

14
PUNJAB
ADMINISTRATION REPORT,
1931-1932.

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1931-32



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Lahore:

Printed by the Superintendent, Government Printing, Punjab.
1933.

Price : Rs. 3 or 4s. 6d.



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Report on the Administration of the Punjab for the year 1931-32.

PART I.

GENERAL SUMMARY.

(THE "year" throughout this report is not invariably the financial year ending 31st March, 1932. At the heading of each chapter, with the exception of Chapter I, a reference is given to the departmental reports which contain details of the subject dealt with. The "year" of the present report is for each such subject the year mentioned in the title of the departmental report so referred to. In general it may be said that the "year" in Chapters I, IV, V and VII means the financial year ending 31st March, 1932; in Chapter II it is the revenue year ending 30th September, 1931, and in Chapters III and VI it is the calendar year ending 31st December, 1931.

The Administration Report for 1921-22 was a decennial report, the first volume of which was published under the title "The Land of the Five Rivers" and contained many sections of permanent interest to which reference may be necessary in order to understand the working of the administration; under the orders of the Government of India these sections are not repeated each year, but a reference is given to them in their places in the several chapters of Part II of this report.

Except where otherwise stated, the Punjab in this report refers to the Punjab as at present constituted).

The Government.

1. The office of Governor was held throughout the year by His Excellency Sir Geoffrey Fitzhervey deMontmorency, K.C.S.I., K.C.I.E., K.C.V.O., C.B.E., I.C.S. There was no change in the composition of the Government, and the distribution of the more important portfolios was as follows:—

Revenue and Irrigation—Khan Bahadur Captain Sardar Sikander Hyat Khan;

- Finance and Home—Sir Henry Craik, Bart., C.S.I.,
I.C.S. ;
Agriculture and Public Works—Sir Jogendra Singh,
Kt. ;
Education, Medical and Public Health—Malik Feroz
Khan Noon ;
Local Self-Government and Hydro-Electric—Dr. Gokul
Chand Narang, Ph.D.

2. In order to view the period with which this review
deals—April, 1931, to March, 1932—in

The period under review.

proper perspective it is necessary to go
back a little to the "Irwin-Gandhi Pact" of March, 1931. That
settlement released the Civil Disobedience prisoners. On the
top of this came the whirlwind agitation which accompanied
the execution of *Bhagat Singh and his fellow-assassins*.
Quickly though those excitements died down, they left an
aftermath which was reflected in the disturbed conditions of
the first few months of the year 1931-32. From about July
onwards political agitation directed against Government
diminished, and the first place in the daily bill-of-fare was
taken by the Kashmir troubles and the Ahrar movement.
By January, 1932, this movement had lost importance, but
it was succeeded by an attempt to revive Civil Disobedience,
which, never meeting with much success, dwindled gradually
into insignificance until the preliminary rumours of
the nature of the Communal Award began by midsummer
to drive everything else out of men's heads. During all this
period communal tension was acute. Feelings had been
exacerbated by the tragedy of Cawnpore, and the Ahrar move-
ment, fanatically pro-Muslim as it was, tended to accentuate
antagonism, while the clash of economic interests between
Hindu creditors and Muslim debtors and the revival of Civil
Disobedience, supported by many urban Hindus and
generally opposed by Muslims, helped to keep the situation
tense. In the economic sphere the period under review in-
cludes the bottom of the depression, when in July, 1931, *wheat*
was selling in the villages at not much over a rupee a maund,
and the gradual recovery in prices which by the following
midsummer seemed to indicate that the worst was over.

