain distinctive features in the social and economic life of the Punjab. Students of the working of Provincial Autonomy in this province will do well to bear them in mind. Among these may be mentioned :—

- (1) The Punjab's conspicuous progress in agricultural organization.
- (2) The position of the peasant-proprietor in the economic and social structure of the province.
- (3) His martial traditions which have earned for this province the proud title of the Sword-arm of India.
- (4) The burden of debts which the agriculturist of the Punjab has had to bear until recently.
- (5) The happy co-operation between the land-owner and the tenant in this province, not only on the agricultural farm, but also at the polling station.
- (6) The finely balanced position of the majority and the minorities among the religious communities of the province in the Provincial Legislature.

A few remarks on these important features of the picture and their relation to one another will be of assistance to the reader.

The five rivers which have given the Punjab its name have also given it one of the finest systems of canals in the world. At present nearly ten out of the thirty million acres or so of cultivated area in this province are irrigated by canals. About five million acres more are irrigated by wells and in other ways. This gives the Punjab better security than any other province of India has against drought and famine. Other services too, which Government Departments render to agriculture, are, on the whole, much better organised in this province than in any other. These factors, coupled with the distinctive physique, perseverance and industry of the Punjab peasant, have made this province agriculturally the most productive and prosperous in India. The gross value of the total agricultural produce of the Punjab is computed to be nearly one-fifth of the figure for the whole of British India. Indeed, agriculture in the canal colonies of this province has been described by competent observers as the most prosperous in the whole of Asia, including Japan.

The human factor is of special importance in the agricultural organisation of the province. The bulk of the 3½ millions or so of land-owners in the Punjab are small peasants who cultivate their lands with their own hands, and, therefore, form a class of peculiarly willing and self-reliant workers. They set the pace of agricultural operations and the standard of industry set by them is followed by the army of tenants and non-proprietor labourers who are attached to agriculture. From this point of view the peasant-proprietors may be regarded as the nucleus of the much larger agricultural community, which accounts for about three-fourths of the total population of the province.

Supported by his co-workers, the peasant-proprietor fights with remarkable industry and pertinacity against the limitations of his small, often very small, holding in order to obtain from it enough to maintain his steadily-rising standard of living. With the growth of population the pressure on land has been steadily increasing. It is only partly relieved by the temporary migration of the more adventurous from their villages. A considerable number of them change their ploughshares for swords and join the army, or go abroad and seek employment where a courageous policeman's work is to be done or feats of physical strength and perseverance have to be performed. Following a certain period of absence, the emigrant usually returns home, beats his sword once again into a ploughshare and resumes work on his field to which he has perhaps made a few additions by this time. This stultifies the argument of those who sometimes contend that the son of a peasant family should cease to be regarded as an agriculturist when he has joined the army or some other service.

This brings us to another distinctive feature of this province. Because of the martial traditions which the Punjab peasant has inherited from a long line of ancestors, he has been able to distinguish himself on the battlefields of the West as well as the East and has secured for himself a dominant position in the personnel of the Indian Army. The peasantry of this province contributed to the pre-war Indian Army about 60 per cent of its total strength and has maintained this proportion in recruitment to the Defence Forces since the outbreak of the present war. This not only gives the Punjab special political importance among the Provinces of India, but also ensures for its peasant families a much-needed supplementary income in the form of salaries and pensions. This amounted before the war to about Rs. 4½ crores a year, the amount being almost equal to the total land revenue of the province.

It is to be noted that the peasant-proprietor in the Punjab is very often a tenant as well as a receiver of rent. Owners of small holdings frequently give one another parts of their scattered properties for cultivation on rent. The small cultivating proprietor often extends his field of operation by taking a few acres from a bigger land-owner on lease. Even the smallest land-owner sometimes lets out his holding on rent, finding it more convenient or profitable to cultivate some other holding as a tenant. Similarly, he has to let out his land on lease when he finds service in the Army or other employment elsewhere. An inquiry before the War revealed that of about $17\frac{1}{2}$ lakhs of land-owners paying Rs. 5 or less as land-revenue no fewer than 624,835, that is more than one-third, had given out their lands on rent. In other words, as receivers of rent more than six lakhs of the smallest landholders stand in the same position and have the same interests as some of the owners of the biggest estates. These hard facts blur the distinction which certain economic theorists in the Punjab try to draw between the land-owners and the tenants as if they were mutually exclusive classes or between the "non-working land magnate" and the "cultivating proprietor of a small holding".

These facts also account for another peculiarity of the Punjab—the social and political solidarity of agriculturists, from the few big landlords that there are to the numerous peasant-proprietors and the equally numerous tenants and agricultural labourers, many of whom belong to the so-called scheduled castes. It is significant that in this province the term "zemindar" is vaguely applied to all these classes, no doubt because of the extent to which they overlap one another. Being himself very often a tenant as well as a receiver of rent, the peasant-proprietor has been able to view with equal sympathy the interests of the rent-receiver and the labourer and has set up satisfactory standards of business-dealings and, what is still more important, of social relations between the landlord and the tenant. Where ties of blood existed, they have not been weakened by any feeling of isolation or conflict of economic interests. Where they did not exist, other bonds of sympathy and fellowship have been created by the battle of life, which the proprietor and the non-proprietor, the Rajput and the Chamar, the Jat and the Ahir, have all been compelled by circumstances to fight together day and night, on the small agricultural holdings of the province.

It is interesting to remember in this connection that, when the present constitution of India was in the making, the big landlords in this province stoutly opposed the idea of having

an Upper Chamber for their special representation in the Provincial Legislature. They refused to believe that they had any special interests to safeguard, apart from the interests of the general mass of agriculturists. An interesting commentary on the relations between landlords and tenants is also furnished by the fact that the number of tenants-at-will who are evicted from their holdings during a year amounts to only about .06 per cent of the total number of tenants-at-will.

Another bond of fellowship among the mass of agriculturists has been created by their common indebtedness to the money-lending classes. In respect of its agricultural indebtedness, the Punjab has been occupying a position of distinction—this time, of course, not enviable—among the Indian provinces. Owing to the agricultural prosperity of the Punjab, its countryside provided for the money-lender a peculiarly tempting and profitable field of activity during the past 60 or 70 years. It has been calculated that, with a population of less than one-tenth of the total population of British India, the Punjab—or, practically speaking, the peasantry of this province—had to support about one-fifth of the total number of money-lenders and their dependents. Capital flowed more readily into the village money-lender's trade than into any other trade or industry and, generally speaking, a combination of covetousness and ultra-shrewdness on the part of the lender and ignorance and improvidence on the part of the borrower helped the rapid growth of agricultural indebtedness. In 1937 when the new constitution came into force, the total agricultural debt in the province was estimated at figures varying from Rs. 100 crores to Rs. 200 crores. Even the most conservative estimate represented a higher figure per head of the population and per acre of agricultural land than in any other province.

Between this huge debt and the peasant's land stood the protecting wall of the much-discussed Punjab Alienation of Land Act. This law which was enacted in 1901 prohibits the members of certain tribes notified as agricultural, from permanently alienating their lands in favour of those not included in this category. A law of this kind is by no means wholly unknown in other parts of India or in other countries. It has, however, attracted prominent notice in the Punjab because of the vigour with which it has been criticised by the spokesmen of the money-lending classes which were indirectly prevented by it from taking possession of the lands of their debtors. Despite their criticism, it is, however, safe to assert that if the Punjab retains up to this time its character as a land of peasant-proprietors, it is due in a large measure to the wholesome provisions of this law.

It should not be supposed, however, that those not included in the category of statutory agricultural tribes are denied all opportunity of acquiring agricultural land in the Punjab, even when they may desire to adopt agriculture as a profession. The Alienation of Land Act applies only to the permanent alienation of their lands by members of statutory agricultural tribes. The Punjab Government sells from time to time lands in new colonies by public auction to the highest bidders irrespective of their caste or tribe. Since 1901 the Government has sold in this way thousands of acres. Very little of this area has, however, been purchased by people outside the class of statutory agricultural tribes. This strengthens the argument of the agricultural tribes that the criticism against the Alienation of Land Act proceeds mainly from a desire on the part of the money-lending classes to acquire land in exchange for small loans and the interest that accumulates on them.

As might be expected, the long drawn-out controversy about the Alienation of Land Act has helped to determine party alignments for purposes of provincial politics. The tribes "protected"—or, more properly speaking, disabled from alienating their lands permanently to others—under this Act form about one-half of the total population of the province. The controversy over the Alienation of Land Act has not, however, had the effect of isolating the "protected" tribes from the "unprotected" ones. Other affinities and sympathies mentioned above have cut across the legal distinction and controversy has rather tended to take the line of "debtors" versus "creditors". In this controversy all agriculturists, whether proprietors or non-proprietors, whether those protected under the Alienation of Land Act or others, have tended to range themselves on one side against what they regarded as the money-lending classes.

The history of the Montagu-Chelmsford Reforms emphasised this distinction and linked it to other issues. A party under the name of the National Unionist Party was formed in 1923 in the then Punjab Legislative Council by the late Mian Fazl-i-Hussain who outlined for it a comprehensive policy, intended to appeal not only to "statutory" agriculturists, nor only to agriculturist debtors, but also to all those whom he described as the "Have-nots". In this term he included all those tribal and territorial groups which had been backward in education, in acquiring positions of power and profit in the administration of the province or in obtaining their proper share in the benefits of the various departments of State activity. "Special protection for the weak" and "special help for the

backward" became slogans of the Party, and the principles embodied in these slogans found expression in a vigorous and sustained policy of repelling attacks on the Alienation of Land Act, safeguarding its effectiveness, proposing other measures of relief and protection for agriculturist debtors, diverting an increasing amount of State expenditure from the towns to the villages, remedying the under-representation of various classes and groups in public services and demanding other benefits for the rural population.

The statutory agriculturists, the debtors, the members of the backward classes and the inhabitants of backward areas, to whom the different parts of the Party's programme were intended to appeal, included members of all religious communities; but unfortunately the money-lending classes which mostly belonged to urban areas and happened to be educationally advanced and over-represented in public services were mainly Hindu. The criticism was, therefore, often levelled against the Unionist programme that it was communal and anti-Hindu. It is interesting to recall this criticism because it has continued to be levelled against certain measures of the Ministry formed by the Unionist Party under the new regime ushered in by the Government of India Act of 1935.

Facing criticisms of this kind as best it could and with a varying amount of support at its back, the National Unionist Party in the old Legislative Council pushed many of its important proposals to a successful end. As instances of important measures, for which this Party claimed credit, the following may be mentioned :—

- (1) An amendment of the Land Revenue Act, which, among other things, reduced the maximum share of the State from one half to one quarter of the "net assets" of a land holder.
- (2) The Regulation of Accounts Act which laid down that the money-lender should keep accounts in a prescribed form and send six-monthly copies of these accounts to his debtors.
- (3) The Punjab Relief of Indebtedness Act which, generally speaking, abolished the penalty of civil imprisonment for defaulting debtors, facilitated the procedure of insolvency, prescribed maximum rates of interest, and made a provision for the scaling down of debts through the agency of Debt Conciliation Boards, besides providing certain other facilities for agriculturist debtors.

- (4) The Punjab Debtors Protection Act which protected from attachment in execution of civil decrees the ancestral property of agriculturist debtors, their standing crops and a sufficient portion of their lands, whether ancestral or self-acquired, for the maintenance of their families.

These were pioneer measures in the modern economic history of India. They also form an interesting background to the policy of the Unionist Ministry under the Government of India Act of 1935.

The work of the National Unionist Party in the old Punjab Legislative Council had the effect of creating a line of economic division, which cut across the lines of religious cleavage, but could not wholly obliterate them. Owing to various, some of them deep-rooted, causes, the tendency persisted among the members of the old Legislative Council to form parties on the basis of religious distinctions. The new economic tendency, however, very often led agriculturist members belonging to different religious groups to vote with the Unionist Party on economic issues.

During the working of the present constitution the cry of "minorities in danger" has been raised from time to time. The authors of this cry in their excitement seem, however, to overlook the all too obvious fact that, from the point of view of the relative position of various religious communities in a Provincial Legislature, the minorities have much less to fear in the Punjab than almost anywhere else in India. In a total house of 175 members, which was provided for the Punjab by the Government of India Act of 1935, not more than 86 seats were reserved for the majority community (the Muslims) and not more than a maximum number of five seats, representing mixed constituencies, were expected to be won by members of this community. The strength of the religious majority and the minorities (about 90 Muslims and 85 non-Muslims) was, therefore, more evenly balanced in the Punjab Legislative Assembly than in any other legislature in India. This represents another peculiarity of the Punjab where no Government can hope to remain in office for any length of time with the support of the members of the majority community alone. It is possible in most other provinces for the majority community to provide from among its own members a large enough following for a Ministry. This is not possible in the Punjab under the present constitution.

THE NEW ERA BEGINS

The Punjab was the first Province to produce a majority party able and willing to shoulder the responsibility of Government under Provincial Autonomy. Eight parties, beside a few independent members, fought their way into the Legislative Assembly. The largest of these was the old National Unionist Party which had been re-organised under the name of the Punjab Unionist Party on the eve of the election. It emerged from the election contest with a membership of 101 in a House of 175. The next largest party, the Congress, captured about 20 seats in the House. These were the only two parties which had addressed their appeals to voters of different religious communities, the remaining six having practically confined their attention to one community or another. Thus the Khalsa National Party and the Akali Party contested Sikh constituencies, the former capturing about one half and the latter about one third of them. The National Progressive Party of non-agriculturist Hindus captured about 15 Hindu constituencies, but later lost a few of them to the Congress in by-elections. The Muslim League, the Majlis-i-Ahrar and the Majlis-i-Itihad-i-Millat confined their electioneering to a few Muslim constituencies and emerged from the contest with a membership of two or three each.

Thus, amidst a medley of small parties and groups, the Unionist Party commanded an absolute majority in the Legislature. Its communal composition compared as follows with the communal composition of the total House :—

	<i>In the Unionist Party</i>	<i>In the whole House</i>
Hindus (including members of scheduled castes) ..	16	48
Muslims	81	90
Sikhs	..	33
Indian Christians	2	2
Anglo-Indian	1	1
European	1	1

As it emerged from the election the Unionist Party had no Sikh among its members ; but circumstances soon remedied this shortcoming.

At this stage in six other provinces the Congress majorities were yet undecided whether to work or wreck the Provincial part of the constitution and in all other provinces an active search was being made for the man likely to command a working majority in the Legislature. The position in the Punjab was

happily free from such doubts and the Leader of the Unionist Party, the Hon'ble Major Sirdar Sir Sikander Hyat-Khan was summoned as a matter of course to advise the Governor on the choice of the Ministers. An important landmark in the history of the growth of democracy in India was thus set up in the Punjab when an elected Indian for the first time exercised on behalf of the electorate the right of advising the Governor in this respect.

In choosing his colleagues the Unionist Leader initiated an interesting political and constitutional experiment. For a Cabinet of six Ministers he chose, besides himself, three Ministers from his own Party and two from outside its ranks. One of these two, the Hon'ble Sardar Sir Sunder Singh Majithia, was drawn from the Khalsa National Party, of which he was the leader. The other, the Hon'ble Mr. Manohar Lal, came from the National Progressive Party which he had joined after having been elected on an independent ticket. The two non-Unionist Ministers were not asked to adopt the Unionist label. It was enough that they accepted the Unionist programme of "special help for the weak and the backward" as illustrated by the Unionist Party's work in the old Legislative Council.

Was it a Coalition or a Unionist Ministry that Sir Sikander Hyat-Khan formed? The question was once a subject of occasional controversy. Apparently it did not conform to the familiar type of either a Coalition or a single party Government. Nor is a discussion of the proper nomenclature to be applied to the Ministry of much practical importance. The main point, however, was that the two non-Unionist Ministers were included in the Cabinet not as the nominees of any Parties but because the Unionist Leader found in them suitable colleagues to have with him in the interests of his programme. Their choice as Ministers involved no pact or bargain with the Parties from which they were drawn. If these Parties had been asked to nominate two Ministers as their representatives in the Cabinet, the personnel of the Ministry might have been somewhat different from what it was.

At the same time the choice of two Ministers from outside the Unionist Party was no doubt intended to give special representation in the Cabinet to the Sikh and the non-agriculturist Hindu minorities. As a gesture of goodwill to these minorities, it won appreciation and secured for the new Government the general support of the parties from which the two Ministers were drawn. Most members of the Khalsa National Party belonged to agriculturist classes. Their support for the details of the Ministry's programme was, therefore, as thorough and

consistent as their general goodwill towards the representative character of the Cabinet. In the case of members of the National Progressive Party, however, the old conflict between the agriculturist debtor and the money-lender asserted itself in 1938, in connection with certain parts of the Ministry's economic programme and most of the members of this Party consequently voted against some of the Ministry's proposals. It is, however, interesting that on such occasions, while the Ministry was unable to count on the support of some of its non-agriculturist friends among the National Progressive and the Khalsa National Parties, there was a marked tendency among the agriculturist members of an otherwise consistently hostile Opposition to support the Ministry's proposals. The line of economic cleavage tended to cut across parties and political alliances.

After the reaction of different groups of members to the Unionist Ministry's actual economic policy had been tested, the position at the end of the first five years of Provincial Autonomy appeared to be that about 110 members in a total House of 175 had been consistent in accepting the Ministry's whip. These 110 members included about two fifths of the total number of Hindu members and about one half of the Sikh members besides the bulk of the Muslim members and all the Indian Christian, Anglo-Indian and European members in the House. From this point of view the Ministry could well claim to have enjoyed the confidence of religious minorities in this province to a greater extent than any other Provincial Ministry did.

During this period, the Congress Opposition was at one stage able to absorb the Akali Party. This and the gain of a few seats in by-elections at the expense of the National Progressive Party raised the strength of the Congress Party to 37. In November, 1939, the All India Congress adopted, however a policy of non-co-operation with the constitution and the Congress Party in the Punjab Assembly absented itself from the House. Thereafter some of the unattached members formed themselves into an Independent party which took the place of the Congress Opposition in the House. This Party consisted of about a dozen members.

There took place two important changes in the party position in the Assembly during subsequent years. The first of these resulted from the so-called Sikander Hyat-Baldev Singh Pact. Following this Pact, Sardar Baldev Singh took the place of the then Sikh Minister, Sardar Dasaundha Singh, who had succeeded Sir Sunder Singh Majithia on the latter's

death. Under Sardar Baldev Singh's leadership the members of the old Khalsa National Party and a few other Sikh members who came over from the Akali Party constituted themselves into a new party known as the Punjab Sikh United Party, counting 17 members in its fold.

Another development was a controversy which started in the summer of 1943 on the question whether and to what extent the Muslim members of the Unionist Party owed allegiance to the Muslim League. This controversy centred round the so-called Jinnah-Sikander Pact under which Sir Sikander Hyat-Khan had undertaken in October, 1937, to advise his Muslim followers to become members of the Muslim League, but had postulated that the existing Unionist Party would retain its name and place in the composition of the Ministerial Party. The question of the interpretation of the Pact came to a head some time after Sir Sikander Hyat-Khan's death and the appointment of Lieutenant-Colonel Malik Khizer Hyat Khan Tiwana to the office of Premier in the Punjab. The final outcome of the controversy was not yet clear at the time of writing.