3. The political situation in April, 1931, was unsettled
and in some respects anxious. The jait
delivery which resulted from the Irwin-
Gandhi Pact had released all the

local Congress leaders, who were not slow to try to persuade their adherents that they had lost nothing of their spirit. Their activities generally took the form of asserting that the "Pact" was not a peace but only a truce, to be employed in making ready for a renewal of the struggle. Both the letter and the spirit of the "Pact" were often violated in word and deed. To the left of the regular Congressmen stood the Nau Jawan Bharat Sabha and its scarcely disguised ally, the Terrorist Party, furious at the end of the struggle by peaceful settlement, disgruntled by their failure to prevent the execution of Bhagat Singh, to which end they had staged an agitation of almost unprecedented violence, and openly and avowedly revolutionary in aim. In opposition, either open or secret, to the Congress was the great mass of moderately-minded men, including almost the whole of the Muslim community. They were inclined to be uneasy at the settlement, which was generally interpreted as a tactical victory for Congress, and which Muslims in particular regarded as another step in the consolidation of Hindu political predominance. Except for the Akali Dal, a body always on the look-out for an opportunity to oppose constituted authority, the Sikhs were too deeply concerned with their disputes over gurdwara property to take much interest or part in Congress politics. They were also as usual hampered by the domestic squabble of their leaders. The situation held many possibilities of trouble.

There were, however, factors which were unfavourable to organised political agitation. The execution of Bhagat Singh had shattered the sedulously propagated illusion that Government would always yield if the clamour were loud enough; there were acute internal and personal dissensions among the released Congressmen; there was a very real fear of communal rioting, the risk of which was recognised since the Cawnpore massacres as more imminent owing to the activities of Congress; last, but by no means least, the whole rural population were pre-occupied by the difficulties in which the economic depression had involved them, and were not, speaking generally, disposed to pick a quarrel with the Government to which they looked for help.

In this situation considerable significance must be attached to a speech delivered by His Excellency the Governor at Khushab on April 25th, 1931. The effect of this speech, straightly-worded and leaving no room for doubt about

Government's intentions, was immediate and lasting, and there can be little doubt that this firm statement of policy was generally welcomed by all law-abiding elements, and contributed in no small degree to the improvement in the situation that became more and more apparent during the next twelve months.

4. Congress agitation during the summer of 1931 was, generally speaking, ineffective. An

The Congress in 1931-32.

attempt to set up a parallel system of

government in one or two districts of the south-eastern Punjab met with little success. Efforts were made to re-start picketing in towns, but Muslims were openly hostile, and the shopkeeper class had begun to feel that they had suffered enough in the Congress cause. Arrests were made judiciously, and there were squabbles, prompted as a rule by sordid personal motives, among local Congress leaders. Muslim support was definitely lacking, and Congress suffered in reputation by its attempts, condemned by even its own press, to make its co-operation in the Round Table Conference conditional on its own aggrandisement. Occasional incursions into the province by Abdul Ghaffar Khan and his red shirts caused some local excitement which did not survive the departure of the visitors. An attempt was made in the autumn to revive interest by means of a series of conferences in various parts of the province, but these met with little success. Pandit Jawahir Lal Nehru had a very bad reception at Jhang, and in general, in spite of "Gandhi Week" in October and a feeble attempt by Dr. Ansari to rally Muslims to the cause, the fortunes of Congress were at a very low ebb indeed when, on the return of Mr. Gandhi from England, the Congress decided to renew Civil Disobedience in January, 1932. There was very little enthusiasm for this move; the Congress organization was definitely poor from the start and was thrown out of gear by the systematic and prompt arrests of a series of Dictators and Captains of volunteers. Congress policy was denounced at numerous meetings in rural areas where it had never been popular. In Amritsar the action of the local authorities so paralysed Congress activities that by the end of January the office of local Dictator was held by an old and unknown woman. There was a temporary outburst of activity in Lahore in February, when for a day or two the picketing of shops on the Mall was attempted, but in spite of some recruits from the Akali Dal and the Majlis-i-Ahrar-i-Hind

and the free use of women picketers (a policy which lost Congress the good opinion of many) the attempt died for lack of support. After this failure Civil Disobedience slowly perished from inanition, and there was hardly a spark of life in it when in July, 1932, the first forecast of the Premier's Communal Award turned the thoughts even of Congressmen in other directions.

5. Though political agitation, in the sense in which it is usually understood, was comparatively ineffective in the towns, there were moments, especially during the months of April, May and June, 1931, when the efforts of agitators to fish in the troubled waters of agricultural depression were disquieting. The Nau Jawan Bharat Sabha was quick to seize the chance which the prevailing conditions in the villages offered for making trouble. The members of that body are mostly young educated men and its politics are avowedly revolutionary. It repudiates as a rule Mr. Gandhi and the Congress, and scarcely even troubles to pay lip-service to the creed of "non-violence." Its members after organising a violent agitation before and after Bhagat Singh's execution, joined hands with the Kirti Kisan Sabha—a communist organisation whose emblems are the hammer and the sickle—to try to disturb the rural areas. Both groups were prominent in Rohtak, Karnal and Lyallpur in April, where they incited zamindars not to pay revenue, and were busily on the look-out for any handle by which to excite rural agitation. In May the Kirti Kisan Sabha, assisted by local members of the Akali Dal, held a series of objectionable meetings in Julundur and Hoshiarpur, one feature of which were attacks on the "pro-capitalist" policy of Congress and on the methods of usurers. By the middle of the month the "pathetic contentment" of the peasant was being attacked from many directions. There was the Congress trying to ingratiate itself with the cultivator, though with little success; there was the Zamindar Sabha, in association with the Kirti Kisan Sabha and only less extreme than that body in that it repudiated communism, busily raking up grievances, real and imaginary; there was the Zamindar League, moderate by tradition but now being forced by competition into the advocacy of extreme economic doctrines; lastly, there were the numerous constitutional and usually loyalist local organi-

Agrarian agitation and the economic situation.

sations full of despair and self-pity, holding meetings galore to pass resolutions about their hard lot. Their lot was indeed hard ; the fall in prices, which had begun slowly two years before, showed no sign of stopping, and there was hardly a money-crop the price of which had not fallen by 50 per cent. or even more. Wheat, for instance, which in 1929 was over Rs. 4 per maund, was selling in the villages for little over a rupee a maund in June, 1931. In the south-east and in the districts between the Jhelum and the Indus the depression was not perhaps felt so severely as in the central and colony districts. In several districts of the Ambala Division scarcity, bordering on famine, had been of late the rule rather than the exception, and the Hindu cultivator saw his little become less without much emotion. In the north and west of the province the land of the family had always produced food for the family and little more; there was never any considerable saleable surplus, and the fall in prices did not matter so much. In the central and particularly in the colony districts, where the standard of rural living had risen enormously during the last generation, the pinch was much more severe. Years of good prices had translated a large exportable surplus into better houses, better clothes, better education and better living in general. Land revenue was, compared with the rest of the province, high, and canal water had to be paid for. With the prices that obtained in the summer of 1931 there was little left, once land revenue and water-rates had been paid, to maintain the style of life to which the countryside had become accustomed, and the quickness of the change found its victims bewildered, resentful and slow to adjust themselves to a state of affairs they had never dreamed of. Thus conditions in the Central Punjab were ideal for the success of an agitation against the payment of Government dues. That the agitation did not succeed was due to several causes. The traditional road to the removal of all grievances is a petition to the authority able to remove it, and generations of sympathetic administration have produced confidence in the willingness and ability of the Sirkar to redress grievances. Further, the status of the revenue-payer is an honourable one and failure to pay land revenue is still regarded as a social stigma. Moreover, the communist bias of much of the propaganda with which the villager was being fed was disquieting to a people to whom the theory of the individual ownership of land is axiomatic.

The Punjabi cultivator is not easily convinced by the glib urban agitator, nor can he forget the tradition of eighty years of fair and sympathetic dealing between Government and the payers of land revenue, of which convincing proof was given by the remission towards the end of May of over 108 lakhs of land revenue and water rates. By the end of July the failure of efforts to promote agrarian discontent was complete; the Zamindar League had sent a deputation to the Governor, an important conference at Lyallpur had decided that those who could pay their dues should do so, and the danger of any immediate agrarian crisis was over.