MINISTRY'S PROGRAMME

On the day of assuming office (April 1, 1937) the Premier of the Punjab, the Hon'ble Sir Sikander Hyat-Khan, made, on behalf of the Ministry, an important public statement indicating in broad outline his political policy and programme. This statement has proved such a befitting introduction to the later activity of the Ministry that a few extracts from it may be quoted here with advantage.

Explaining the Cabinet's attitude towards the new constitution Sir Sikander said :

"The Punjab Cabinet is under no delusion as to the nature and extent of the limitations and restrictions which the new Government of India Act imposes on autonomy even in the provincial sphere. Nevertheless, in pursuance of the clearly expressed wish of the electorate, it has undertaken the task of running the administration and securing the utmost good out of the new constitution.

"We admit that the machinery, which we have been called upon to work, is delicate and complex, but we do not see the wisdom of condemning it without a fair trial. Nor do we believe in flinging in a spanner deliberately to clog or wreck it. It would neither be fair to the Province nor to our constituents to resort to such tactics. At the same time, we wish to make it quite clear that we will not have the slightest hesitation in revising our attitude towards the new constitution if, in spite of our best efforts, it proves to be unworkable."

Referring to the Ministry's programme of work, he said :—

"It is not practicable in the course of a brief statement to enunciate the principles which we desire to follow or to discuss the policy which we desire to pursue, or to enumerate the details of the programme which we desire to put through during the next five years. We will take the earliest opportunity of announcing our considered plans when we have had time to mature them. Meanwhile, there are certain matters of outstanding importance upon which some light may, with advantage, be thrown at the very outset.

“Lightening the burden of the peasantry, tackling the problem of unemployment, development and expansion of nation building activities, uplifting backward classes, including our brethren of the scheduled castes, and creating a more favourable atmosphere for the promotion of communal amity and goodwill, are questions which have been a subject of universal comment not only in the Punjab, but throughout India. While other questions of both major and minor importance are also bound to engage the attention of the Cabinet, the problems just alluded to are such that they may justly claim precedence over others.....

Nobody is more conscious of the difficulties of the peasantry than the Punjab Cabinet. But relief to the peasantry necessarily involves a corresponding shrinkage in provincial receipts, while development of nation building activities and relief of unemployment necessarily involve an expansion of expenditure.

“The clear import of this dual process is that in order to afford the requisite relief to the peasantry and to provide for the removal or even mitigation of unemployment and the intensification of nation-building activities it would be necessary to explore fresh avenues and examine the existing sources of revenue with a view to augmenting our income to the extent which would enable us to take appreciable action in these very desirable directions without adding to the burden of the poorer classes.

“It may be contended that the cost of the administration should be reduced very substantially in order to find a part of the funds necessary for the above purposes. While the Cabinet desires to assure the public that every reasonable attempt will be made to effect all reasonable economy in order to cheapen the administration consistently with efficiency, it should be borne in mind the extensive retrenchment was affected in almost all departments when the depression set in and that the votable portion of the budget is not very large.

“The yield of all practicable fresh retrenchments and economies will, in any case, be disappointingly low and entirely inadequate for the purposes which claim and deserve the sympathy of all of us.

“However, with courage and determination to move forward, the Cabinet has made up its mind to appoint two committees—one to advise and report on the best means of coping with the problem of unemployment and the other to suggest practicable devices for effecting economy and retrenchment as well as to explore fresh sources of revenue without affecting the poorer classes, with a view to enabling the new Government to enter upon a programme of providing suitable relief to the peasantry and intensifying nation-building activities.”

It will be interesting to take a bird's-eye view of the steps taken to solve the problems mentioned above. This is done in the following chapter. A slightly more detailed explanation of some of these steps is given in subsequent chapters about Departmental work.

HOW THE PROMISE WAS FULFILLED.

The following are the prominent features of the efforts which the Punjab Ministry made during the first five years of Provincial Autonomy to fulfil its promise of "lightening the burden of the peasantry, developing and expanding nation-building activities and uplifting backward classes".

Relief from indebtedness—It tackled boldly and energetically the problem of the crushing burden of indebtedness on the agricultural population. As an Opposition Party in the old Punjab Legislative Council under the Montagu-Chelmsford constitution, the Unionist Party had already been actively interesting itself in legislation for the protection of agricultural debtors and had been instrumental in the enactment of two important laws, namely, the Punjab Relief of Indebtedness Act and the Punjab Debtors Protection Act. The general effect of these laws was briefly that :—

- (a) the penalty of civil imprisonment for debtors was abolished except in those cases in which it could be proved that the debtor was able to pay his debt, but not willing to do so ;
- (b) maximum rates of interest were prescribed ;
- (c) a provision was made for the scaling down of debts through the agency of Debt Conciliation Boards ;
- (d) the ancestral property of agricultural debtors was protected from attachment in the execution of civil decrees ; and
- (e) their standing crops and a sufficient portion of their lands, whether ancestral or self-acquired, were similarly protected for the maintenance of their families.

The Ministry which assumed office in April 1937 not only took vigorous administrative steps to fulfil the purpose of these laws, but also undertook further legislation of far-reaching consequences for the relief and protection of debtors, not excluding debtors living in urban areas. Thus Debt Conciliation Boards under the Relief of Indebtedness Act were soon set up in all districts of the province. During the period under review total claims of about Rs. 4 crores were amicably settled through the agency of these Boards at a total figure of about Rs. 1½ crores.

At the same time the powers vested in a local Government by Section 61 of the Civil Procedure Code were exercised for the first time by the Ministry and a notification was issued exempting the whole of the fodder crop of an agriculturist

debtor and a certain proportion of the yield of his grain crops from attachment in execution of civil decrees.

Besides taking administrative action under the existing laws, the Ministry proceeded to enact a series of new laws for the relief and protection of debtors. Among these may be mentioned :—

- (1) *The Punjab Registration of Money-lenders' Act*—
It lays down that a money-lender who has not got himself registered and obtained a valid licence (which may be cancelled if he commits malpractices) cannot sue for the recovery of a loan.
- (2) *The Punjab Restitution of Mortgaged Lands Act*—
It provides for the cancellation of mortgages of lands effected before 1901. The cancellation is to be ordered without compensation to the mortgagee, if the latter has already derived from the land concerned benefits amounting to twice the mortgage money. The mortgagee is to be given reasonable compensation in other cases.
- (3) *The Punjab Alienation of Land (Second Amendment) Act*—It invalidates alienation of land by an agriculturist to a non-agriculturist by means of what are known as *benami* transactions, i.e., alienation by an agriculturist ostensibly to another agriculturist but really to a non-agriculturist who employs an agriculturist as his agent and himself remains in the background. This Act was, however, subsequently held to be *ultra-vires* of the Punjab Legislature on the ground of certain technical flaws.

There were several other “amending” Acts intended to stop loopholes which clever lawyers discovered from time to time in various indebtedness laws and through which they tried to defeat or evade the object of the law concerned. A complete list of the laws passed by the provincial Government during the period under review will be found in an appendix attached to this pamphlet.

It has been calculated that under the Punjab Restitution of Mortgaged Lands Act 756,131 acres of mortgaged lands are liable to be restored to their owners, in most cases without the payment of any compensation to the mortgagees. The total amount of mortgage money involved in these old mortgages was about Rs. 4,13,00,000. It may be safely asserted that under this and the other laws relating to the protection of

debtors the acute problem of agricultural indebtedness has been adequately solved and peasants and cultivators have been relieved of a crushing burden which had grown to the colossal figure of about 200 crores as the principal amount. On this amount the debtors had to pay anything from Rs. 24 crores to Rs. 50 crores by way of interest every year.

Urban Debtors—Debtors belonging to the urban classes in towns were not neglected. By an amendment of the Punjab Relief of Indebtedness Act, certain measures of protection afforded to agriculturist debtors were also extended to debtors in urban areas.

A law, particularly intended to help employees in private shops in towns was enacted in the form of the Punjab Trade Employees Act. It regulated the working hours, holidays and wages of shop assistants and commercial employees and gave them various other protections. Commercial employees in towns had been a notoriously over-worked class of men, liable to arbitrary victimization by their employers. The Act was naturally much appreciated by employees and has since been copied outside the Punjab.

Relief from effects of natural calamities—Debts were, however, not the only burden under which the peasantry of the Punjab had been suffering. They have always been and still are liable to suffer when nature denies them the benefit of rainfall or drops hailstones on their crops or imposes some such other calamity on them. The remarkable system of canal irrigation in the Punjab makes the people secure against drought to a certain extent, but not altogether. Man has not yet been able to devise total protection against the visitations of nature and all that a sympathetic Government can do is to organise adequate relief when such a visitation occurs and causes distress among its people.

The solicitude of the Ministry for the well-being of the people of the Punjab was put to a severe test almost as soon as it assumed office. A hailstorm had visited several districts of the province on the eve of the introduction of Provincial Autonomy. Within an hour of taking the oath of office, the Cabinet decided, therefore, to take the bold step of ordering a special remission of land revenue, water rates, rent and malikana to the extent of about Rs. 34 lakhs and distributing tacc loans, etc. About Rs. 12½ lakhs were advanced as taccavi loans and another Rs. 1,15,000 were distributed among the sufferers out of the Provincial Famine Relief Fund, the Revenue Minister himself touring the areas concerned and supervising the organisation of relief.

Similar measures were repeated when another hailstorm—this time fortunately not so severe—damaged the Kharif crop of 1937 in certain districts. This time the remission of Government's dues amounted to Rs. 10,22,000.

Hissar Famine—A far worse calamity occurred, however, in the form of a severe and prolonged famine in the South-eastern districts of Hissar, Rohtak and Gurgaon in 1938. In fact, there had already been a succession of three poor crops in this area when the monsoon failed altogether in 1938 and caused acute and widespread distress. The situation demanded a special effort on the part of Government to save not only human beings from misery and starvation but also the famous breed of Haryana cattle, one of the principal assets of this part of the Punjab, which stood in danger of total extinction. The Ministry decided to spare no effort to save both and the following methods of providing relief were adopted :—

- (1) Government dues on account of land revenue, taccavi and *abiana* in the famine-affected villages were suspended or remitted.
- (2) Relief works for the employment of labour were started on a very big scale and spinning centres were opened for the benefit of purdah-observing women. The scale of wages was specially raised by relaxing the relevant rules of the Punjab Famine Code and "gratuitous" relief was provided for those unable to work. At one time the daily figure of people who were being maintained through these relief measures rose to about 300,000.
- (3) Special arrangements were made for the import of fodder into the affected area and taccavi was distributed for the purchase of fodder. Government opened at their own expense a concentration camp for cattle. Those who could not maintain their cattle in their homes through taccavi were given the option of selling them to Government and purchasing them back at the same price after the famine. The total number of cattle maintained under this arrangement was about 6,000.
- (4) Elaborate medical arrangements were made for the benefit of the famine-affected people through a network of temporary village dispensaries.

An eloquent testimony to the success of the measures of relief was borne by the fact that not a single loss of a human

life occurred directly owing to starvation in the famine-stricken area. The total number of cattle in the area decreased, mostly through sale and export; but an adequate number of cattle of good quality was also saved. Indeed, the loss in numbers during the famine is regarded by observers as having been compensated by a subsequent general rise in the quality of the breed.

The famine in these districts (it was severest in Hissar district) continued for about three years and the relief caused the Punjab Government a total amount of Rs. 2,78,00,000. The success of the relief measures in this area is irresistibly borne in upon those who know something about the recent famine in Bengal.

Suspensions and Remissions—Apart from the special measures of relief organised for these particularly severe visitations of nature, the ordinary rules about suspending or remitting Government dues on account of low prices, bad harvests or local damages to crops continued to be administered in a liberal and sympathetic spirit. Fortunately after the outbreak of the war the prices of agricultural produce improved and the problem of distress on account of low prices disappeared. Remissions of land revenue have also been allowed from time to time to villages where people have shown gallantry in resisting dacoits. A system of deferred payment of remissions has been introduced in Jhelum district to reward those villages which may have done particularly well in recruitment. These remissions will be paid in the form of accumulated amounts after the war and the method of payment will be decided in consultation with the villagers concerned.

Permanent reductions have been made in water rates for certain crops. For instance, rates for barley and oats were brought down to those for wheat, a change involving a permanent annual reduction of about Rs. 1½ lakh. Several crops were added to the list of "fodder" crops which pay a comparatively low water rate.

Peasants' Welfare Fund—In the category of relief to small land-holders must be included another important measure. This was the appointment of the Land Revenue Inquiry Committee to examine the question whether the principles of Income Tax could be applied to land revenue and, failing this, how else the object of giving permanent relief to small land-holders could be achieved. As a result of the inquiry of this Committee it was found that the exemption of small land-holders from land revenue would cause a loss to the provincial Exchequer

out of all proportions to the relief that individual land-holders would get. For instance, if land-holders paying Rs. 10 or less per annum as land revenue were to be exempted it would mean a total loss of about Rs. 50 lakhs to the provincial revenues, but would not mean relief of more than a few pice per head per annum to the class of people concerned. The Committee, however, recommended certain other measures for the benefit of small holders, including the creation of a Small-holders' Development Fund. After considering the report, Government decided that instead of remitting Rs. 50 lakhs from land revenue and practically wasting it in the form of relief of a few pice per head per annum to the people concerned, they should set apart a fund of this or even higher value and utilize it for the benefit of this particular class. A fund known as the Peasants' Welfare Fund was thus created with an initial contribution of Rs. 30 lakhs in 1942. With further additions during subsequent years this Fund reached the figure of Rs. 1½ crores by the end of the financial year 1943-44. The methods of spending it so as to confer the maximum benefit on the small land-holders and peasants are under consideration.

Among the steps taken to improve the income of the agricultural population and to bring about their general social uplift may be mentioned the following :—

(1) *Extension of irrigation*—The construction of the Haveli Project was sanctioned by the Ministry soon after assuming office and this Project was completed during the next two years. The Thal Project was taken in hand. Its head-works were completed when further construction had to be suspended owing to war conditions. Work on this Project has, however, been resumed recently. Various schemes for carrying water to the south-eastern districts of Hissar, Rohtak and Gurgaon which are subject to frequent drought remained under active consideration and a beginning was made in the form of the Western Jumna Canal Extension Scheme. A more detailed reference to these undertakings will be found in a later chapter.

(2) *Marketing Act*—An attempt was made to secure to land-holders and cultivators adequate price for their commodities in the markets of the Punjab by regulating the practices and usages in these markets. This was done through the Punjab Agricultural Produce Marketing Act, which aimed at eliminating various mal practices and undue charges.

(3) *Expansion of Beneficent Activities*—A vigorous and sustained policy of expanding the activities of various beneficent departments such as Education, Public Health, Veterinary Services,

Co-operative Department, etc., was adopted. A detailed survey of the expansion of these departments and the results achieved by them is given in later chapters. Here it may be mentioned that the total expenditure on beneficent departments which stood at Rs. 2,89,00,000 in 1936-37 rose steadily to Rs. 3,59,00,000 in 1941-42. This increase was shared by all departments concerned as shown in the following table :—

Department	Expenditure in 1936-37 (in lakhs of rupees)	Expenditure in 1941-42 (in lakhs of rupees)
Education	160·5	167·7
Medica	48	51
Agriculture	55	90·3
Public Health	10·8	27·7
Industries	14	22·2
Total ..	288·3	358·9

Special Development Fund—A special attempt to intensify the activities of these departments took the form of the creation of a Special Development Fund in 1938. Contributions were made out of this fund to various departments for the financing of suitable schemes, in accordance with a co-ordinated plan of educational, economic and social uplift of the rural population. Particular attention was paid to the distribution of these funds to the improvement of rural water-supply, agriculture, consolidation of holdings, expansion of co-operative activities, village industries, veterinary services, educational, medical and public health facilities. A sum of Rs. 55 lakhs was originally contributed to this Special Development Fund from the revenue surplus of the year 1937-38. Further sums were contributed to it during subsequent years bringing the total to Rs. 98 lakhs in 1941-42.

A comparison—While presenting to the Punjab Assembly the budget for 1938-39, the Hon'ble Finance Minister said : " Recently much comparative examination has been attempted of the expenditure in various provinces on nation building departments, and the result has been that of all the provinces in India the Punjab devotes the largest percentage of its total expenditure to beneficent departments, except Madras, but even Madras

has much smaller annual expenditure per head of the population. Bombay's percentage of expenditure compares unfavourably with us, but as the population of the Presidency is comparatively smaller, and its total resources much greater than ours, Bombay is able to show a slightly higher *per capita* expenditure.

"Sir, judged by comparable statistical tests, the Punjab to-day easily leads in the matter of nation-building activity. We may justly feel, therefore, that with economy so enforced as to secure the highest results with the present pitch of expenditure, and the new intensive drive that is now proposed to be undertaken to give fresh impetus to existing work, a rich and valuable harvest of genuine development is sure to be achieved."

(4) *Campaign against corruption*—The problem of starting a campaign against corruption among Government officials was not neglected. Orders were issued by Government to the effect that any complaint of corruption made by five disinterested persons against an official would be carefully investigated and, if found correct, would lead to proper punishment for the offender. Later, an Anti-corruption Agency was created in the Civil Secretariat under a specially selected officer to investigate cases referred to it by Heads of Departments.

(5) *Panchayats*—An important step for the encouragement of self-help and local self-government among the rural population was the re-organisation of village panchayats under a newly organised Panchayats Department. Necessary legislation was enacted to enable the panchayats to exercise judicial powers in their local areas in respect of minor civil and criminal disputes and to carry out plans for rural uplift through local taxation. The panchayats are elected bodies and are rapidly creating a new spirit of self-help and self-confidence among the rural population and enabling people to exercise a check on corrupt village officials.

(6) *Uplift of Scheduled Castes*—Special efforts were made for the protection and uplift of members of the scheduled castes which form the poorest and the most backward sections of society in the province. The protection given to agricultural debtors under various Indebtedness Laws was generally extended to the scheduled castes. Orders were issued declaring *begar* (exacting compulsory labour) an unlawful act on the part of officials and warning them against this practice. This was a form of oppression from which members of the scheduled castes had long been suffering in the country-side. By means of another decision, the Ministry declared all public-owned

wells throughout the province to be open to all members of the public, including members of the scheduled castes.

The Ministry further adopted a policy of nominating at least one member of the scheduled castes to every local body, provided that the numerical strength of the community within the area of the local body concerned justified its claim to representation. In public schools there is, of course, no discrimination against the children of scheduled castes in respect of admission. Even in the case of private schools, receiving grants-in-aid from the Education Department, it was ordered that their refusal to admit scheduled-caste children would lead to the cancellation of their grants. A number of scholarships were reserved for students belonging to the scheduled castes in order to encourage education among them. Further, as a part of a comprehensive plan of reserving certain percentages for various communities in recruitment to public services, a definite share was allotted to the scheduled castes. Unfortunately owing to the dearth of qualified men in their ranks they have not yet been able to take full advantage of this reservation. The situation will, however, improve with the spread of education among them.

Inter-communal Harmony—Another interesting feature of the Ministry's work during the period under review was a sustained effort to inspire confidence among the minority communities and maintain an atmosphere of inter-communal goodwill and harmony in the province. It has already been pointed out that on the whole the Punjab adapted itself readily to the requirements of the new Constitution. The process was not, however, wholly free from ugly incidents during the earlier stages. Forces of communal fanaticism were set in motion by interested persons who wanted to embarrass the new Government. The result was a series of eight communal riots in various parts of the province during the first four months of the new regime. The situation, however, improved after that and there were practically no communal riots of the kind that had marred the history of the province during the pre-Autonomy years, though the atmosphere was never wholly free from political and economic controversies which were very often wrongly given a religious or communal colour in the press and on the public platform. In July, 1937, the Premier convened a "Unity Conference" of the leaders of different religious communities at Simla and the sub-committees of this Conference examined various questions which occasioned inter-communal strife. This method, however, led to no concrete result and discussions had to be postponed indefinitely. Later,

the Punjab Government decided to make a different approach to the problem and allotted a special fund for the promotion of communal harmony in the province with the help of a Board of official and non-official representatives. This experiment is still being tried.

Meanwhile, the Ministry was able to find a satisfactory solution of the vexed problem of inter-communal justice in the matter of recruitment to public services. It devised a definite formula of reserving 50 per cent of all fresh recruitment for Muslims, 20 per cent for Sikhs and 30 per cent for Hindus and others, including Indian Christians and scheduled castes. A detailed procedure of reserving each new vacancy arising in a Department for a particular community in accordance with the formula was laid down and has been strictly enforced.

Mention may also be made in this chapter of an achievement of the Punjab Government, which has a historical value even though it directly concerns only one section of the population. This was the decision to levy a cess on Muslim landholders by means of a special Act for the purpose of financing the repair and maintenance of the Badshahi Mosque of Lahore. It has been possible by this method to renovate a valuable historical monument of Muslims in the Punjab.

PUNJAB'S WAR EFFORT

In a statement issued a few days before the war, Sir Sikander Hyat-Khan, the then Premier of the Punjab, said :—

“ I appeal to my countrymen that we unhesitatingly take up the challenge which the war Lords of Europe have thrown out to the peace-loving nations of the world and assist the democracies in averting the threat to the liberty and freedom of mankind by throwing in our lot with them, even to the limit of our entire resources.”

The Premier's appeal was endorsed by the Punjab Legislative Assembly soon after the outbreak of the war. The Assembly approved of the policy of the Government towards the present international crisis and declared its determination to resist aggression “ with all available resources ”.

“ Whatever the rest of India may do ”, said the Premier on another occasion, “ the Punjab will continue to play its honourable role and, if need be, fight to the last man to defend our country, to protect the honour of our women-folk and for the safety of our hearths and homes.....I can confidently assert that if we are called upon to do so, the Punjab would be prepared to put a million combatants in the field within a few weeks in order to fight the ruthless and unscrupulous enemy of liberty, justice and religion.”

From the commencement of hostilities the Punjab Government's offer of help to Great Britain and the Allied Nations has been deliberately unconditional. This is in accord with the Punjabi's characteristic tradition of spurning a person who tries to take advantage of the difficulties of a friend. In the course of an Assembly debate, Sir Sikander Hyat-Khan deprecated all political bargaining and said :—

“ Let us give our unstinted and unconditional support to them (the British) now and when the war is over that very strength and support which we extend to Great Britain to win the war will win us our freedom.”

This sums up the point of view of the Punjab Ministry both towards the war and India's future. After Sir Sikander's death Lieutenant Colonel Malik Khizar Hyat Khan Tiwana who succeeded to the office of Premier has pursued with increasing vigour the policy of full, ‘ all-out ’ and unconditional effort to win the war.

The complete story of the Punjab's war effort will be told for obvious reasons, only after the war is over. There is, however,

not the slightest doubt that the drums of war have elicited from this province a splendid response in every sphere of war work.

The exact totals of men recruited to different arms of the Defence forces has exceeded the one-million figure promised by Sir Sikander Hyat-Khan and the province continues to enjoy the first place in the matter of recruitment. It is estimated that of the total enlistment in India about half the number has so far come from the martial districts of the Punjab. Recruits have come voluntarily and in hundreds of thousands from all communities. The Muslim farmer-soldiers of Mianwali, Rawalpindi and Jhelum have sent in their young men in such large numbers that it has created a perceptible gap in the countryside of these districts. Likewise men have volunteered from among the brave Sikhs of the Central Punjab, the sturdy Jats of the south-east and the Dogras and Rajputs from the hillsides.

The Punjab has also contributed generously towards the War Purposes Fund. The total of donations stood in April, 1942, at about rupees one crore and has since reached the figure of about rupees two crores. The total figure at the end of the last Great War was Rs. 55 lakhs.

The total of investments in different war loans is now rapidly approaching the figure of Rs. 20 crores. This in spite of the fact that unprecedented opportunities for industrial activity have been afforded by the demands of the Defence Department. These opportunities have not been neglected and every town in the province has been humming with industrial activity since the outbreak of war, revealing the ability of the people to adapt themselves to changing demands and their resourcefulness to handle quite intricate jobs. As far as cutlery is concerned, the two adjoining towns of Wazirabad and Nizamabad were, for instance, supplying at one time more clasp knives, forks and table knives than the rest of India put together. Among the innumerable articles for the supply of which the province has maintained a lead are tinware, padlocks, heels and toes, stirrup pumps, tents and oil-cookers. Panipat has supplied lakhs of blankets. Sialkot, the world famous centre of sports industry, has diverted itself to the production of wood-ware and has incidentally excelled in the manufacture of delicate surgical instruments. It is not possible to enumerate all of the many items that have been manufactured in the Punjab, but it is obvious that the war years have witnessed a silent industrial revolution in the province.

With the object of rewarding war work, particularly those who responded to the call for recruitment to the Defence Forces, the Punjab Government announced a number of rewards and concessions for soldiers and their families. It was decided to set apart about 78,000 acres of land to be given to soldiers as rewards for services during the war. In Jhelum District land revenue was remitted to certain villages which had done particularly well in recruitment. The principle was further accepted that in recruitment to all civil services under the control of the Punjab Government preference should be given to men with war services to their credit. Direct recruitment to the Punjab Civil Service (both executive and judicial branches), was suspended, pending the return of suitable candidates from the theatres of war. In the meantime, it was arranged to fill vacancies in this service on a temporary basis. This principle of filling vacancies on a temporary basis during the war was extended to other departments as well.

Efforts were made to provide due facilities for soldiers' families in their absence. In all recognised schools of the Punjab the children of Indian soldiers on active service overseas were exempted from tuition fees in middle classes. Special arrangements were made for the provision of medical aid to soldiers' families and dependents. The Punjab Government also gave active co-operation in all schemes started by the Government of India for the welfare of the families and dependents of those who were fighting their country's battle overseas.

One of the war measures adopted by the Punjab Government along with other provincial Governments was the creation of a trained body of Civic Guard and a strong A. R. P. organisation. Improvement in war situation later enabled to disband the A. R. P. services but the Civic Guard continued to render valuable help to the Police in maintaining law and order in the country-side.

Apart from its contribution to the combatant forces the Punjab made notable contributions to the recruitment of technicians and the military Medical Corps. It had the distinction of leading all the provinces in respect of all these recruitments.

A SURVEY OF DEPARTMENTAL WORK

EDUCATION

In the sphere of education there was not only steady all round progress during the first quinquennium of Provincial Autonomy in the Punjab, but certain important schemes of re-organisation were also planned and taken in hand. The following were the aspects of progress in various directions :—

(1) The number of educational institutions of all kinds and the total number of scholars increased from 18,466 in 1937 to 19,692 in 1942 and 1,285,682 in 1937 to 1,429,628 in 1942 respectively. The following tables show the increase in various institutions and the number of scholars attending them.

	INSTITUTIONS		Increase or decrease since 1936-37	SCHOLARS		Increase or decrease since 1936-37
	1936-37	1941-42		1936-37	1941-42	
Colleges ..	46	56	+10	15,931	20,269	+4,338
Secondary Education (High Schools and Middle Schools)	3,741	3,690	—51	624,279	686,666	+62,387
Primary Schools ..	7,641	8,375	+734	485,118	548,629	+63,511

Total number of scholars in primary schools sometimes gives a wrong impression. A large number of students who are enrolled in the first primary class do not progress beyond that stage and after leaving their schools speedily forget what they learnt. There is thus a certain amount of wastage which claimed the special attention of the Education Department during the period under review. Efforts were made to make class room instructions interesting and attractive with the result that there was a striking increase not only in the average attendance of enrolled scholars but also in the number of those who completed the primary stage of education. Average attendance increased from 322,586 in 1937 to 360,122 in 1942. Again, whereas in 1936-37 only about one-fourth of the students enrolled in the first class, were found to have reached the 4th class, by 1941-42 the percentage had arisen to 42·2.

An outstanding achievement during the period under review was the revision of the syllabus for schools and of method

of teaching. A committee was appointed for the purpose in May, 1938. It made detailed recommendations about courses of study and the recommendations, as finally approved by Government, were published in 1941. Further progress in obtaining text books on the basis of these recommendations has, however, been held up by the acute shortage of paper owing to the war.

Side by side with this an attempt was made to re-organise the system of training vernacular teachers. This aspect of the problem was also examined by a committee appointed in 1938. In accordance with its recommendations two batches of about 400 teachers trained under the new scheme were already working in the Punjab by the end of 1942 and the general report was that these new teachers were proving better instructors for children and more useful village guides to the rural public in social, economic and educational spheres.

A special scheme of providing model schools for secondary education in rural areas was also taken in hand in 1938. One such school was to be started in every tehsil of the province. The total aimed (113) at, has now been completed. The special features of these schools are that they have a high enrolment and average attendance; they possess up-to-date equipment and educational appliances; they teach agriculture on an attached farm; they give a definite rural bias to all instruction in the various classes; they have a milk bar and a medical officer holds regular inspections which, in most cases, are followed up by suitable treatment. Many of these schools run their own school magazines and co-operative supply shops. They have a radio set each. They endeavour to give a rural, practical and prevocational bias to formal instruction with the help of agricultural farm, hobbies, handicrafts and small industries. In addition to the above, each school is taking an active part in rural uplift work, war propaganda and the adult literacy campaign. These schools also serve as centres to which teachers and others come from surrounding schools and neighbouring villages and learn improved modern methods of instruction and obtain inspiration for better and more fruitful living. As a result of this contact a distinct improvement is visible in the methods of instruction employed particularly in the primary classes.

There was a striking progress in the education of girls. The number of scholars reading in educational institutions for girls rose from 167,858 in 1937 to 215,290 in 1942, that is by about 29 per cent. The percentage of increase had been higher (about 50) in Art Colleges and High Schools. In this

connection the department continued its efforts to solve the vital problem of adequate supply of suitably trained women teachers for primary and secondary schools.

One of the most refreshing features of the quinquennium was a province-wide campaign against illiteracy among adults. Experimental work was first started in selected centres and in view of the good results obtained there a five-year programme commencing from 1939-40 was taken in hand. By the end of 1942 over 200,000 adults had completed the literacy course under this scheme.

Steps were also taken to encourage education among specially deserving classes by providing a large number of scholarships. The following is a list of new scholarships provided during the period under review:

(a) For sons of soldiers :—

- (1) One hundred scholarships of the value of Rs. 10 per mensem each tenable in the King George Royal Indian Military Schools, Jhelum, Jullundur and Ajmer.
- (2) Ninety-two scholarships (61 for Anglo-Vernacular and 31 for Vernacular candidates) of the value of Rs. 10 per mensem each tenable in high classes.
- (3) Sixty scholarships of the value of Rs. 7 per mensem each tenable in middle classes.
- (4) Vocational scholarships—Their number, value, period of tenure and dates of commencement and termination are determined by the Director of Public Instruction, Punjab, from time to time.

The cost to Government of all the scholarships for the sons of soldiers in the first year was estimated at Rs. 26,800 which will ultimately rise to Rs. 1,25,000 per annum.

(b) For the children of depressed classes, *viz.*, weavers and special classes professing Hindu religion :—

- (i) Twenty-nine middle school scholarships for boys of the value of Rs. 4 per mensem each.
- (ii) Twenty-nine high school scholarships for boys of the value of Rs. 6 per mensem each.
- (iii) Eighteen middle school scholarships for girls of the value of Rs. 4 per mensem each.

- (iv) Three high school scholarships for girls of the value of Rs. 8 per mensem each.
- (v) Seven scholarships of Rs. 20 per mensem each awarded on the result of Matriculation Examination for a period of 2 years and 2 scholarships of Rs. 20 per mensem each awarded on the result of Intermediate Examination for a period of two years.

The total cost of these scholarships finally will be Rs. 19,968 per annum.

(c) The vast majority of tribesmen in the tribal area of Dera Ghazi Khan is completely illiterate, but there have been signs lately of an increasing desire to get more promising boys educated. The difficulty, however, is that practically none of the boys has enough money to continue studies beyond the school stage. It was, therefore, decided to award special scholarships to these boys from 1941-42. The ultimate cost to Government on these scholarships will be Rs. 3,360 per annum.

(d) In view of the fact that a very large number of Muslim, Hindu and Sikh agriculturist boys were unable, on account of poverty, to continue their studies beyond the primary stage, it was considered necessary that special efforts should be made to encourage at least the brighter type of boy to continue his studies at school and college. The following scholarships were, therefore, created with effect from 1941-42 for the children of Muslim, Hindu and Sikh agriculturists :—

- (i) Ten middle school scholarships for boys (5 for Muslims and 5 for Hindu and Sikh agriculturists) of the value of Rs. 4 per mensem each.
- (ii) Ten high school scholarships for boys (3 vernacular and 2 Anglo-vernacular for Muslims, and 2 vernacular and 3 anglo-vernacular for Hindu, and Sikh agriculturists) of the value of Rs. 6 per mensem each.
- (iii) Eight middle school scholarships for girls (four for Muslims and four for Hindu-Sikh agriculturists) of the value of Rs. 4 per mensem each.
- (iv) Four high school scholarships for girls (one vernacular and one anglo-vernacular for Muslim, and one vernacular and one anglo-vernacular for Hindu and Sikh agriculturists) of the value of Rs. 8 per mensem each.

- (v) Five scholarships (three for Muslims and two for Hindu and Sikh agriculturists) of the value of Rs. 20 per mensem each awarded on the result of Matriculation Examination for 2 years.
- (vi) Three scholarships (1 for Muslim and 2 for Hindu and Sikh agriculturists) of the value of Rs. 20 per mensem awarded on the result of Intermediate Examination for two years.

The total cost to Government when all scholarships are current will be Rs. 30,740 per annum.

The total expenditure on education rose from Rs. 3,19,58,212 in 1937-38 to Rs. 3,54,61,219 in 1941-42.

MEDICAL RELIEF

Five years of Provincial Autonomy have witnessed remarkable expansion in the activities and endeavour of the Punjab Medical Department.

Under the Special Development Programme, doctors of 201 Rural Dispensaries and a few Civil Dispensaries, have been visiting selected villages to render medical aid to the villagers in their homes and Rs. 50,707-8-0 are being spent annually to meet the expenses of the travelling staff. A sum of Rs. 20,100 has been provided for medicines for 201 dispensaries. About 100 subsidized dispensaries have been established all over the province.

As a result of the historic appeal of Her Excellency the Marchioness of Linlithgow to fight against T. B., a number of T. B. hospitals and clinics have been opened and better equipment has been provided in the existing T. B. institutions. In about 20 hospitals up-to-date X-Ray plants have been installed, each at a cost of about Rs. 7,250.

The scheme for the provision of laboratories at the headquarters of each Civil Division in the Punjab except at Lahore, where a fully equipped and up-to-date Bacteriological Laboratory already exists, has been adopted.

A Blood Transfusion Service has been organised to provide a reserve of transfusion fluid for A. R. P. use and, what is even more important, for the use of troops overseas.

Expansion of medical relief for women has been a prominent feature of these years. The number of medical institutions for women has increased from 97 in 1937 to 142 in 1941. Considerable improvements have been made in midwifery facilities in women's Hospitals. Provision has been made for the settlement of subsidized women medical practitioners in selected villages. A sum of Rs. 60,000 was provided for the award of 100 scholarships for the training of Nurse Dais for two years and another sum of Rs. 200 was provided for the training of Trained Dais.

One hundred new posts have been sanctioned at a cost of Rs. 40,000 per annum for the employment of 100 nurse-Dais in villages where subsidized medical practitioners have settled to ensure that all difficult and emergency cases in these areas receive proper and early medical attention.

The problem of providing better facilities for the efficient training of students in the King Edward Medical College, Lahore, and Medical School, Amritsar (since converted into a

Medical College) was effectively tackled. Modern equipment was added at a cost of about Rs. 40,000. In the King Edward Medical College, more microscopes have been provided at a cost of Rs. 10,000. Adequate facilities have been provided in the Lady Willingdon Hospital, Lahore, for the training of students in practical midwifery. In the Mayo Hospital, Lahore, modern X-Ray plant has been provided at a cost of Rs. 1,06,000 and a Radium Institute has been established at a cost of Rs. 60,000.

In the Victoria Jubilee Hospital, Amritsar, two X-Ray plants have been provided at a cost of Rs. 27,000 and 30 beds have been equipped for midwifery cases. Accommodation has been increased in the Punjab Mental Hospital, Lahore, for 300 more patients on the men's side and 100 in the women's section at a cost of Rs. 3 lakhs and one lakh, respectively.

Ever since the war started the Punjab Medical Department has been occupied with the campaign of Military Medical Recruitment and mobilization of Civil Medical personnel. A comprehensive campaign of recruitment to 16 categories of military medical and nursing services has been organised. It is gratifying to observe that the Punjab has made the largest contribution to Military Medical Recruitment. The Punjab Medical Department has collaborated with the Military authorities to give them every assistance in the treatment of their personnel, thus relieving their permanent medical officers for service elsewhere.

PUBLIC HEALTH

Expenditure in the Public Health Department has increased during this period from Rs. 16,34,841 in 1937 to Rs. 24,22,500 in 1941-42, that is by over 50 per cent. This increase represents more than corresponding expansion in curative and preventive work in rural areas, the inauguration and partial completion of the greatest sanitary work ever undertaken in this province, viz., the Lahore Sewerage and Drainage Scheme and the elaboration of the most successful system of famine relief ever applied in this province or for that matter anywhere else in India.

The Public Health Department's other activities relate to maternity and child welfare, the investigation and treatment of hookworm disease, the establishment of a large number of leprosy clinics throughout the province, welfare of factory workers and measures needed to combat communicable diseases and research work in different fields.

In the year 1937, there were 89 Maternity and Child Welfare Centres in the province with 128 sub-centres. There are to-day 106 centres with 137 sub-centres. The Health Visitors controlling the work of these centres have all been trained at the Punjab Health School, and are now engaged in training dais in proper midwifery methods in towns and rural areas. In 1937, there were 1,609 certified dais; there are now 3,394. Some 28,263 labour cases were conducted by trained dais in 1937. The number is now over 42,000 per annum.