6. The remainder of the year was uneventful. The depression deepened as the cumulative effects of the fall in prices became felt, *but gradually the standard of living adjusted itself to the changed conditions.* The Kirti-Kisan Sabha tried, as the date for payment of the kharif revenue approached, to capture the various Zamindar Sabhas which had been working to ameliorate the lot of the people by constitutional methods. These efforts had singularly little success. In December further remissions of land revenue and abiana amounting to some 46 lakhs were announced. Actually cotton prices rose sharply immediately afterwards, but the remissions were gratefully received as a gesture of sympathy in recognition of the exhaustion of the resources of the cultivator. The kharif revenue came in satisfactorily, and by the end of the year factious and unconstructive agitation had been replaced by a tendency to search for remedies, a tendency which was encouraged when Government acceded to a request from the Legislative Council and appointed a strong committee to examine the question of rural indebtedness.

7. Last year's report described how communal tension increased as the force of the Civil Disobedience Movement abated during the winter of 1930-31. The Delhi Pact in February, 1931, generally speaking, heartened Hindus and depressed Mohammadans, and communal ill-feeling was greatly accentuated by the frightful death roll of the Cawnpore riots in April. The following months were anxious indeed. By good fortune 'Id and Muharram passed off quietly, but there was trouble in Gurdaspur and Sialkot districts in April. In May communal volunteers made their appearance, and a riot in Rohtak was narrowly averted. In

The communal situation
and the Ahrar movement.

June the tension was increasing ; there was an outburst of violent crime in Ferozepore district directed against Hindu money-lenders, and Lahore district barely escaped trouble. In July there was a very serious riot in Sikanderabad in the Multan district, and the tension all over the south-western districts of the province was acute.

So far, except for the fact that the clash of economic interest between Muslims and Hindus was more prominent than usual, the communal situation, though dangerous, presented no new feature. This was soon to be provided. The Congress in the Punjab included a body of nationalist Muslims, small in numbers but active and vocal. For some time the position of these men had been anomalous. The Congress had become more and more Hindu and less and less nationalist, and the gulf between Congress and the general body of Muslim opinion in the province had steadily widened. Nationalist Muslims naturally found their position difficult, and they sought a way out of the difficulty. To its surprise the Punjab woke up one morning to find those who had hitherto been the Muslim supporters of a so-called nationalist Congress taking up an entirely new position as the self-appointed leaders of the most fanatical elements among Muslims. A more complete political somersault has seldom been performed. The new party took the name of Majlis-i-Ahrar-i-Islam, and began to look for an opportunity to prove that it in fact deserved the title of the Liberators of Islam. The opportunity was conveniently close. The English Principal of the MacLagan Engineering College at Lahore was at the moment being attacked for his alleged bias against his Muslim students and staff. The Ahrars espoused the cause of their co-religionists wholeheartedly. They encouraged a students' strike and a campaign of misrepresentation in the Press, and finally succeeded in achieving the ambition of every agitation—a clash with the police. The Majlis-i-Ahrar-i-Islam had arrived ; it attracted to itself the support not only of fanatical Muslims in general, but also of many moderate urban Muslims who resented the predominance of rural influence in the legislature and in the Executive, and it remained for most of the year under review the most prominent single organization in the province.

Though the leaders of the Ahrar movement, as it came to be called, were regarded with distrust by the more stable

of their co-religionists, the movement itself was by no means unrepresentative of Muslim opinion in the province. The doctrine that Muslim interests should be defended wherever they were threatened and Muslim claims championed whenever championship was required, attracted more adherents as the summer wore on. There was a feeling that by the Delhi Pact Hindus had stolen a march on Muslims, and that in view of the impending negotiations about the new constitution there was lost ground to be made up. The result was a communal situation which gave rise to the gravest anxiety. Among Muslims there was increased solidarity and aggressiveness; among Hindus, there was panic, sometimes real and sometimes assumed for tactical reasons. There were present all the ingredients of trouble, and news of a serious Hindu-Muslim riot in Dera Ismail Khan did not improve matters.