Leprosy and Hookworm—The expansion in leprosy work may be gauged from the following :—

In 1937, there were 106 leprosy clinics in the province. Since then, about 80 additional clinics have been organised. In all of these, doctors specially trained in the treatment of leprosy are working. Altogether, 399 doctors have received training in the diagnosis and treatment of leprosy.

Survey of Hookworm continued steadily and treatment units have been increased from 4 to 8. An increasing number of individuals can now be treated in the districts of Gurdaspur, Hoshiarpur and Sialkot. Whereas only 50,000 patients could be treated in 1937, some 100,000 are now dealt with in a year.

Industrial Health—There has been considerable improvement in industrial health work, and the provisions in the Factories Act, dealing with health matters, are now being more effectively utilized than a few years ago. No less than 346 factories were inspected by the officers of the Department during 1941, as compared with 317 during 1940 and 17 in 1936.

With the expansion of industry, the care of the health of the worker has expanded not merely in proportion, but to a relatively much greater extent.

Punjab Pure Food Act—In 1936, only 45 local bodies had agreed to apply the Punjab Pure Food Act. Now 185 have elected to do so. The number of samples of food stuffs examined by the Public Chemist was 209 in 1936 and 1,062 in 1941.

Rural Hygiene—The work in connection with environmental hygiene in rural areas has expanded considerably in recent years. The progress made may be gauged from the figures shown in the Tables below.

SPECIAL DEVELOPMENT PROGRAMME

Year	SANITARY WELLS		DRAINAGE AND PAVING WORKS		SPECIAL WATER- SUPPLY SCHEMES		WELLS, ETC., FOR SCHEDULED CASTES	
	No. of villages	Grant	No. of villages	Grant	No. of villages	Grant	No. of villages	Grant
		Rs.		Rs.		Rs.		Rs.
1938-39	239	34,800	178	40,000	...	..	..	..
1939-40	225	30,000	133	35,000	277	56,122	25	9,984
1940-41	512	63,000	284	73,710	117	53,276	28	20,000
1941-42	314	40,976	221	40,061	31	17,554	47	19,984
Total	1,290	1,68,776	816	1,88,771	425	1,26,952	100	49,967

In addition, a sum of Rs. 5,741 was given for the construction of works of hygienic utility in 42 villages.

GOVERNMENT OF INDIA GRANTS FOR RURAL RECONSTRUCTION

Year	Name of water supply	Grant	REMARKS
		Rs. A. P.	
		<i>First grant</i>	
1935-36 ..	1. Sanwana village, District Mianwali.	8,335 0 0	Work completed.
	2. Burekhal village, District Mianwali.	22,583 0 0	Ditto.
	3. Toba water supply, District Jhalum.	45,454 0 0	Ditto.
	4. Choa village, District Shahpur.	37,025 0 0	Ditto.
	5. Jabbi village, District Shahpur.	27,343 0 0	Estimate is being revised.
	6. Sakhi Sarwar, District Dera Ghazi Khan.	36,008 0 0	One tube-well has been completed. Work on one pumping station and the reservoir has been put in hand.
	7. Vehoa, District Dera Ghazi Khan.	30,003 0 0	Work completed.
	8. Palampur, District Kangra.	*21,841 0 0	Ditto.
			*Rs. 2,21,932 from Government of India subsidy for rural uplift. *Rs. 6,680 Provincial revenues.
	Total ..	2,28,612 0 0	*Rs. 2,28,612
		<i>Second grant</i>	
1936-40 ..	Improvement to water supply of 17 villages in Kangra District.	7,110 0 0	Work in progress.
	Improvement to water supply of 17 villages in Hoshiar. pur District.	36,003 0 0	Ditto.
	Total ..	43,113 0 0	

It will be seen from the above that since 1938 a sum of Rs. 4,97,620 has been spent by Government for the improvement of village water supplies and paving and drainage works in villages under the Special Development Programme.

In addition to the above, the amounts shown in the Table below have been spent annually and allocated for water supply and drainage schemes in rural areas by the Sanitary Board, Punjab.

AMOUNTS SPENT AND ALLOCATED FOR WATER SUPPLY AND DRAINAGE SCHEMES BY THE SANITARY BOARD, PUNJAB

Year	Water-supplies		Drainage	Other		Total	
	Rs.	A. P.	Rs.	Rs.	A. P.	Rs.	A. P.
1937-38 ..	2,94,840	0 0	..	541	8 0	2,95,381	8 0
1938-39 ..	2,76,233	0 0	..	..	..	2,76,233	0 0
1939-40 ..	1,22,628	12 0	..	..	..	1,22,628	12 0
1940-41 ..	1,24,319	0 0	..	..	..	1,24,319	0 0
1941-42 ..	1,88,556	7 0	795	..	..	1,89,351	7 0
Total ..	10,06,577	3 0	795	541	8 0	10,07,913	11 0

The figures reproduced above enable us to visualize what has been accomplished by the Public Health Department during the period under review for safeguarding the health of the people by the provision of protected water supplies and relief of hardship in villages which were without any supply of water or in which water was of an indifferent quality or liable to contamination.

Voluntary Effort and Co-operative Self-Help—The experiment which started four years ago in Hoshiarpur district and resulted in the evolution of the institution known as the "Health Bureau" has been continued with success in the districts of Ambala, Hoshiarpur and Lahore. Twelve Health Bureaux and 15 Sub-Health Bureaux are functioning in these districts. In addition, three Bureaux have recently been started in Lyallpur district, whilst a number of Bureaux are ready to come into existence in Sialkot District, provided recognition by Government and the requisite financial assistance were available.

This organisation is based on the voluntary contribution principle and caters not only for the treatment of the sick but also for preventive work in the villages in which the subscribers live. It is combined curative and preventive health institution, which aims at the promotion of all measures pertaining to hygiene and health in the area in which it is located. It, in fact, is an institution which belongs to the people themselves.

There is every reason to believe that this movement is the fore-runner of important developments in the domain of public health in the future, and there appears to be no reason why a principle which has been so successfully demonstrated should not be extended and developed in other districts of the Province.

Production of Vaccine Lymph—The first essential in the protection of the province from smallpox is a potent and reliable vaccine lymph. This Government provides from the Punjab Vaccine Institute, not only for the requirements of all local bodies in the Punjab, but also for the whole of the Army in Northern India, for Indian States and neighbouring provinces. The quality of Punjab vaccine lymph is indicated by the increasing demands for it and by the increasing profits which Government enjoys annually from sales. In the year 1936-37, the net profit from the running of the Institution was Rs. 61,348. During the year 1941, the profits were Rs. 79,449.

Research—The work in connection with epidemiological investigations is centred in the Punjab Epidemiological Bureau which functions as the Public Health Bacteriological Laboratory of the Province. The Bureau is equipped for the examination of the material received from all over the Province as well as for carrying research in problems connected with public health and for the investigation of outbreaks of epidemic disease.

The staff of the Bureau was strengthened by the inauguration of a Field Epidemiological Unit in 1939. The Unit has been investigating malaria in and around Lahore and much valuable information has been forthcoming. Simultaneously a considerable amount of other work in connection with the determination of factors involved in the epidemiology and endemiology of malaria have been undertaken in different parts of the Province.

The Unit has been responsible for the adoption of quick and successful measures against outbreaks of autumnal malaria in more than one district of the Province and performed particularly useful work on the occasion of the Sun Eclipse Fair at Thanesar in September, 1941.

The investigation of the fluorine content of Punjab waters continues, and further data are being collected to augment existing data relative to the qualities of the Punjab ghee, in order that sound standards may ultimately be established.

The third of a series of nutrition surveys completed during the last four years has provided data which will be invaluable

in estimating the direction in which the nutrition of the Province may be improved. Already a beginning has been made to apply the information gained by research work of this kind in Kangra District where, after a goitre survey of an endemic area, experimental work has been commenced to ascertain the value of iodised salt as a preventive of goitre. In addition, a joint nutrition and industrial survey of the workers engaged in Iron Foundry works has recently been carried out in Batala town.

Prevention and cure combined—It has been Government's endeavour to examine critically all aspects of public health work and explore new avenues in the field of public health with the object of perfecting what has been found to be good and augmenting what already exists by the application of new principles which have been demonstrated to be sound. The result of this policy has been a demonstration of the essential unity of all health work and of the increasing importance of prevention in dealing with sickness and ill health in the community and in the individual. These principles have been illustrated for over four years in the five districts in which rural preventive and curative work was put under one control by the transfer of rural dispensaries to the Public Health Department. So successful was this measure considered after adequate trial that similar arrangements were made in one tehsil of each of the remaining 23 districts.

The crucial test of this principle of unification of health work came just over a couple of years ago, when health conditions in Hissar district deteriorated somewhat rapidly. The basis of the dramatically successful work in the famine areas of that district was the bringing of the rural dispensaries under the control of the preventive Department for the purpose both of treatment and prophylaxis.

The cardinal principles which have been kept in view in formulating a public health policy and its application in the province during recent years may be stated briefly.

The most important of these is the endeavour to bring medical aid into the homes of the sick in rural areas. A certain proportion of serious cases, which could not formerly be transported to dispensaries and hospitals, and were in consequence, never able to receive any kind of medical aid, are now regularly attended to by the dispensary doctors during their tours. The notification of infectious disease, without which no preventive measures of any description can be undertaken at the appropriate time and place, has greatly improved with the result

that the requisite steps are not only taken for the treatment of the sick, but for the prevention and spread of communicable disease amongst the contacts. Considerable improvement in environmental hygiene has been effected as a result of the interest which the dispensary doctors now take in the sanitation of villages and as the result of the activities associated with the Special Development Programme.

Lastly, strenuous and continuous propaganda and publicity work is carried out with the object of creating and developing a public health conscience amongst the vast masses resident in rural areas, who form the backbone of the population and on whose welfare the future destinies of the province depend.

AGRICULTURE

Expenditure on the Agriculture Department increased from Rs. 31,32,702 in 1936-37 to Rs. 42,10,088 in 1941-42. This increase represents the expansion of the thrice-fold activities of the Department. They are :—

- (1) Agricultural Education ;
- (2) Research ; and
- (3) Demonstration and Propaganda.

1. *Education*—The Punjab Government's Agricultural College at Lyallpur, which is possibly the only institution of its kind in India, has grown in popularity. During the five years under review its courses were expanded and remodelled. Horticulture was introduced as a major subject for the B. Sc. (Agriculture) Degree and as a subject for research for the M. Sc. (Agriculture) Degree. Whereas the immediate utility of these courses is limited to the privileged few, the Department has extended the vernacular course in agriculture from six months to one year. The number of students admitted to the class has nearly doubled. The course seeks to popularise methods of improved agriculture.

Among the new subjects introduced were dairying and fruit and vegetable preservation. The latter course is the only one of its kind in India and little wonder that it attracts students from almost every province. Even Ceylon has been represented among students attending this course at Lyallpur. The course aims at equipping students with a thorough as well as extensive knowledge of the subject so that they can eventually pursue it as a commercial industry.

An effort is also being made to popularise preservation of fruit and vegetables for the home. With this end in view a number of classes have been started in various towns and have attracted men as well as women students. During 1940-41, 770 students of whom 345 were women took advantage of various courses in fruit culture and fruit preservation.

Quick adaptations have had to be carried out to meet war requirements. The subject of dehydration of vegetables has assumed great importance. Courses of instructions in this subject have been held for training candidates for appointment as food inspectors in the Supply Department. Likewise fitters for the Army are being trained in the Engineering Section of the College. The war has also enhanced the interest of the Supply Department in fruit and vegetable preservation. For this purpose additional research laboratories have had to be erected and equipped in the College premises.

2. *Agricultural Research*—As a result of the research work done, the Department is able to offer to the cultivator advice and guidance in many new directions. New varieties of the Punjab American Cottons, called 289F/124 and 4F/199 have been evolved. Among Wheats, Commercial varieties C-591 and C-518 continue to spread rapidly. A new variety C-228 has been evolved and recently placed on the approved list for general distribution. C-215 and C-217 are doing well under Barani conditions.

Research work conducted on Sugarcane has yielded useful results. Two varieties called Co. 396 and Co. 421 have been evolved, both suited to the Punjab conditions.

Research has shown that profitable returns can be obtained by applying to the sugarcane crop only half the normal quantity of Farm-yard manure and substituting for the remainder a fertiliser such as sulphate of ammonia or toria-cake.

Certain new varieties of improved rices of high yield and good quality, including 246-Palman-Sufaid and 346-Mahlar, have been evolved and given out to the cultivator.

In gram, the problem of blight has been surmounted by producing a variety, known as F-8 which is resistant to gram blight.

A vegetable specialist was appointed in 1938 to stimulate interest in vegetable growing. He is now in a position to recommend a number of good varieties of various vegetables.

Research on millets, oilseeds and other crops has also produced valuable results during the period under review.

The Fruit Section has made considerable progress. Experimental orchards and gardens have been planted at Montgomery, Lyallpur, Attari and Palampur.

A cold storage plant has been erected at Lyallpur for the collection of data on matters connected with fruit storage. A canning hall has been provided to carry out experiments on fruit preservation and to provide facilities for training people, desiring to start this industry on a commercial scale.

Research work has also helped the Supply Department to obtain its requirements of dried and preserved fruits and vegetables.

On the mycological side, the remedy has been discovered for the Root-Rot disease in cotton. Crop-physiology has determined the causes responsible for the appearance of 'tirak' in the cotton crop and control measures have been worked out. Entomological research has indicated that the ravages

of the insect known as 'The Spotted Bollworm' can be counter-acted if cotton sticks are cut below the ground surface with a Kudali immediately cotton picking is finished.

3. *Demonstration and Propaganda*—Under the Special Rural Development Scheme, inaugurated by Government in 1938, district demonstration and propaganda staff has been greatly increased. This has enabled the Department to break fresh ground and to extend its operations in villages and localities hitherto unvisited and to introduce the use of improved seeds and practices in them. The annual budget provision of the Department for purchasing improved seeds stands at Rs. 12 lakhs as against Rs. 7½ lakhs before the advent of Provincial Autonomy. A new Seed Farm of 2,300 acres has been recently started at Abohar while the Rice Farm at Kala Shah Kaku has been recently extended by the addition of 234 acres of Government land.

There has been considerable expansion in the fruit nursery activities of the Department. About 57,000 cheap and reliable fruit nursery plants were sold in 1941-42 as against 21,000 in 1936-37.

Bee-keeping on modern lines has been introduced in the hills and the necessary supply of Comb foundation, which is not available elsewhere is manufactured and supplied by the Department.

VETERINARY SERVICES

The main activities of the Department are :—

- (a) Control of contagious and non-contagious diseases amongst livestock.
- (b) Improving the breeds of various species of live stock.
- (c) Veterinary Education and Research.

(a) *Control of Diseases*—The agency for the control of diseases has been greatly strengthened by the appointment of 30 qualified stock assistants. Twenty refrigerators were installed at a cost of Rs. 16,000 and 20 Coopers Portable Sheep dips have been purchased at a total cost of Rs. 8,538.

The number of Veterinary Hospitals, which serve as Centres for the control of contagious and non-contagious diseases has increased from 300 in 1937 to 322 in 1942.

Besides these regular Veterinary Hospitals, 300 permanent outlying veterinary dispensaries and 450 Veterinary First Aid Centres were equipped with the necessary apparatus at a cost of over Rs. 37,500 and Rs. 44,570, respectively, out of the Special Development Programme Fund.

(b) *Improving breeds*—The cattle-breeding activities increased during these years. A sum of Rs. 8,000 per annum was provided for the exhibition of selected cattle of the Punjab at the All-India Cattle Shows held at New Delhi. Besides the funds provided by the various District Boards for cattle fairs, the Punjab Government sanctioned Rs. 83,600 for the holding of one day cattle shows during the years 1938-39 to 1941-42.

The annual grants-in-aid for the encouragement of the Dhanni breed of cattle has increased from Rs. 25,000 in 1936-37 to Rs. 39,000 in 1941-42. The annual grant-in-aid of Rs. 22,500 for the encouragement of the Haryana breed of cattle, discontinued in 1933-34 was revived during the year 1938-39. From the same year an annual grant of Rs. 6,000 was sanctioned for awarding stipends to selected Haryana breed cows. An annual grant-in-aid of Rs. 6,500 is also given to Dera Ghazi Khan District Board for the improvement of the Dajal breed of cattle.

The scheme for the improvement of the milk yield of cattle in the Kangra District was continued under the Special Development Programme at a cost of Rs. 5,000 for 1940-41 and Rs. 7,900 for 1941-42.

Herd Book registration schemes for the Dhanni and Sahiwal breeds of cattle were started in 1938. Similar schemes for the Murrah breed of buffaloes and Haryana breed of cattle have

also been introduced in the Punjab in conjunction with the Imperial Council of Agricultural Research.

Sheep and goats also received special attention during these years. One hundred and thirty sheep units, each consisting of 50 ewes and one ram have been established in the province during the last five years at a total cost of Rs. 48,763.

The District Boards of Mianwali and Dera Ghazi Khan have been given special grants-in-aid of Rs. 1,800 and Rs. 2,700 respectively for the purchase of donkey stallions to effect improvement in the mule and donkey breeding operations in their districts.

(c) *Veterinary Education*—The headquarters of the Veterinary investigation officer have been moved to Hissar to provide him better facilities for research work and an Assistant Disease Investigation Officer has been appointed to survey and investigate poultry diseases. A system of half-fee concessions has been introduced at the Punjab Veterinary College, Lahore, to help poor and deserving students. In order to preserve the cattle of the Hissar District threatened by famine, a cattle concentration camp was maintained at the Government Cattle Farm, Hissar, at a cost of Rs. 25,007 in 1938-39 and Rs. 34,678 in 1939-40. Thus, in spite of the famine of fodder in the south-eastern districts from 1938 to 1941 and the outbreak of the war in September 1939, the Civil Veterinary Department has been able to show steady and all round progress in its activities during the last five years.

FORESTS

The Punjab forests lie mostly in the hills where they are of the greatest value to the community.

It is not easy to preserve the forests, in face of a popular and ever increasing demand for their products. The number of cases of illicit browsing and theft has mounted yearly, while complaints of harsh treatment and corruption amongst the forest staff were not infrequent.

In 1937, the Government appointed a Committee with Sir Colin Garbett as Chairman, which made a number of suggestions for the prevention of corruption and for the grant of concessions.

The two most important changes in policy which the Committee recommended with the full support of the Forest Department were the creation of a Soil Conservation Circle and the formation of village forests from the reserved, protected, unclassified forests and village waste in the Kangra District.

The foundations of a constructive and sound policy of soil conservation are being well and truly laid. Already seven Soil Conservation Divisions have been formed, each under the charge of a gazetted Forest Officer and a sum of Rs. 5,33,038 was spent in 1942-43.

The neighbouring states of Jammu-Kashmir and Chamba have also adopted the Punjab method of soil conservation.

The Government have encouraged the villagers to form village Forest Societies, under the guidance and control of the Co-operative Department. In Hoshiarpur a very considerable revenue is realised by the villagers from the sale of grass, resin and other forest produce. Twenty-seven Forest Societies have been formed in Kangra for the management of 24,000 acres of forest and grazing grounds. The success of the experiments in village forestry in Hoshiarpur and Kangra promises to revolutionize the management of the waste lands of the outer Himalayas.

The coniferous forests of the Himalayas form one of the best managed forest estates in the British Empire. All necessary steps have been taken to manage them properly and to replace mature trees by young growth. Regeneration has more than kept pace with fellings and the younger woods have been properly thinned and are generally in excellent silvicultural condition.

The system of irrigation in the irrigated plantations of the plains has been especially examined by the Forest Engineer and channels are being re-designed.

At the request of the Government of India in 1940, the Punjab Government increased the yield of the coniferous forests, by extracting more timber departmentally and by marking trees for removal by traders. Owing to the forward state of the regeneration the forests have benefitted silviculturally from the war demands.

The war demand has absorbed all the mulberry timber produced at Changa Manga, together with much of the Shisham and Kikar of the plains forests and canal plantations. At the request of the Supply Department the whole of the annual yield of the bamboo forests of Hoshiarpur and Kangra was placed at the disposal of contractors who had Army Orders. Resin tapping was increased to meet the Army's demand for turpentine, rosin and resin products.

In May, 1940, at the request of the Government of India, the Punjab Government undertook to purchase, inspect and despatch all timber imported into or produced within the Punjab.

The gross revenue of the Forest Department in 1936-37 was Rs. 22,47,309 and the deficit in the year's working was Rs. 3,30,250. For 1941-42 the gross revenue of the Punjab forests was Rs. 50,35,720 and the surplus was Rs. 19,35,626.

The great increase in revenue shows the value of the Punjab forests not only to the community but also to the Army.

The war demand for forest products of all kinds, resulted in a great increase in the work of the forest staff, which was depleted by the deputation of 3 Imperial Forest Officers to the fighting ranks of the Army.

IRRIGATION

One of the first acts of the new Government was to sanction the construction of the Haveli Canals Project, which was opened on 2nd April 1939, by His Excellency the Governor. The work was completed at a cost of Rs. 3.63 crores against a project estimate of Rs. 5.36 crores. The Project is designed to provide perennial irrigation for an area of about 500,000 acres, besides non-perennial irrigation for another 450,000 acres. Much of this area already received irrigation from inundation canals, but a weir controlled supply has added greatly to its security and resulted in largely increased production. A special feature of this project is the pucca lining of its main canal. Past experience had shown that canals were not an unmixed blessing, as land in their immediate vicinity tended to become water-logged. In order to eliminate this danger it was decided for the first time in the history of the province that about 45 miles of the main canal included in the Haveli Project should be lined.

The Haveli Project has also benefited the Nili Bar Colony by an additional supply of 700 cusecs made available for use on the Pakpattan Canal by the construction of the Montgomery Pakpattan Link.

The Thal Project was taken in hand in May, 1939, and the construction of the Head Works has been completed. The Project, when completed, will provide perennial irrigation for 10 lacs of acres out of a gross area of 19 lacs of acres in the Mianwali, Muzaffargarh and Shahpur districts. Work on the project had to remain suspended for some time owing to the non-availability of machinery and material under war conditions. Later, however, the Government of India offered in connection with the "Grow More Food" campaign to provide material for the completion of a particular branch, known as the Khushab Branch which was expected to make quick and substantial contribution to the solution of the problem of food shortage in the country. Work on this branch is now being taken in hand.

In order to provide irrigation facilities for the South-Eastern districts of the Province various schemes of conserving the supply of waters available in rivers and carrying it to the parched lands of the districts concerned continued to be under active examination. Meanwhile, some measure of relief to part of the famine areas has been provided by extending the Western Jumna Canal System. The scheme was sanctioned

in September, 1940. The entire scheme, expected to cost Rs. 1.5 crores, will serve an area of 4.2 lacs acres, giving an annual irrigation for 1.14 lac acres.

An experimental tube-well scheme was completed at Karol near Lahore at a cost of Rs. 3.68 lacs. The scheme consists of 20 tube-wells which will irrigate annually an area of 10,000 acres.

The Tajewala Headworks were remodelled at a cost of Rs. 8.3 lacs. The Beas training works have been executed at a cost of Rs. 5.5 lacs to protect important villages and towns in the Hoshiarpur district, threatened by river action.

Other important activities of the Irrigation Branch during the last five years have been in connection with the reduction of water-logged areas and the reclamation of thur lands.

The canal workshops at Amritsar have been equipped with up-to-date machinery and plant at a cost of Rs. 3.5 lacs.

The multifarious improvements described above are reflected in the figures of total area irrigated—

Year					Area irrigated lacs of acres
1932-33	..	..	..	..	105
1936-37	..	..	..	..	119
1937-38	..	..	..	..	123
1941-42	..	..	..	..	131

While the above improvements in irrigation facilities were being carried out, the Government gave large concessions in the matter of assessing water-rates. Remissions for failed crops and for other reasons amounted to about Rs. 1.16 crores during the period under review.

INDUSTRIES

Although the solicitude for the man behind the plough has been the subject of the prime concern with the Unionist Ministry in this province, it has not been indifferent to or oblivious of other and equally urgent claims. A proper organisation of Punjab's Industries forced itself on their attention from the very first and with a good reason too. There was a general realisation that the pressure on the agricultural resources of the province had reached the culminating point and must be relieved through the organisation of alternative instruments of production. There was besides, the tenet of 'equality of opportunity for all' which doubtless operated as a powerful motivating force. And the last though not the least was the question of diverting into lucrative investments and profitable ventures the energies and resources of those from whom had been taken away the prop of parasitic dependence on monies loaned to agriculturists on prohibitive and exorbitant rates of interest.

Through a cumulative effect of the foregoing considerations the industries of the province were early chartered on a career of progressive development through the benediction of an All-India Exhibition at Lahore in 1938. This proved a powerful draw for all manner of industrial interests in the whole country on an unprecedented scale. From a close association the producers and consumers were brought to a proper appreciation of their respective points of view. And there was the added benefit of studying 'fashions and fancies' at close quarters on which every scheme of sound industrial production has to rely in the last resort.

Another step taken towards the intensification of industrial interest and activity was an industrial survey of the province, district by district and industry by industry, to be spread over a number of years. The object in view was to study the location of industries taking into account such factors as the accessibility of raw materials and skilled labour and also of climatic conditions as being suitable or otherwise to the growth of a particular industry. There was also the wider question of comparative cost and reciprocal demand which mainly conditions the setting up of industries in various localities.

Another helpful feature was the establishment of the Industrial Research Laboratory on a permanent basis, which had hitherto been but a small departmental affair for purposes

of experiment. Its new role was to consist in providing stimulus by precept and example towards the establishment of small scale industries such as toilet goods, celluloid articles, extraction of oil from certain plants and flowers, manufacture of margarine from oils, production of starch from sangara, etc., etc. The laboratory is understood to have usefully filled this role.

A substantial improvement was also made in respect of the provision of state aid to industries and the budget provision under this head was quadrupled in the first two years. During the three remaining years of the quinquennium under review, however, calls for such help substantially declined due partly to the non-availability of the imported machinery for which these loans were specially intended and partly to the engagement of such industrialists in war contract business.

Another notable event meriting notice was the inauguration of a Provincial Stores Purchase Department under the Department of Industries which has added substantially to its work of usefulness.

The quinquennium, 1937-42, may conveniently be divided into two separate periods. The first two years represent a period of normal progress and development while the remaining three years reflect a departure from normality occasioned by the stress of special war conditions. So far as the first period is concerned nearly all the important industries had a fairly prosperous time. Textiles, both cotton and woollen, did particularly well. There was an increase of 58 in the number of registered factories from 802 to 860 in 1938, while 27 more were added in 1939. Amongst the cottage industries handloom weavers showed appreciable progress. Sports industry of Sialkot continued to flourish and sericulture industry, under Government control, had exhibited remarkable progress. The Department interested itself very keenly in the organisation and expansion of industrial education. The organisation of demonstration parties was progressing satisfactorily and the general advice of the Department was available to the industrialists in a manner that left nothing better to be desired. The Government were taking stock of the industrial situation and were prepared to push on boldly should advance in certain respects appear justifiable. The general outlook on the whole engendered hopes of considerable optimism.

Upon this scene of activity, however, burst the factor of war for which neither the industrialists nor the Government were quite prepared. The war caught the Punjab industries

napping with the result that many industries especially those dependent on imported raw materials or foreign markets seemed threatened with virtual collapse. Several other adverse factors made themselves manifest simultaneously. These included scarcity of skilled labour, heavy appreciation of commodity prices, alarming depletion of stocks of imported raw materials, contraction of export demand, restricted supply of railway wagons for the internal movement of goods and raw materials, restricted shipping space, higher shipping freights and last but not the least the introduction of an elaborate system of control on imports and exports by almost all countries, including India. The industrial situation, therefore, was one of tense anxiety and the Department would not have been able to accomplish much by itself had it not been for the fact that the Supply Department of the Government of India came to their rescue. A hurried survey of the productive potentialities of the province was undertaken and indications were given to the Supply Department of the possible lines in which the manufacturers of the province could utilize their plants and resources for the supply of goods required in connection with the war. A very large number of indents for their requirements were placed by the Supply Department in the Punjab. There thus came the much needed stimulus and also a feeling of confidence and assurance as a result of the Allied victories in several theatres of war and as a consequence the industrial activities of the province showed considerable expansion. The number of factories as well as the number of operatives increased by over 200 and 50,000, respectively. Nor was this advance limited to big industries but the cottager had his due share in it. The Department was able to organise a band of more than 10,000 cottage workers for the production of blankets. The cutlers of Wazirabad and Nizamabad were likewise organised by the Department to put forth their best efforts for the production of cutlery for the Supply Department. The sports gear industries of the Sialkot provided an excellent example of the adaptability of the manufacturers to changed circumstances. The war industry had been responsible for providing stimulus to many new ventures, such as the production of several chemicals, rubber goods, bone-buttons, spring balances, boot tips, heels, toes, small tools and machines, shell cases—electrical appliances, structural materials, bolts, paints and varnishes, surgical instruments, sceptic dressings, cutlery and woollen and cotton textiles, etc., etc.

As a result of the important role that the Department has played in the deflection of industries in this province to war effort, the sphere of its activity has continued to expand and

the budget provision of the Department which stood at Rs. 14,88,035 in 1937 had increased to Rs. 25,11,250 in 1941-42. These outlines show that the Punjab Government have not been unmindful of the important role which the Department is playing in shaping the economic life of the province.

In 1940, Government decided to set apart a sum of Rs. 20,000 annually for the purpose of establishing educated young men in industrial careers, which would also have the effect of relieving unemployment among this class of people. The grants have proved useful in helping young men to set up small industrial concerns and 21 cases were helped in 1940-41 and an equal number in 1941-42. The scope of work of industrial research laboratory of the Department has been considerably expanded. Many important investigations have been made, which it is hoped to apply to industries in due course. The Government have also instituted an Industrial Research Fund and a Provincial Industrial Research Committee with a view to assisting the co-ordinated development of indigenous industries.

An important new venture undertaken by the Government is the manufacture of glue from tannery waste and provision has been made in the Budget for the establishment of a Demonstration Glue Factory, which, it is hoped to start directly when the necessary equipment is available.

An indication has already been made of the steps taken by the Department to meet the situation created by the war but it seems in the fitness of things to give an idea of the war effort of the Department within a brief compass. Among these may be mentioned the supply of a large number of trained personnel in the technical wings of the Defence Forces and Ordnance Factories through its industrial schools and institutes for boys, the supply of barrack blankets and blanketing cloth, supply of cotton textile articles, distribution and sale of standard cloth, distribution of yarn to handloom weavers, supply of cutlery for Defence Forces, etc., etc.

It may be stated in conclusion that the Punjab Government have been, are and will continue to be most sympathetic towards the just aspirations of industrialists and will continue to help them subject only to their constitutional limitations.

PUBLIC WORKS (BUILDINGS AND ROADS)

One of the outstanding achievements of the Public Works Department during this period was the completion of the Assembly Chamber in Lahore at a cost of Rs. 15 lakhs. All modern methods of ventilation and accoustics have been incorporated in the construction of this truly historical monument.

Adjoining this Civic Centre was constructed at a cost of Rs. 5½ lakhs an emblem of Law and Order in the form of a Police Station at Charing Cross. Certain residences constructed for Ministers have introduced new standards of house-construction and design.

In Simla, the Punjab Government collaborated with the Government of India in a Rs. 5 lakhs scheme of Coolie Huts and contributed its share of 25 per cent towards it. Similar collaboration was shown in a scheme for the further development of that town, such as improvements to roads, costing 9 lakhs and extensions to water supply and drainage, costing Rs. 9,85,795.

A number of schools, colleges and dispensaries have also been constructed all over the province during the period under review. In Government College, Lahore, a new wing was added to form the Sir Fazl-i-Husain Library at a cost of 1½ lakhs. In all no less than 1½ crores of rupees, spread over five years, have been spent on various building activities.

A remarkable achievement of the Ministry during these years has been a rapid increase in the total mileage of roads and a rapid decrease in the cost of repairs and maintenance. According to comparative figures published by the Government of India a few years ago about "Modern Surfaced" roads in various provinces, it was found that while Madras, Bombay, Bengal and United Provinces had respectively 45, 528, 643 and 413 miles, of such roads, the mileage in the Punjab was about 2,750, that is, more than the total for all other provinces put together. By the end of March, 1942, the figure rose to 4,200. There has also been progressive decrease in the annual maintenance cost of metalled roads. While the cost was Rs. 1,700 per mile, six years ago, it came down to Rs. 1,000 during the year 1941-42.

The Department has also been doing large amount of agency work for local bodies. One of the largest schemes costing 2 crores, which was commenced during this period was the Lahore Sewerage Scheme, the first of its kind in the province.

Town Planning—The Provincial Town Planning Department came into being within the last few years and a comprehensive planning scheme is being tackled by the Town Planner and his staff.

HYDRO-ELECTRIC SCHEME

The Mandi Hydro-Electric Scheme began commercial operation in 1933. Since then both its load and its annual output of electrical energy have increased from year to year. By the Winter of 1938-39, the development which had by then been achieved made it necessary to consider what steps should be taken for the purpose of increasing the supply of primary or continuous power in order that the scheme might be placed in a position to serve the still larger loads than can be expected to appear in the future.

The Mandi Hydro-Electric Scheme depends for its water supply on the drainage from the Uhl Catchment Area above the Brot Headworks. This catchment area has suffered heavily from the denudation of its forests and other vegetation with the result that excessive floods occur during the Monsoons but during the winters the discharge falls off until it reaches very low values. These low winter discharges are usually enough only to allow the Jogindernagar power station producing about one-half of the full load output of which the present plant is capable, when sufficient water is available. Investigation has shown that the denudation of the Uhl Catchment Area is due to several causes, among the most important of which might be mentioned the encroachment of cultivation on the forests, the excessive destruction and waste of timber, and the great damage that is done by the immense flocks of sheep and goats that graze there.

In 1938, Government adopted several measures for the purpose of checking this denudation to ensure that there would be no further fall in the already very low winter discharges. Accordingly, when shortly afterwards the question of augmenting the primary power supply came under consideration, it was decided to try to find some remedy which would not interfere with the above scheme of protecting the area from further denudation. Government was advised that the quickest way of increasing the primary power resources would be to install a thermal power station in the plains and to employ it for assisting Jogindernagar whenever the latter power station did not get enough water to permit it to supply the whole of the load by itself. Moreover, it possessed the advantage that in case the supply from Jogindernagar were ever interrupted due to an accidental failure of the transmission lines the thermal station could take over the supply, or part of it, until repairs had been effected. As soon as this scheme was approved the preparation of the necessary plans and specification was started; but, before much progress could be made with these preliminaries,

the war started and this introduced so many fresh and continually increasing difficulties that, finally, it became evident that there was no hope of getting the proposed thermal project ready for operation until some time after hostilities cease.

Meanwhile, the load on the scheme was increasing and, simultaneously the scheme for protecting the Uhl Catchment Area from further denudation was not proving effective. These events compelled a reconsideration of the question of the best way, under the existing conditions created by the war, of increasing the primary power resources of the Hydro-Electric Scheme. Following this re-examination of the position it was proposed in 1941, that Government should seriously consider the question of acquiring and closing the Uhl Catchment Area. The adoption of this proposal would remove all the main causes of the destruction of the forests and other vegetation in this area. The natural recovery of the vegetation can be expected to improve the winter flow of water at the Brot Headworks and, thus, with more water at its disposal, Jogindernagar could produce more power in the winters which is the time when there is the greatest demand.

In 1939, materials and plant were being collected for the construction of the Sialkot-Gujranwala-Lyallpur 66 Kv. Project. On the outbreak of the war this work was stopped and the materials that had been collected have since been largely diverted to other urgent works. Similarly, the preparation of the proposed Jullundur-Ludhiana-Ferozepore 66 Kv. link Project was also postponed. It is hoped that it will be possible (after hostilities cease) to undertake both of these very extensive schemes which will introduce cheap hydro supply into further large areas of the province.

The Karol Tube Well Scheme was completed during the period under review. This is a large scale experiment, the object of which is to supply data for examining the possibilities of large lift irrigation projects in the Punjab.

During the period under review, it became increasingly evident that the rates at which energy was being sold to the larger industrial consumers were much lower than the cost of power developed from fuels. It was also found that these low rates were uneconomic from the point of view of the Hydro-Electric Scheme's finances. Following the outbreak of the war the prices of coal and diesel and other fuel oils increased and thus widened the disparity between the respective costs of hydro-electric power and thermal power. In these circumstances,

Government decided to increase the rates at which energy is sold to the larger industrial consumers. These new rates were brought into force from 1st of September, 1941.

In the course of previous review it was mentioned that it was then anticipated that the Mandi Hydro-Electric Scheme would become profitable during the year 1945-46. In spite of war conditions and consequent difficulties in getting machinery and electrical equipment, and also in spite of stoppage of some major projects for the extension of the scheme, load on Jogindernagar Power House has by now increased considerably and it is anticipated that after paying all charges, *e.g.*, Maintenance, Operation, Establishment, Depreciation and Interest, there will be a *net profit* of approximately 3 lacs of rupees in the year 1944-45 and of about 8 lacs in the year 1945-46. Recently Government have approved the sale of Secondary power for 9 months in a year. This will soon reflect in further increase in revenue without requiring any additional water in winter at the Power House. This new development would make the scheme profitable in the near future. Apart from the profits expected to be earned from this scheme it has helped very considerably in encouraging and developing industries in the Province and raising the general standard of living of the people. With the cessation of hostilities it is anticipated that an era of industrial and agricultural prosperity will begin in the Punjab and future hydro-electric schemes will play a prominent part in it.

PANCHAYATS

One of the most significant features of the working of the Provincial Autonomy in the Punjab is the passing of the Punjab Village Panchayat Act, 1939, and the creation of the Panchayat Department with a Provincial Director as its head.