8. It was in such an atmosphere that the news that Muslims in Kashmir had broken into open rioting against a Hindu Government and had been bloodily suppressed, reached the Punjab early in July. The re-action to the news by Muslims was slower than might have been expected. The Majlis-i-Ahrar-i-Islam put itself at the head of the agitation against the Maharaja of Kashmir and his Durbar and an All-India Kashmir Committee was formed, but it was not until after "Kashmir Day," celebrated on 14th August, that the agitation took a serious turn. The Ahrars were advocates of 'direct action,' and towards the end of the month volunteers began to collect at Sialkot with the object of crossing the border into Jammu and offering Civil Disobedience. At first two factors combined to keep the agitation within bounds, the conciliatory attitude of the Kashmir Durbar both towards its own subjects and also in allowing Ahrar leaders to visit the State in a private capacity, and the strained relations between the Ahmaddiyas and the orthodox Muslims in the Ahrar party, both of whom aspired to the role of the protagonists of Islam in this struggle. Up to about the middle of October the stage was occupied by this sectarian combat, but at the end of that month there was a sudden change for the worse. On the 30th and 31st October Jammu territory was invaded by Ahrar volunteers from Sialkot, and by the evening of the 2nd November 2,376 arrests had been made by the Kashmir authorities. During Nov-

The agitation against the Kashmir Durbar.

ember the agitation grew, and the ordinary law proving ineffective, a special Ordinance was promulgated by the Governor-General. Towards the end of November the Ahrars announced that arrests totalled nearly 19,000, and this figure is an index of the extent of the trouble. During December attempts were made to give the agitation an anti-government complexion by harrowing accounts of the tortures suffered by Ahrar prisoners in the Punjab jails, to which they had been transferred from Kashmir State prisons. This attempt failed, but the movement received a further fillip from the propaganda of "Ahrar Week" and from counter agitation by Hindus, and towards the close of December communal rioting in Lahore added fresh fuel. The immediate cause of the Lahore riot was, as usual, trivial, the stabbing of a Muslim youth in a quarrel between Hindu hangers-on to a procession and Muslim shop-keepers; but had it not been for the prompt action of the local authorities and the immediate despatch of troops to the city the outcome would have been most serious. As it was, before order was restored, four men had been killed and twenty-two seriously injured. The casualties were fairly equally divided between Muslims and Hindus.

During January, 1932, however, the Ahrar movement definitely weakened. Volunteers and funds to support them were running short and, though the activities of the Central Ahrar Committee were objectionable in the extreme, it is probable that agitation would have died away had not violent rioting, accompanied by arson and pillage, broken out in Mirpur, a district in Jammu State, in the last few days of the month. The situation was complicated by the incursion of adventurers from the adjoining British districts on the look-out for loot. The Sikhs were now brought into the trouble by the rumour, afterwards confirmed, that Sikh gurdwaras had been desecrated, and Sikh Jathas began to move to the help of their brethren in Mirpur. In the meanwhile British Indian troops had, at the request of the Durbar, been moved into Mirpur. Order was gradually restored, and the administration was handed over to a British Civil officer lent by the Punjab Government. During March, though there were occasional alarms and excursions, such as the arrival of refugees from Mirpur at Jhelum and inflamed communal relations in Karnal, the situation improved considerably.

9. While the course of Muslim and Hindu politics during the year was fairly clear and intelligible, little emerges from the tortuous mazes of Sikh politics except signs of an inclination to keep open all causes of offence between the Sikhs and any supposed opponent, whether it were Muslim, Hindu or Government. The reason for this was probably, as usual, the bitter jealousies between persons aspiring to leadership and the multiplicity of Sikh political, social and religious bodies, all in theory devoted to the service of the Khalsa as a whole, but many of them in practice subserving the interest of a faction or an individual.

Sikh Politics during 1931-32.

The year started with an *anti-Government* gesture when a meeting of the Sikh League ostentatiously added the name of the brutal and drug-sodden murderer of Mrs. Curtis to a list of "national martyrs" for whom prayers were offered. During the summer, though certain Sikh rural organisations endeavoured to exploit against Government the prevalent agrarian discontent, the main feature of Sikh politics was the growing antipathy towards Muslims. In the autumn the old quarrel with Hindus over gurdwara property started again, the *casus belli* being some shops adjoining a gurdwara at Daska in Sialkot district, which the civil court had handed over to Hindus. During the period September to March ten 'jathas' marched in succession to Daska to assert Sikh rights and were in succession arrested. This exploit, which irritated Hindus at the very moment when they were seeking an alliance with Sikhs against the common enemy, was associated with the name of the notorious intransigent, Sirdar Kharak Singh. Other Sikh leaders, however, made a bid for prominence, and an attempt was made to form a Sikh Nationalist Union to embrace all Sikhs with Congress tendencies. Little came of this, but later on efforts were made to commit the Sikh League and the Shiromani Akali Dal to the support of Civil Disobedience. This failed in the main, though it produced some temporary reinforcements of Sikh volunteers for the picketing at Lahore.