The previous legislation on the subject (Acts of 1921 and 1922) far from fulfilling its intentions had virtually been reduced to a dead letter due to the unworkable machinery of the dyarchic system.

The Act of 1939 has broadened the sphere of the working of the Panchayat system so as to include any offence under the Indian Penal Code except an offence for which punishment of death, transportation or imprisonment is compulsory.

Its competence thus extended to all such criminal cases in which the award of punishment did not exceed one year.

In regard to Civil litigation the Panchayats have been empowered to try suits up to the value of Rs. 200 which can be extended by Government to Rs. 500 under certain circumstances. Their administrative functions have also been broadened so as to include the levy of taxation under some items which were previously under the competence of the Provincial Legislature alone.

The working of the New Act has amply fulfilled the hopes regarding the capacity of the rural masses to manage the new functions that had devolved upon them. The sense of responsibility shown by the rural masses in this respect is now reflected in the fact that one-third of the rural area is covered by a net work of panchayats. Roughly speaking there are as many as 36,000 villages in the Province out of which over 12,000 are now embraced by panchayats. There were only 1,142 panchayats in the Punjab when the old Act of 1921 was superseded. Upto the middle of this year the total number of notified panchayats has increased to 6,978.

The rate of expansion would have been even greater if consolidation rather than mere expansion had not been the considered policy of the Department. During the last financial year the Panchayats in the Punjab tried 23,616 criminal cases and heard 25,135 civil suits, and the orders of panchayats were reversed only in 211 cases. That the cost per case did not go beyond the negligible figure of annas six affords eloquent testimony to the saving of vast amounts which would have been spent in the case of ordinary litigation.

On the administrative side in one year 9,500 general notices and 3,670 other orders were issued by panchayats for the sake of improving village conditions. A sum of Rs. 1,65,761 was spent by panchayats for improving village conditions out of which Rs. 39,000 was the amount received from Government by way of grants-in-aid.

Another helpful feature is that the Panchayats are evincing a keen anxiety at being self-supporting. This has resulted in the imposition of different taxes by about 500 panchayats recently.

To assist the Director of Panchayats there is an Assistant Director of Panchayats of the Provincial Civil Service and a Divisional Inspector of Panchayats in each of the five divisions. There are 36 panchayat officers posted in various districts and circles. There is also a separate panchayat officer for scheduled castes with a batch of 4 Assistant Panchayat Officers. Besides, there are 116 assistant panchayat officers posted in various tahsils with an additional staff of 12 leave-reserve assistant panchayat officers. Side by side with the regular staff there is an educational branch as well, consisting of 2 Divisional Inspectors of Panchayats, 3 panchayat officers and 3 assistant panchayat officers for doing propaganda and for educating punches. For the purpose of physical training of the villagers through panchayats there is a panchayats officer with 2 assistant panchayat officers who also organize games, tournaments, etc., in villages. In addition to this staff there are 45 village guides which will now be another 186 village guides from the beginning of the next financial year.

One official of the rank of Divisional Inspector of Panchayats is editing the 'panchayat weekly' which is being published since March 1942. It is the official organ of the panchayat department on one hand and spokesman of the panchayats on the other. It serves as a link between the panchayat staff and the panchayats.

Next in importance to the panchayat weekly, come the village libraries. A net work of rural libraries is being spread all over the Province. Five libraries at five selected tahsil headquarters were started in 1942 which have since been expanded and fed by a large number of selected books on every important subject useful for the rural populace. Twenty-four more libraries are being opened during the current year. Government have further sanctioned a sum of Rs. 7,000 for distribution as grants-in-aid to those panchayats who wish to start their own libraries subject to a maximum grant of Rs. 50 for each such panchayat. Apart from educating masses these libraries

will be centres for promoting communal harmony and understanding among the various communities of the rural population in the Province.

There is a scheme to provide the panchayats with radio sets with a view to put the rural masses through panchayats in closer touch with the world around them. Fifty wireless sets secured on lease and lend basis will be supplied to selected panchayats very shortly.

The department is paying due attention to post-war reconstruction problems and schemes for the opening of cultural centres, village works and additional staff are already under way.

All these aim at securing better conditions of life for the village people than it has ever been their lot to enjoy.

CO-OPERATION

During the period under review (1937 to 1942), every possible step was taken to strengthen the foundations of the movement and to encourage its expansion in various directions. Two posts of Deputy Registrars, one for Ambala division and the other for Multan were sanctioned in order to more effectively supervise and guide the movement in those comparatively backward areas. Four more posts of Assistant Registrars for the districts of Ludhiana, Sheikhpura, Montgomery and Jhang were also sanctioned on a permanent basis. The subordinate staff was increased by the creation of 13 posts of Inspectors including 3 for cattle breeding societies. A special post of Assistant Registrar for marketing was sanctioned with a view to organizing the marketing of agricultural produce on co-operative lines. A special post of Lady Assistant Registrar was also sanctioned in order to further encourage the co-operative movement among women. The inspecting staff for the women's societies was also increased by one Inspectress. Some other proposals for extra staff had to be postponed because of the strain on the finances of the province on account of the famine in south-east Punjab.

On account of heavy work, the Registrar, Co-operative Societies, Punjab, who was also Registrar for the Frontier Province, had to give up that work. A separate post of Registrar for the Frontier Province was created and an officer from the Punjab Co-operative Service was deputed to that province. The Registrar, Co-operative Societies, Punjab, however, continues to advise the Frontier Province on co-operation.

Consolidation of holdings work continued to receive special attention and in the year 1937 a sum of Rs. 50,000 was earmarked out of the Special Development Fund for expanding this useful activity. This grant was gradually increased and in 1941-42, it amounted to Rs. 1,50,000. This enabled the Department to expand work in connection with consolidation of holdings.

The co-operative training and education scheme originally financed from the Government of India grant was taken over by the Provincial Government in 1941-42 and is now paid for from the Provincial revenues to the extent of Rs. 27,500 a year. This scheme aims at making satisfactory arrangements for the proper training of the inspecting and supervising staff of inspectors and sub-inspectors and also for imparting training in the principles and practice of co-operation to office bearers of co-operative societies.

The annual grant-in-aid to the Punjab Co-operative Union (a non-official provincial organisation) for supervision, audit and propaganda was increased by one lakh in 1939-40 and in 1941-42 the grant was raised to about 2½ lakhs.

Apart from the grants mentioned above Rs. 50,000 were allotted from the Special Development Fund in 1937-38 for miscellaneous co-operative activities such as sheep breeding, bee-keeping, first aid centres, etc. In 1941 the grant was increased to 2½ lakhs. Rupees 20,000 a year were provided for special staff for work in connection with reclamation of *chas* and waste lands and anti-erosion in sub-montane areas like Ambala, Hoshiarpur, Jhelum and Rawalpindi.

The additional staff and liberal grants mentioned above enabled the Co-operative Department to achieve a fair major of success in stamping out wilful default in primary societies and central banks and in expanding co-operation to activities such as cattle breeding, public health, medical aid, anti-erosion and work among women.

During this period, all rural reconstruction work was transferred to the Co-operative Department and the Registrar, Co-operative Societies was also made Director, Rural Reconstruction. An Assistant Registrar designated as Assistant Director, Rural Reconstruction was also appointed for work in this connection. The placing of the two departments of co-operation and rural reconstruction under one officer was a step in the right direction as the activities of these two departments are so inter-connected that unified control is absolutely essential.

JAIL ADMINISTRATION

A silent revolution has been taking place in the administration of jails in the Punjab during the period under review. The policy of guiding the convict into useful pursuits and winning him over by kindness is replacing the old punitive idea.

Consistent with this new policy the Punjab Government have initiated a scheme of adult education among prisoners. A large number of jails now claim on their staff full time teachers. The inmates of the Borstal Institution and juvenile jail are being educated up to the primary standard.

Several hundred adult prisoners have obtained literacy certificates every year under the adult education scheme since 1939.

The inmates of the Borstal Institution are being encouraged to conduct practical experiments in agriculture on land attached to the jail. The assistance of the Agriculture Department has been sought in guiding the young convicts. The existing jail libraries have been extended and are now equipped with interesting literature, magazines, daily newspapers in English, Urdu and Gurmukhi.

Many jails now possess radio sets which have been provided by the Punjab Prisoners' Aid Society. These have helped, more than anything else to lessen the monotony of jail life and, have also proved useful in the general education of the prisoners.

All prisoners are given a sweet dish on the occasion of Id-ul-Fitar, Id-ul-Zuha, Baisakhi, Dussehra, Guru Nanak's Birthday, Guru Govind Singh's Birthday, Christmas and Easter Sunday.

The celebration of these festivals in the jails help to link the prisoners with the free world and it is hoped that the common observance of these festivals will also foster cordial relations among the inmates.

The prisoners are now given better food than a few years ago. The cheaper pulses have been given up and pulses commonly used by the Punjabi villagers are being encouraged.

A large number of amenities have been added recently to improve life in the Jails of the Punjab. The prisoners are now given bed-sheets both in summer and in winter and a cotton durrie has been added as an article of bedding. No doubt these improvements are widely appreciated.

The use of rough *dasuti* towels has been discarded. Instead honey-comb-towels have been introduced.

Prisoners on transfer from one jail to another, while attending court and interviewing relatives are allowed to wear private clothing.

Among other amenities provided are :—

- (1) facilities to trim ones hair and the freedom of shaving to those who were habituated to it before admittance in jail ;
- (2) permission to supplement soap and oil for sanitary purposes at their own expense or through friends and relatives.

Perhaps the most striking and in a way the most welcome change is in the limit of remission. Formerly, $\frac{1}{4}$ th of the substantive sentence was remitted, now it is one third. This increase in remission is appreciated by long term convicts.

It may also be mentioned that special class prisoners have been permitted to use electric fans.

The manufacture of Munj ban which prisoners had learnt to dread as a dull and tiresome occupation has been nearly discontinued and concentrated in six Jails only. In its place cotton and wool spinning which are far more interesting and remunerative have been introduced. Likewise, oil pressing by convicts which was one of the hardest forms of labour has been discontinued. The extraction of oil for use in prison diet is now carried on by animal power. Many useless and tedious labours have been replaced by interesting industries which could be pursued by prisoners even after they have regained their freedom.

The Punjab Government have sanctioned the appointment of a Chemical Adviser to the Punjab Jail Department, who has introduced the following industries in the different jails of the Province :

Phenyle making, soap making, manufacture of blotting-paper, card boards, chalk, ink, moskils, plaster of paris, etc.

UPLIFT OF CRIMINAL TRIBES

The uplift of criminal tribes is a work of missionary nature but forms an important feature of the criminal administration of the province. The question of improving the social and economic conditions of the tribes by settling them on land and by finding industrial and other employment for their members received close attention during the first five years of Provincial Autonomy.

As a result of the measures adopted the number of persons registered as members of the Criminal Tribes has gone down. The number of convictions has also declined.

In the opinion of the Punjab Government education is the best curative of anti-social tendencies. It is for this reason that the Punjab Government lay so much stress on the education of the members of Criminal Tribes. Female education of girls living under the control of the Criminal Tribes Department has been made compulsory, where there is a school as it is essential for the benefit of the community that its future mothers should be educated.

The problem of adult literacy among the members of the Tribe has been undertaken on a wide scale. Night schools have been established in many institutions. The old system of payment of monthly allowance to teachers for conducting night schools has been given up. It has been replaced by a system of payment of honorarium for each adult, who receives the literacy certificate. It is hoped that it will provide further incentive to teachers to secure better results. During 1940, 436 literacy certificates were issued by the Department of Education to members of Criminal Tribes.

There are at present two reformatory schools, one high school, two middle schools and 42 primary schools run by the Department for the boys of Criminal Tribes. The stipends provided for them value Rs. 3,200 every year.

Efforts are also being made for the improvement of economic conditions of these Tribes. Among the steps already taken are the introduction of side industries such as spinning, *takli* and *dhera*. These are now popular in every Criminal Tribes Institution, particularly among women-folk and old members. Among other industries which they are encouraged to adopt, may be mentioned sports manufacture, manufacture of tubbaskets, soap-making, manufacture of ink, inkpots and clay models.

Co-operative societies also play a considerable part in relieving distress. These have been placed on a better footing. Their old debts have been paid off and the accumulated interest has been written off. There are at present 72 Co-operative Societies

for Criminal Tribes which are being run under the direct control of the Criminal Tribes Department. One of these has a capital of Rs. 13,350 and is counted among the best run Co-operative Societies in the province. The problem of finding a fixed abode and remunerative occupation for the members of the Wandering section of the Criminal Tribes has been solved by accommodating them in the Craik Reclamation Home, Lyallpur.

Forty squares of land in the Haveli Project have been allotted to members of the Criminal Tribes, of which 20 are earmarked for those who have put in Military Service. Government have also agreed to give 25 squares of land in the Nili Bar Colony to members of Criminal Tribes residing in the Kussamsar Settlements.

The Criminal Tribes men are now eligible to join the Army and it is hoped they will benefit in the same way as many Punjab villagers have done from the lessons of cleanliness and self-control, which army discipline inculcates in receptive minds.

The system of premature releases of convicts first introduced in the province in 1926 has been so successful and popular that it has also been adopted in other provinces with certain modifications.

The key note of the system is to release good conduct prisoners when they have passed a substantial portion in jail, and to make them pass the rest of the sentence in a condition of semi-liberty under the control of the Reclamation Department, where they not only earn for themselves but also for their families. The long term probationers are given agricultural training on the modern scientific lines as far as possible. Two Reformatory Farms, one for the adults and the other for the adolescents, establishment at Burewala in 1926, are run by the Department.

During the year 1940, the Co-operative Farming scheme at the Burewala Farms, resulted in an income of Rs. 5,100 which showed a profit of Rs. 398-5-8.

About 650 convicts are released from the Punjab Jails every year under the Good Conduct Prisoners Probationary Release Act and about 600 probationers are employed by the Reclamation Department in different districts of the province. Their annual savings for the last year amounted to Rs. 9,608-15-11.

The Reformatory School at Delhi has an accommodation for 144 boys and is the only institution of its kind serving North-West Frontier Province, British Baluchistan and Delhi, besides the Punjab.

COLONY ADMINISTRATION

To improve the standard of living of the cultivator in non-perennial areas, the Ministry sanctioned a scheme for the encouragement of well-sinking in the Nili Bar Colony and advanced a sum of about 3½ lakhs for the purpose.

To encourage educated persons to adopt agriculture as career, the Ministry granted 2 squares each to 79 educated persons in the Lower Bari Doab, the Nili Bar and other colonies.

An area of 30,000 acres of uncommanded land in the Nili Bar and Lower Bari Doab Colonies has been reserved for grants on well-sinking conditions.

The most important event in Colonization during the quinquennium was the inauguration of the Haveli Project. Some of the special features of the Project are the reservations made for war rewards, scheduled castes, Indian Christians and Criminal Tribes. Allotments of about 90,000 acres of perennial land are contemplated, besides allotments on non-perennial areas.

Concessions to Tenants—Damage done by water-logging and thur is compensated by allowing exchanges of land held by Crown-tenants on certain conditions.

In the Nili Bar Colony the Punjab Government own a large area of land, approximately 356,000 acres which remains on lease pending its permanent disposal. In 1938, the trouble between the lessees and the tenants which became acute due to increase in the number of competing lessees and the prospects of the Haveli Project, was tackled by imposing certain limitation on the rent to be taken from the sub-tenants and by compensating the lessees generously. The terms of this decision announced by the Financial Commissioner, Development, to a meeting of over 8,000 peasants, were well received. The approximate cost of Government of various concessions up to rabi 1943 has been estimated at 14½ lakhs of rupees.

The Government further granted concession in acreage rate in the non-perennial areas and abandoned about Rs. 20 lakhs in addition to Rs. 24 lakhs on account of accumulated interest.

The Ministry have been anxious to provide facilities for small self-cultivating tenants. On the expiry of old leases with rabi 1941, the land in the irrigated forest plantations was leased out direct to the sitting sub-tenants instead of the capitalist lessees.

EXCISE

Government have adhered strictly to their declared policy to minimise temptation to those who do not use excisable articles and to discourage excess among those who do.

The 'Prohibition' scheme has for the present been postponed but Government propose to examine the position after the war as soon as the finances of the province improve.

The experiment of prohibition of liquor at unlicensed hotels and restaurants in the cities of Lahore and Amritsar, having proved a success, it has now been extended to a number of other towns.

During the period, 1st April 1937 to 31st March 1942, a number of local bodies have been empowered under the Punjab Local Option Act, V of 1923, to restrict the sale of intoxicating liquor in their areas.

The duty on charas was doubled and in addition a transport pass fee was levied, which resulted in the decrease of the consumption of this harmful and dangerous drug.

The subsidized dispensaries in rural areas have been allowed rectified spirit for their use free of duty.

The chemical works manufacturing medicinal and non-medicinal preparations received so much encouragement from the Government that their number increased from 4 to 11.

The Punjab Government have also adopted the following measures, in fulfilment of their international obligations under the Geneva Convention of 1925, with a view to reducing and ultimately eliminating the consumption of *post* :—

- (1) The acreage rate on poppy cultivation has been increased 50 per cent from Rs. 24 to Rs. 36 per acre.
- (2) Poppy cannot, as before, be cultivated in anticipation of a licence. A penal rate of double the ordinary rate is chargeable on unlicensed cultivation.
- (3) As a preliminary measure of restriction on cultivation, no cultivator is permitted to sow more poppy than the maximum quantity sown in any one of the three years 1932-33, 1933-34 or 1934-35.
- (4) The wholesale and retail prices in Jullundur and Lahore Divisions, where consumption of *post* is heaviest, have been fixed at a high rate.

These measures harmonise with the general policy of the Punjab Government to approach prohibition rather by gradual restrictions than by expensive and sweeping measures which would be difficult to enforce and the infraction of which would only encourage disrespect for law. As a result of these measures, the area under poppy cultivation fell from 4,027 acres in 1939-40 to 1,329 acres in 1940-41 and the consumption of *post* dropped from 930,110 seers in 1939-40 to 750,446 seers in 1940-41.

LAND RECORDS

The Department of Land Records, which is responsible for the maintenance of records of rights, has witnessed considerable increase in its work during the period under review.

The increase has been due to the settlement operations in several districts of the province and also on account of heavy work in connection with the sliding scale system of land revenue, the supervision of the consolidation of holdings and the necessity of preparing new forecasts pertaining to bajra, maize, barley and gram crops.

To cope with the increased work the field staff had to be strengthened. For this reason there has been a steady increase in the expenditure of the Department which rose from Rs. 32,19,783 in 1937-38 to Rs. 32,90,513 in 1941-42.

The necessity for an increase in the staff arose particularly in the colony districts and as a result of re-settlement in certain parts of the province.

An outstanding achievement of the period was the revision of records which was undertaken in several districts of the province, namely, Lahore, Amritsar, Jhelum, Gurgaon and the Haveli Project Colony Areas. The Government granted large sums for the purpose. In several districts damaged records were recopied.

Some districts now own new record-rooms which have helped to remove congestion in the existing accommodation to some extent.

CONSOLIDATION OF HOLDINGS

In a province dominated by peasant-proprietors with small and scattered holdings, which obstructed the development of agriculture on sound economic and scientific lines, the Government naturally attached great importance to the consolidation of holdings. This interest is manifested by the progress which consolidation has made during the period under review.

The Co-operative Department which was at first entrusted with this work, brought about consciousness and awareness amongst the zamindars, who realized the advantages that would result from the success of the movement.

In order to expedite the work it was decided in the year 1936 to take the help of the Revenue Department, who followed the method laid down in the Consolidation of Holdings Act, 1936. The success achieved by the Revenue Department is reflected in the following figures relating to the years 1936—41 :—

Year			Area consolidated in acres	Expenditure incurred		
				Rs.	A.	P.
1936-37	..	..	8,678	46,786	7	3
1937-38	..	..	18,471	51,711	11	0
1938-39	..	..	24,517	81,910	0	0
1939-40	..	..	72,841	1,31,674	0	0
1940-41	..	..	57,303	1,52,010	0	0

The Co-operative Department continued its campaign for Consolidation side by side with the Revenue Department and the figures outlined below are a measure of the success which the department has so far achieved.

Year			Area consolidated in acres	Expenditure incurred	
				Rs.	
1936-37	..	..	120,295	2,01,668	
1937-38	..	..	132,313	2,32,570	
1938-39	..	..	157,211	2,40,820	
1939-40	..	..	143,803	3,02,080	
1940-41	..	..	170,002	2,79,900	

TAXATION

With effect from May, 1941, a Provincial Taxation Department—parallel to the Provincial Excise Department—has come into existence. For the present only two Acts, namely the Punjab General Sales Tax Act, 1941, and the Punjab Urban Immovable Property Tax Act, 1940, are being administered by the Taxation Department. A description of the origin and working of these Acts follows :—

(1) *The Punjab General Sales Tax Act, 1941*—A tax on the sale of goods in general forms an important part of the fiscal systems of a number of foreign countries. In India the tax is already in force in the Provinces of Madras and Bengal and is working smoothly. The proposal that such a tax should be introduced in the Punjab was one of the recommendations of the Resources and Retrenchment Committee. Government being in need of fresh sources of revenue to meet the increasing demands for widening the scope of its services a general sales tax was considered to be a suitable means of adding to the Provincial resources. Accordingly, a bill to provide for the levy of a general tax on the sale of goods in the Punjab was introduced in the Punjab Legislative Assembly in November, 1940, and was passed in February, 1941.

The Punjab General Sales Tax Act, 1941, came into force with effect from the 1st April, 1941. However, the Act did not operate till the 1st April, 1942, as Government notified that dealers of all classes would be exempted from the payment of the tax in respect of the year 1941-42. The Act has since been amended so as to raise the exemption limit from an annual turnover of Rs. 5,000 to one of Rs. 10,000. Consequently a vast number of dealers will remain untouched by the tax.

In preparing the rules under the Act particular care was taken to ensure that no hardship or avoidable inconvenience is caused to the trading community in complying with the provisions. Suggestions received from various industrial and trade interests were duly considered and accepted so far as practicable. Particular mention may be made of a few salient facilities provided in the rules. No officer of the Taxation Department is permitted to enter the premises of a dealer unless that dealer makes an application in writing to the assessing authority for this purpose. Dealers are not required to keep their accounts in any particular form. All that is needed for the purposes of the Act and the rules is that a dealer should be able to give a reasonably correct return of his annual turnover. Dealers have the option of calculating their turnover on a

purchase basis by adding $7\frac{1}{2}$ per cent to the purchase price of the goods. This obviates the necessity of keeping regular accounts of daily sales. Further, to simplify the procedure of assessment in the case of dealers whose annual turnover does not exceed Rs. 40,000, it has been provided that the tax may be realized from them in the form of fixed fees, which range from Rs. 24 to Rs. 100 according to the turnover. By adopting this procedure, assessment in the case of a very large majority of taxable dealers becomes automatic, and periodical examination of their accounts should be rarely necessary.

The staple food-grains of the Punjab, viz., wheat, gram, maize, bajra and barley and their flours, pulses in common use, whether in the crushed (dal) or the uncrushed form, and other common necessities of mass consumption such as milk, salt, vegetables, fruits, meat, fish, etc., have been exempted from the sales tax. Sale of raw wool, cotton (whether ginned or unginned), cloth woven on hand-looms and sold by persons dealing exclusively in such cloth, agricultural implements, books, newspapers, periodicals and certain articles of stationery used in educational institutions are also exempt. The Act specifically exempts sale by a person or a member of his family of agricultural or horticultural produce grown by himself. Full rebate of the tax is granted on goods exported or distributed, on a wholesale basis, to places outside the province, provided the person engaged in such wholesale business gets himself registered on payment of an annual fee of Rs. 20. The interests of the Punjab industries have specifically been safeguarded. All goods (excluding gold and silver-ware and jewellery) manufactured in the Punjab in a factory, as defined in the Indian Factories Act, when sold by the manufacturers or their duly authorised selling agents, are exempt from the tax. Coal, lubricants and Diesel oil when sold for use in the Punjab factories are also exempt.

Certain classes of dealers as *nanbais*, *halwais*, hawkers, cobblers, *kumhars*, plant and seed sellers, parched grain sellers and manufacturers of mats, chairs and cane-chairs are exempt from the tax. Following the principle that the sales tax is a tax on turnover and not on services or professions, dentists, artists, photographers, watch-makers and other persons who render services in the shape of repairs or otherwise in so far as they do not sell any goods, have been exempted. All such persons are, however, liable to the tax to the extent to which they actually sell any goods. Clubs and similar institutions not run on profit-making lines, and catering only for their members are also exempt.

(2) *The Punjab Urban Immovable Property Tax Act, 1940*—The tax on urban immovable property has been levied with the object of securing a more equitable adjustment of the burden of taxation over the whole population of the province. This tax is not without a precedent in this country. In the Presidency of Bombay, a tax of this kind has been levied by the Provincial Government, and is in addition to a property tax (on buildings and lands) already levied by municipalities throughout the Presidency.

Provision has been made in the Punjab Urban Immovable Property Tax Act, 1940, for exempting from the tax (i) buildings and lands the property of the Central or Provincial Government and of local bodies, when used exclusively for public purposes and not used or intended for purposes of profit, (ii) buildings and lands used for religious, educational, philanthropic or charitable purposes, and (iii) buildings and lands the annual value of which does not exceed three hundred rupees in the rating areas of Lahore, Lahore Cantonment, and Simla and two hundred and forty rupees in other areas.

The Act was enforced with effect from the 1st April 1941, in 14 important towns and 8 adjacent cantonments, and the rate of the tax was fixed at $3\frac{3}{4}$ per centum of the annual value (inclusive of the war surcharge of $1\frac{1}{4}$ per centum) for the year 1941-42. From 1942-43, the rate of the tax has been increased to $7\frac{1}{2}$ per centum, including the war surcharge. The Act has since been applied to certain new rating areas and the question of bringing more rating areas within the ambit of the Act is under consideration.

REGISTRATION

The period of first five years of Provincial Autonomy is characterised by the creation of a new registration district, comprising the Mailsi and Lodhran tahsils of the Multan district and the Pakpattan tahsil of the Montgomery district with headquarters of the Registrar at Pakpattan. This has afforded a long-felt relief to the colonists of the Nili Bar Colony. It will be interesting to observe from the statement given below that though the number of documents registered in 1937 has decreased in 1941 by 16,109, the value of immovable property involved increased by Rs. 17,77,284 :—

Year			Number of documents registered	Value of immovable property Rs.
1937	..	..	132,404	14,11,75,824
1941	..	..	116,295	14,29,53,108
			—16,109	+17,77,284

The decrease in the number of documents registered is attributed generally to the various agrarian Acts. The increase in the value of immovable property is obviously due to the fact that investment in immovable property is considered nowadays as the safest investment.

APPENDIX 'A'
GOVERNMENT OF THE PUNJAB

GOVERNOR

1. HIS EXCELLENCY SIR HERBERT WILLIAM EMERSON, G.C.I.E., K.C.S.I., C.B.E., I.C.S., UP TO 6TH APRIL 1938.

2. HIS EXCELLENCY SIR HENRY DUFFIELD CRAIK BART, K.C.S.I., I.C.S., FROM 7TH APRIL 1938 UP TO 6TH APRIL 1941.

3. HIS EXCELLENCY SIR BERTRAND JAMES GLANCY, K.C.S.I., K.C.I.E., I.C.S., SINCE APRIL 7, 1941.

COUNCIL OF MINISTERS

1. *Premier**—

The Honourable Khan Bahadur Major Sardar Sir Sikander Hyat Khan, K.B.E.

2. *Minister of Revenue*—

(a) The Honourable Sardar Bahadur Dr. Sardar Sir Sunder Singh Majithia, Kt., C.I.E., D.O.L., from April 1, 1937, to April 1, 1941.

(b) The Honourable Rao Bahadur Chaudhri Sir Chhotu Ram, B.A., LL.B., since April 7, 1941.

3. *Minister of Development*—

(a) The Honourable Rao Bahadur Chaudhri Sir Chhotu Ram, B.A., LL.B., from April 1, 1937, to April 7, 1941.

(b) The Honourable Sardar Dasaundha Singh, B.A., LL.B., from April 8, 1941, to June 25, 1942.

(c) The Honourable Sardar Baldev Singh, since June 26, 1942.

4. *Minister of Finance*—

The Honourable Sir Manohar Lal, M.A., Bar-at-Law.

5. *Minister of Public Works*—

The Honourable Lt.-Col. Malik Khizar Hyat Khan Tiwana, O.B.E., from April 1, 1937, to December 30, 1942.

6. *Minister of Education*—

The Honourable Mian Abdul Haye, B.A., LL.B.

*After the death of the Honourable Sir Sikander Hyat Khan, on December 26, 1942, he was succeeded by the Honourable Malik Khizar Hyat Khan Tiwana as Premier. Captain Shaukat Hyat Khan succeeded the Honourable Malik Khizar Hyat Khan as Minister for Public Works.

APPENDIX 'B'

YEAR 1937

PUNJAB

ACTS PASSED

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| The Punjab Ministers Salaries | Act I of 1937 implements the provisions of subsection (3) of section 51 of the Government of India Act, 1935. |
| The Punjab Legislative Assembly (Removal of Disqualifications). | Act II of 1937 implements the provisions of clause (a) of subsection (1) of section 69 of the Government of India Act, 1935, and removes disqualification for election of certain holders of offices of profit under the Crown. |
| The Punjab Legislative Assembly Speaker's and Deputy Speaker's Salaries. | Act III of 1937 implements the provisions of subsection (4) of section 65 of the Government of India Act, 1935. |
| The Punjab Legislative Assembly (Allowance of Members). | Act IV of 1937 implements the provisions of section 72 of the Government of India Act, 1935. |

YEAR 1938

PUNJAB

ACTS PASSED

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|---|---|
| The Suits Valuation (Punjab Assembly). | Act I of 1938 amends the Suits Valuation Act, 1887, in its application to the Punjab in order to provide for the valuation for jurisdictional purposes of suits brought by reversioners under the Punjab Customary Law for a declaration in respect of alienation of ancestral land. |
| The Punjab Alienation of Land (Amendment). | Act II of 1938 provides that no land should, without the consent in writing of the owner, be put to any use which is destructive of or permanently detracts from the value of the land for purposes of agriculture, and further removes the ambiguity, that the period of 20 years for which a member of an agricultural tribe could alienate his land and a Civil Court could, also, in execution of a decree against him, order temporary alienation thereof for such period, cannot be extended, beyond twenty years, by any device. |

- The Punjab Registration of Money Lenders.** Act III of 1938 makes the registration of money-lenders and holding of a valid license by them, necessary before they can file a suit in a civil court for recovery of a loan, or apply for the execution of any decree relating to a loan.
- The Punjab Restitution of Mortgaged Lands.** Act IV of 1938 provides for the termination of mortgages of lands effected before 8th June 1901, the date on which the Punjab Alienation of Land Act came into force, and which still subsists, on payment of reasonable compensation when necessary and for the restitution of the lands so mortgaged.
- The Punjab Alienation of Land (Third Amendment).** Act V of 1938 provides for restrictions on the permanent alienation of land to agriculturist money-lenders, and, in this respect, virtually places them on the same footing as agriculturists.
- The Punjab State Aid to Industries (Amendment).** Act VI of 1938 makes the term of membership of the Board of Industries co-terminus with the life of the Punjab Legislative Assembly, which is ordinarily five years.
- The Sikh Gurdwaras (Amendment).** Act VII of 1938 corrects the description of the local areas of Tarn Taran and Nankana Sahib in the Sikh Gurdwaras Act, 1925, which have become municipalities.
- The Punjab Alienation of Land (Fourth Amendment).** Act VIII of 1938 empowers the Deputy Commissioner to enforce an order passed under Alienation of Land (Third Amendment) Act and makes his orders appealable; and it also substitutes the term 'alienation' therein for the term 'permanent alienation'.
- The Punjab Debtors Protection (Amendment).** Act IX of 1938 prohibits the execution of decrees by the appointment of receivers to administer property, which is protected from attachment or sale; and also provides for the termination of the existing receivership within six months from the date on which this Act comes into force, unless terminated earlier by the Court which made the appointment.

- The Punjab Alienation of land (Second Amendment).** Act X of 1939 enables the Deputy Commissioner to determine finally whether any person is to be deemed a member of an agricultural tribe or not. It also prevents fraudulent transactions and provides for the reversal of a benami transfer of land, which evaded the provisions of the Alienation of Land Act, and empowers the Deputy Commissioner to restore possession of such land to the original alienor.

YEAR 1939

PUNJAB

ACTS PASSED

- The Punjab Motor Spirit (Taxation of Sales).** Act I of 1939 levies a tax at the rate of one anna and three pies per gallon on all retail sales of motor spirit, and also provides that no retail dealer shall carry on business in motor spirit without a license.
- The Punjab Entertainment Duty (Amendment).** Act II of 1939 abolishes the sale of rates of entertainment duty fixed by the Act of 1936, and provides that the rates may be fixed by the Provincial Government from time to time by notification, but that they must be passed by the Legislative Assembly before they take effect.
- The Provincial Insolvency (Punjab Amendment).** Act III of 1939 makes an amendment in the Act of 1920 in its application to the Punjab in order to remove doubts as to the intention of certain provisions of the Punjab Debtors' Protection Act, 1936.
- The Court-fees (Punjab Amendment).** Act IV of 1939 amends the Act of 1870 in its application to the Punjab to enable the practice of not levying process in non-cognizable cases in which Government is the complainant, to be continued.
- The Punjab Agricultural Produce Markets.** Act V of 1939 provides for the better regulation of the purchase and sale of agricultural produce. Empowers the Provincial Government to declare specified areas in which no one shall deal in agricultural produce except under a license. For every notified area a market committee shall be established, consisting

- The Punjab Agricultural Produce Markets—*concl'd.* of members to be selected by Government ; the Committee shall enforce the provisions of the Act and rules and by-laws made thereunder ; and if so required by Government shall establish a market providing facilities for persons dealing in agricultural produce.
- The Punjab Electricity .. Act VI of 1939 removes certain ambiguities which had arisen regarding section 7 of the Indian Electricity Act, 1910, and gives the Provincial Government the powers of a licensee when it is engaged in the business of supplying electrical energy.
- The Punjab Legislative Assembly (Offices). Act VII of 1939 makes provision for the enforcement of the orders of the Speaker of the Legislative Assembly in matters relating to the conduct of business and the maintenance of order.
- Empowers the Governor or such person as he may direct to appoint a Sergeant-at-Arms and one or more deputy sergeants-at-arms. The Speaker may direct any such officer to remove or exclude from the Assembly building any person who infringes the rules of procedure or behaves in a disorderly manner, after he has first been directed by the Speaker to withdraw. Lays down that the duties of these officers shall be to keep the doors of the Assembly building open, to attend on the Speaker and to execute his orders for removal or exclusion, and aid servants of the Crown or of the Assembly. Provides that no Court shall entertain any civil or criminal proceedings against the Sergeant-at-Arms or his deputies or assistants in respect of any act done in the execution of their duty ; and that they shall be deemed to be public servants for the purposes of the Indian Penal Code.
- The Badshahi Mosque Fund Cess. Act VIII of 1939 provides for the creation of a fund for the repair, maintenance and endowment of the Badshahi Mosque, Lahore. It levies a cess at the rate of three pies per rupee of the annual value of land in the Punjab owned by Muslims or Muslim Institutions or occupied by

- The Badshahi Mosque Fund Cess—concl'd.** Muslim tenants under the Crown. Provides that if the total sum collected during the first year be less than five lakhs of rupees Government may levy the cess at the same rate for the following year also. The proceeds of the cess shall be paid to the treasurer of the fund and shall be applied to the repair, maintenance and endowment of the mosque.
- The Punjab Tenancy (Amendment).** Act IX of 1939 amends the Act of 1837 so as to benefit a widowed mother of a deceased occupancy tenant. It provides that when an occupancy tenant dies his right of occupancy shall devolve, in the absence of any male descendants or widow, or his widowed mother, if any, until she dies or remarries or abandons or is ejected from the land; and thereafter in the previous manner on the male collateral relatives.
- The Punjab Debtors' Protection (Amendment).** Act X of 1939 amends the Act of 1936 so as to provide for revision by the Financial Commissioner of orders framed under the Act by a Collector or Commissioner, and to permit any officer specially empowered by the Provincial Government to exercise the powers of a Commissioner under the Act.
- The Punjab Village Panchayat Act.** Act XI of 1939 repeals and replaces Punjab Panchayat Act, 1921, and consolidates and amplifies the law relating to village Panchayats. Extends the functions of Panchayats in regard to the public health, safety, and their civil and criminal jurisdiction.

YEAR 1940

PUNJAB

ACTS PASSED

- The Punjab Excise (Amendment).** Act I of 1940 amends the Act of 1914 so as to provide for securing the return to distilleries of existing stocks of used excise bottles (bottles permitted for the bottling of liquor or beer by rules made under the Act). Enacted in order to overcome the difficulty presented by the shortage of bottles caused by war conditions.

- The Punjab Motor Vehicles Taxation (Amendment).** Act II of 1940 amends the Act of 1924 so as to provide for the continuance of the system whereby an owner of a motor vehicle is required to display a coupon in token of the fact that he has paid the tax. (This was previously required by rule under the Indian Motor Vehicles Act, 1914, but it is stated that no provision for such a rule exists in the new Act of 1939). Abolishes local taxes on motor vehicles hitherto leviable by urban local bodies.
- The Punjab State Aid to Industries (Amendment).** Act III of 1940 amends the Act of 1935 so as to promote the development of cottage and village industries through State aid; provides for State aid for the conduct of research and the purchase of machinery in the case of Industries other than cottage industries.
- The Punjab Legislative Assembly (War Service).** Act IV of 1940 to remain in force until the end of the war and for such period not exceeding one year thereafter as may be notified by Government. Provides that a person shall not be disqualified for being a member of the Legislative Assembly by reason only of his holding an office of profit under the Crown as a member of His Majesty's Forces or as a holder of an office under the Defence Department of the Central Government.
- The Punjab Pure Food (Amendment).** Act V of 1940 amends the Act of 1929 so as to prohibit the sale of artificial ghee, i.e., any article of food which resembles ghee but which is not derived solely from milk fats, unless it is given a distinctive colouring.
- The Punjab Thal (Increase in Value).** Act VI of 1940 provides for the levy of a tax, at a rate not exceeding thirty rupees per acre, on lands the value of which has risen or is likely to rise as a result of the Thal Irrigation Project.
- The Factories (Punjab Amendment).** Act VII of 1940 amends the Act of 1934 in its application to the Punjab, so as to require the registration of factories carrying on certain important industries, and the permission of the Government for the establishment or extension of factories for the purpose of carrying on those industries.