It was not till February, 1932, that the Sikh community showed a united front on any subject. Unanimity was produced by the desecration of Sikh shrines in Mirpur by Muslim rioters. A really representative Sikh deputation met His Excellency the Governor to voice Sikh sentiment on this outrage. So strong was the feeling that, though the Daska

campaign was still in progress, there was a temporary Hindu-Sikh *entente*. This, however, was short-lived and by the end of the year the orientation of Sikh policy pointed in the old direction, suspicion of both the other communities and particularly of Muslims.

10. Outside the ordinary political parties and generally despising their methods, lurked the sinister and secret organisation of the Terrorists. The execution of Bhagat Singh and his companions in the spring of 1931, though it proved the ultimate strength of Government, provided advertisement for the creed of violence and produced an atmosphere of hysteria favourable to the attraction of new adherents to the creed of murder. During May, 1931, there were many indications that terrorists were busy. There was an encounter with armed men at Shalimar in which one notorious revolutionary was killed and another captured. There was a concerted attack on a police escort in a train. There was a bomb explosion in which a Sikh member of the terrorist party was killed, and the armament of an embryo gang was seized by the police. The leading Congressmen in the Province caught the prevailing infection and supported an appeal for funds for the defence of pending and future conspiracy and revolutionary cases. Later most of the signatories had the sense to withdraw. In October the arrest of two armed youths revealed a project to hold up and rob a messenger of the National Bank, and December saw a successful arms raid by the Lahore police. The new year was ushered in by a spate of "red" leaflets purporting to emanate from the Hindustan Socialist Republican Army and the acquittal by the High Court of the three young men sentenced to death for conspiring to murder His Excellency the Governor in the University Hall was an encouragement to the terrorist party. In March there was a political dacoity in Lahore city committed by students, followed within twelve hours by the arrest of five persons. That all this activity resulted in such insignificant tangible results was due to no flagging of the terrorist movement, but solely to the admirable work of the police.

11. Difficult as was the year in its political and economic aspects, the financial problem with which the Punjab Government was confronted was not more easy of solution. The budget for

1931-32 (*vide* paragraph 143 *infra*) had been framed perforce on the expectancy of normal revenue. The announcement of large special remissions of land revenue at the end of May made it obvious that, failing drastic measures of retrenchment, there must be a deficit on revenue account of at least rupees seventy-five lakhs, without taking into account the possibility of further remissions of taxation in the winter. It was impossible to wait for the report of the Retrenchment Committee which was then sitting. All departments of Government were, therefore, called upon to surrender a portion of their allotments, amounting generally to some 13 per cent., it being left to them to adjust their expenditure as best they could to their reduced income. The Retrenchment Committee reported in November. Many of its recommendations had been given effect already, and some of them, such as the recommendations for the reduction of the number of Financial Commissioners and Commissioners, the proposal that the Medical and Public Health Departments should be amalgamated, the suggestion that the Buildings and Roads Branch of the Public Works Department should be reduced to an inspectorate and the proposed 20 per cent. reduction in the consolidated grant to district boards, Government found itself unable to accept. The Committee estimated that the adoption of its recommendations, which included a graded cut in pay, would produce savings amounting to some Rs. 245 lakhs. It was too late, however, to save the situation in the current year and, though the ten per cent. emergency cut in pay came into force from December, 1931, this was more than offset by the inevitably heavy special remissions of taxation granted in respect of the kharif harvest. In the end, in spite of economies amounting to some Rs. 127 lakhs on the expenditure side, the year closed with an adverse balance of over Rs. 68 lakhs. It was possible, however, to allow for still further economy in the budget for the next year, and the only satisfactory feature in a generally unsatisfactory financial scene was a reduction in "revenue" expenditure for 1932-33 to Rs. 982 lakhs. Only twice since the introduction of the reform had the figures been so low, in the critical years 1923-24 and 1924-25.