- The Punjab Alienation of Land (Amendment)** Act VIII of 1940 amends the Act of 1900 so as *inter alia* to make it clear that the principle of section 21 of the Act, which bars the jurisdiction of civil courts in matters which a Revenue Officer is empowered to dispose of, applies to the provisions of section 13-A (directed against benami transactions intended to evade the provision of the Act) and to provide that every lease, farm or mortgage made under section 16 (2) of the Act is determinable at any time by the owner of the land tendering an amount which bears to the amount of consideration for the transfer the same proportion as the unexpired period bears to the total period of the transfer.
- The Punjab Consolidation of Holdings (Amendment)** Act IX of 1940 amends the Act of 1936 so as to provide for a more convenient procedure for the preparation of a new record of rights on the confirmation of a scheme of consolidation.
- The Punjab Trade Employees** Act X of 1940 applied in the first instance only to municipal and cantonment areas in a few large towns. Provides for the regulation of working hours for shop assistants and commercial employees, and of their holidays, wages and terms of service.
- Inter alia* prohibits the employment of persons under the age of 14 years in shops or commercial establishments unless they are certified by a 1st class magistrate to be *bona fide* apprentices; restricts hours of employment and fixes the earliest opening and latest closing hours for shops and commercial establishments; makes provision for holidays with pay, wage periods, maximum amount of fines leviable by employers on employees, and notice of dismissal to be given to and by employees.
- The Code of Criminal Procedure (Punjab Amendment)** Act XI of 1940 amends the Code of Criminal Procedure, 1898, in its application to the Punjab, so as to make it clear that the provisions of section 162 of the Code (dealing with the use in evidence of statements made to the police) do not affect the provisions of section 27 of the Indian

The Code of Criminal Procedure (Punjab Amendment)—*concl'd.*

Evidence Act, 1872. (The amendment restores to the law the meaning which had been attached to it before a recent ruling of the Lahore High Court to the effect that section 162 of the Code by implication repealed section 27 of the Indian Evidence Act, and therefore made inadmissible even information received from an accused person in the custody of the police which leads to the discovery of facts).

The Punjab Relief of Indebtedness (Amendment)

Act XII of 1940 amends the Act of 1934, *inter alia*—

- (i) Prescribes that interest shall be deemed excessive if it exceeds $7\frac{1}{2}$ per cent simple interest or is more than 2 per cent over the bank rate, whichever is greater at the time of taking the loan in the case of secured loans, or $12\frac{1}{2}$ per cent simple interest in the case of unsecured loans.
- (ii) Includes within the scope of the Act debts to banks when effected in order to avoid the operation of the Act.
- (iii) Applies the Act to all persons whose total assets do not exceed Rs. 5,000.
- (iv) Amplifies the power of Debt Conciliation Boards to deal with creditors who fail to submit statements of debts.
- (v) Empowers the Boards to adjudicate on the genuineness of enforceability of debts; and gives a power of appeal when the sum involved exceeds Rs. 2,000.
- (vi) Prohibits arrest and imprisonment of debtors in execution of decrees for money.
- (vii) Restricts creditors' power of attachment of property.
- (viii) Strengthens the clause penalizing false claims for principal sums, in excess of what was really lent, and adds a penalty for the use of documents containing false entries.

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| <p>The Punjab Criminal Law
(Second Amendment)</p> | <p>Act XIII of 1940 extends the Act of 1935, which was due to expire on 30th November, 1940, for a further five years.</p> |
| <p>The District Board of Gujrat
(Tax Validating)</p> | <p>Act XIV of 1940 validates the assessment and collection of a tax imposed by the District Board in June 1930.</p> |
| <p>The Punjab Municipal
(Amendment)</p> | <p>Act XV of 1940 amends the Act of 1911 so as to exclude the crediting of certain fines to the municipal funds; and to provide that the penal offence of sounding instruments in contravention of the orders of a municipal committee extends to the use of gramophones, wireless receivers, and the like.</p> |
| <p>The Punjab Legislative
Assembly (Removal of
Disqualifications)</p> | <p>Act XVI of 1940 amends the Act of 1937 so as to extend the list of offices the holding of which shall not disqualify a person from membership of the Legislative Assembly.</p> |
| <p>The Punjab Urban Immovable
Property Tax</p> | <p>(i) Act XVII of 1940 comes into force in such areas and on such dates as may be determined by notification.</p> <p>(ii) Levies an annual tax, to be paid by the owner, on buildings and lands in such areas administered by municipal corporations, municipal committees, cantonment boards, small town committees and notified area committees, as are shown in the Schedule to the Act; the tax is not to exceed 20 per cent of the annual value of the buildings and lands, but a surcharge not exceeding one-half of the tax may be levied during the war and for one year after its termination.</p> <p>(iii) Exempts from the tax buildings and lands of the Central and Provincial Governments and of local authorities and District Boards; buildings and lands the annual value of which does not exceed Rs. 300 in Lahore and Simla and Rs. 240 elsewhere; and buildings and lands used for educational, religious, charitable and other specified purposes.</p> |

The Punjab Urban Immovable Property Tax (iv) Prescribes the method of ascertaining the annual value of buildings and lands; sets up assessing authorities; provides for the preparation of valuation lists of property every five years; prescribes the procedure for collecting the tax, and for recovering arrear tax; and empowers assessing authorities to obtain full information about taxable property. Jurisdiction of civil courts is excluded in matters which the Provincial Government or officers are empowered to dispose of, and courts shall not take cognizance of the manner in which such authorities exercise the powers vested in them.

The Punjab Primary Education Act XVIII of 1940 provides for the compulsory attendance of children at primary schools.

- (i) Defines 'school age' as between 6 and 12 for boys and 6 and 11 for girls.
- (ii) Provides that a local authority may pass a resolution, which must have a two-thirds majority of members present, making primary education compulsory within the whole or a specified part of the area under its jurisdiction for all boys or girls of school age who have to attend a recognised school for a prescribed period. Such resolution, with any objections, received within 80 days of its publication, is to be forwarded to the Provincial Government with a statement showing the accommodation, equipment and staff required, and the expenditure thereon which the local authority is prepared to supply.
- (iii) Empowers Government, whether or not it receives such a proposal from a local authority, to bring into force the provisions of the Act described in (iv) and (v) below; particular classes or communities may be exempted from the provisions of the Act.

The Punjab Primary Education

(iv) Lays on a guardian the duty of sending to school a boy of school age who has not completed the primary course, and who has no reasonable excuse for non-attendance, the days and hours needed to constitute attendance are prescribed by the local authority ; 'reasonable excuse' includes the absence of any school within two miles of the boy's residence or the existence only of a school in which any religious observance or instruction of a nature not approved by the guardian is compulsory and the fact that the boy is over 11 when he first becomes compulsorily liable to attend school.

Imposes on the local authority the duty of maintaining the necessary accommodation, equipment and staff without charging fees on the compulsory scholars. Sets up 'school attendance authorities'. Renders a guardian who, after due warning by a school attendance authority, fails to send a boy to school, liable to a fine not exceeding Rs. 15 ; and an employer, who, after such warning, continues to employ a boy during school hours, liable to a fine not exceeding Rs. 25.

(v) The provisions for girls are the same except that 'reasonable excuse' includes the absence of any school exclusively for girls at the place where compulsion has been introduced (or the existence only of a school in which any religious observance or instruction of a nature not approved by the guardian is compulsory) and the fact that the girl, is over 10 when she first becomes compulsorily liable to attend school.

(vi) Repeals the Act of 1919 except in cantonment areas.

YEAR 1941

PUNJAB

ACTS PASSED

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| The Sikh Gurdwaras (Amendment) | Act I of 1941 amends the Act of 1925 so as to legalize the receipt by the Shiromani Gurdwara Parbandhak Committee of two-thirds of the income of the Sikh Gurdwaras Judicial Commission. |
| The Punjab Fisheries (Amendment) | Act II of 1941 amends the Act of 1914 so as to extend the list of petty fishing offences which are compoundable. |
| The Punjab Entertainment Duty (Amendment) | Act III of 1941 amends the Act of 1936 so as to withdraw the concession of issuing duty free complimentary tickets other than those issued to press representatives ; and so as to make offences under the Act compoundable. |
| The Punjab General Sales Tax | Act IV of 1941 levies a tax, payable in two six-monthly instalments on every person who carries on the business of selling goods, at the rate of two annas per Rs. 100 of annual turnover, if the latter is between Rs. 5,000 and Rs. 10,000, three annas per Rs. 100, if between Rs. 10,000 and Rs. 20,000 and four annas per Rs. 100 if over Rs. 20,000. Classes of goods absolutely exempt from the tax include electric energy, motor spirit, tobacco, alcoholic liquors and drugs ; classes conditionally exempt include bullion, cereals, cotton, handwoven cloth, agricultural or horticultural produce sold by the grower, agricultural implements, and newspapers, and goods produced in the province but despatched outside the province. Makes provision for the submission of returns, the filing of appeals against assessment, and the keeping of accounts, by assesseees ; and for the recovery of the tax as arrears of land revenue. |
| The Punjab Jagirs | .. Act V of 1941 consolidates the law relating to grants and assignments of land revenue known as 'jagirs' ; in particular, restricts the value of new jagirs to be created by the Provincial Government to Rs. 5,000 per |

The Punjab Jagirs—*concl'd.*

annum ; provides that the amount continued to the second holder of a new jagir shall not exceed half the amount assigned to his predecessor and that the jagir shall be extinguished after the second holder's death ; and regulates the rule of descent in the family of a jagirdar.

The Punjab Courts (Amendment).

Act VI of 1941 amends Act VI of 1918 so as to bring it into accord with section 100, Civil Procedure Code, by allowing a second appeal to the High Court in cases where a question of validity or existence of any custom or usage is involved without a certificate from the first appellate Court that the question is sufficiently important to justify a second appeal.

The Punjab Suppression of Indecent Advertisement.

Act VII of 1941 penalises the exhibition of indecent advertisements—which for the purpose of the Act include advertisements relating to venereal diseases and other complaints arising from or relating to sexual intercourse.

The Indian Registration (Punjab Amendment).

Act VIII of 1941 amends the (Central) Act XVI of 1908 in its application to the Punjab so as to enable the Provincial Government to require that in non-testamentary documents which are to be registered, houses in towns shall be described by reference to a Government map or survey.

The Punjab Agricultural Produce Markets (Amendment).

Act IX of 1941 amends Act V of 1939. Makes provision for penalizing persons marketing agricultural produce who fail to apply for licences before 1st September 1941 ; modifies the constitution of the market committee so as to ensure that growers shall have 5 representatives in a committee of 9, and 9 in a committee of 16, vests the Provincial Government with emergency powers for carrying out the purposes of the Act in the event of the breakdown of the marketing committees and makes certain other minor amendments.

The Punjab Urban Rent Restriction.

Act X of 1941 supplements the Urban Immovable Property Tax Act, XVII of 1940, and aims at preventing landlords from passing on the burden of that tax to their tenants. Comes into force in such

urban areas and from such dates as may be notified. Restricts the raising of rent of any premises beyond the 'Standard rent', which generally means the rent payable on 1st January 1939, but a landlord may increase rent at a rate not exceeding 6 per cent per annum on expenditure incurred on any improvement or structural alterations. Prohibits the charging of a fine on premium for the grant, renewal or continuance of a tenancy, and makes such payments by tenants after the 1st January 1939 recoverable from the landlord. Prohibits the eviction without due notice to quit of a tenant who pays rent and performs the other conditions of his tenancy, except where the premises are genuinely required by the landlord. Provides for the recovery of rent paid in excess of the provisions of the Act. Empowers the Court to fix the standard rent in certain cases, and to raise it by not more than 10 per cent on account of increased amenities.

The Punjab Electricity (Amendment). Act XI of 1941 amends with effect from the 1st November 1940 the Act of 1939 so as to curtail from two years to one year the period of notice of purchase by the Provincial Government required to be served on a licensee of an Electric Supply Undertaking under section 7. (4) of the Indian Electricity Act, 1910.

The Punjab Weights and Measures. Act XII of 1941 establishes standards of measures and regulates the use of weights and measures in the Province. Provides for the preparation of sets of standard weights and measures, for verifying weights and measures in actual use; prohibits the use of weights and measures other than standard weights and measures for purposes other than the measurement of land; provides for the verification and stamping of weights and measures by inspectors appointed to carry out the provisions of the Act; and penalizes the use of false and unauthorised weights and measures, the giving of short weight and measure, the forging of weights and measures, etc.

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| <p>The Colonization of Government Lands (Punjab Amendment).</p> | <p>Act XIII of 1941 amends the Act of 1912 so as to include the widow of a pre-deceased son and the widow of a pre-deceased grandson in the list of persons entitled to succeed to a tenancy on the death of an original grantee.</p> |
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YEAR 1942

PUNJAB

ACTS PASSED (UP TO 31ST MARCH 1942).

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| <p>The Court Fees (Punjab Amendment).</p> | <p>Act I of 1942 amends section 20 of the Court Fees Act, 1870, to legalize exemption of levy of fees on processes issued under rule 18 (e) and 26 (f) of the Rules issued under section 43 (i) of the Co-operative Societies Act, 1912.</p> |
| <p>The Punjab Village and Small Towns Patrol (Amendment)</p> | <p>Act II of 1942 amends section 2 of the Punjab Village and Small Towns Patrol Act, 1918, in order to include the Notified Area Committees and the Small Town Committees in the definition of the expression "village Panchayat".</p> |
| <p>The Punjab General Sales Tax (Amendment)</p> | <p>Act III of 1942 amends the Punjab General Sales Tax Act, 1941, to raise the exemption limit of levy of tax from Rs. 5,000 to Rs. 10,000 and to enable Government to levy the tax at any desired stage at the request of the trader concerned without loss of revenue to Government or under hardship to small dealers.</p> |
| <p>The Punjab Legislative Assembly (Allowances of Members).</p> | <p>Act IV of 1942 introduces a system of fixed annual remuneration without a provision for making deductions for days when a member is absent. It also provides for rules to determine the travelling allowance of the Speaker.</p> |

PUNJAB

PENDING BILLS

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| <p>The City of Lahore Corporation Bill.</p> | <p>Was brought up to have a higher level of efficiency in the sphere of local self-Government in the Capital of the Province. An attempt has been made to combine the Karachi model with the provisions of the</p> |
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Punjab Municipal Act, 1911. The Karachi Act was passed in 1933 and is the latest enactment. The bill provides that three municipal authorities should be charged with carrying out its provisions :—

- (a) A Corporation,
- (b) A Standing Committee, and
- (c) A Chief Executive Officer.

The Punjab Electricity (Emergency Powers) Bill.

The object of the Bill is to provide against a situation, in which, for one reason or another, the public may be put to grave inconvenience owing to the refusal of a licensee under the Indian Electricity Act, 1910, to maintain a continuous supply of electrical energy for street lighting purposes. In the interest of public, it is most necessary that Government should be able to assume control of a Licensed Electric Supply Undertaking and to provide for the continuance of public street lighting service for a period of six months at a time up to a maximum of two years. This period would be sufficient to enable Government, if necessary, to use its good offices to find a solution of the difficulties which had given rise to the situation on which action had been taken. The Bill was passed by the Punjab Legislative Assembly on the 9th December 1941. The assent of His Excellency the Governor-General is awaited.

The Punjab Cotton Ginning and Pressing Factories Bill.

The serious harm which is being done to the reputation of American cotton produced in the Punjab by the malpractices of mixing, watering, adulteration with seed, etc., and the consequent loss to cotton growers in not obtaining the premium to which the quality of their cotton entitles them has been engaging the serious attention of the Government of the Punjab for a long time past. After considering various alternative measures it has come to the conclusion that in order to stop these malpractices particularly mixing, legislation should be enacted for the licensing of ginning and pressing factories in the Punjab. The Bill is pending consideration by the Assembly.

Sugarcane (Punjab Amendment).

The Indian Sugarcane Act, 1934 (XV of 1934) is not sufficiently comprehensive for dealing with the problems of the sugar industry in the Punjab. It has, therefore, been found necessary to amend the Act in its application to this province, both with a view to protecting the growers of cane, providing for the better organization of cane supplies to sugar factories and preventing unhealthy competition between sugar factories themselves. The Bill was referred by the Punjab Legislative Assembly to a Select Committee. The report of the Select Committee has not yet been considered by the Assembly.

The Punjab Relief of Indebtedness (Amendment) Bill.

According to the interpretation of civil courts a property which is mortgaged is liable to attachment and sale for the realization of any debt irrespective of the fact whether that debt is specifically secured by the mortgage or not and whether that property is owned by an agriculturist or a non-agriculturist. The Bill is intended to set at rest the doubts which have arisen in consequence of the present trend of judgments in civil courts and also to remove certain defects which have since come to notice. The Bill was passed by the Punjab Legislative Assembly on the 18th March, 1942, and is pending assent of His Excellency the Governor-General.

The Press and Registration of Books (Punjab Amendment) Bill.

For many years Government have from time to time been puzzled to know whether or not to demand a declaration under sections 4 and 5 of the Press and Registration of Books Act, XXV of 1867, from a person who claims not to be starting a new printing press or newspaper but to be reviving an old one for which he has already made a declaration. The keeper of a printing press and the printer and the publisher of a newspaper are required to appear before a District Magistrate to make and subscribe, in duplicate, a declaration in the form prescribed in those sections. But there is no statutory injunction in the Act compelling a person, who ceases to function as keeper

or printer-publisher, or whose press or newspaper goes out of action, to make a ceasing declaration, though he can do so, if he so wishes, under the rule framed under section 20, or, in the case of newspaper only, under section 8. Sometimes an employed keeper or a printer-publisher embarrasses his employer by refusing to file a ceasing declaration at the latter's bidding. Later the proprietor-keeper or the proprietor printer-publisher, after a long period of inaction begins to publish again under the same name claiming that although a considerable time has elapsed, the new printing press or the new newspaper is the same as the old one. Thus the absence of a time-limit of period for which a declaration under section 4 or 5 of the Act, relating to an idle press, or an unpublished newspaper, can be valid has been an embarrassment to an employer-keeper or employer printer-publisher, and to Government. The object of the present Bill is to mitigate these embarrassments by doing away with the doubts arising out of the absence of the time-limit for the validity of declarations.