12. Though Government might justly claim that financial equilibrium had been restored, this was not achieved without sacrifice.

The position at the end of the year.

The complete abandonment of all schemes of development was involved. In education, in the spheres of public health and preventive and curative medicine, in agriculture and in veterinary science, the new budget allotments meant the closing down of schemes for the expansion of primary education both for boys and for girls, the cessation of expenditure on the improvement of sanitation, rural and urban, and of rural water-supply, a halt in the gradual expansion of hospital facilities and a check to the progress of agricultural research, to the building of veterinary hospitals and to work on the improvement of indigenous breeds of cattle. The comprehensive programme of new roads and the replacement of old and insanitary public buildings, such as courts and police stations, were indefinitely postponed. *At the same time it was not unreasonable to hope that this enforced halt in expansion might in the end prove no unmixed disaster. It had afforded a valuable opportunity of taking stock of progress so far made and of eliminating the superfluous and wasteful. Departments of Government had relearnt the lesson, apt to be forgotten in years of prosperity, that the search for the most economical method can never end. The year was critical indeed, but the crisis passed by with no irreparable damage. There were by the close of the year indications that the depression, if not yet definitely on the upward curve, was growing no deeper, and the note of March, 1932, was unmistakably more cheerful than that of a year earlier.*

PART II.

DEPARTMENTAL CHAPTERS.

CHAPTER I.

PHYSICAL AND POLITICAL GEOGRAPHY.

1.—Physical Features of the Country, Area, Climate, Chief Staples.

(See Chapter I of "The Land of the Five Rivers.")

2.—Historical Summary.

(See Chapter II of "The Land of the Five Rivers.")

3.—Form of Administration.

(See Chapters III to IX and XI to XVII of "The Land of the Five Rivers.")

4.—Character of Land Tenures and System of Surveys and Settlements.

(See Chapter X of "The Land of the Five Rivers" and the Punjab Land Administration and Settlement Manuals.)

5.—Civil Divisions of British Territory.

(See Chapter XX of "The Land of the Five Rivers.")

6.—Details of the last Census—Language and Tribes.

(See Chapters X and XII of "Census of India, 1931"—Volume XVII—Punjab—Part I.—Report.)

7.—Changes in the Administration.

1. There were no changes in the composition of the Government during the year.

8.—Relations with Tributary States and Frontier Affairs.

(Vide page 25 of the Punjab Administration Report, 1924-25. This subject will be dealt with only in Volume I of the Decennial Administration Report.)

9.—Condition of the People.

2. The year was, like its predecessor, on the whole healthy. The death rate fell, and the number of births was the

highest ever recorded. Crops were neither particularly good nor particularly bad ; as far as weather conditions were concerned, it was an average year. The area sown showed a slight increase. Prices of all agricultural produce continued to fall rapidly till the autumn, and, though during the winter the fall was arrested, there was little real improvement up to the end of the year, which left the province still in the grip of an economic depression which affected agriculturists, traders and the professional classes alike.

CHAPTER II.

ADMINISTRATION OF THE LAND.

Detailed information on the subjects dealt with in this Chapter will be found in the reports and statistical tables noted below :—

PROVINCIAL REPORTS.

Realization of the Revenue—Revenue—Surveys and Settlements.—Report on the Land Revenue Administration of the Punjab for the year ending 30th September, 1931.

Professional Surveys.—General report on the operation of the Survey of India for the year ending 30th September, 1931.

Waste lands and Government Estates.—(1) Annual report on the Punjab Colonies for the year ending 30th September, 1931.

(2) Report on the Land Revenue Administration of the Punjab for the year ending 30th September, 1931.

Wards' Estates.—Report on the Administration of the Estates under the Court of Wards in the Punjab for the year ending 30th September, 1931.

10.—Realization of Land Revenue.*

3. The weather conditions of the year under review, which includes the two harvests, *khariif* 1930 and *rabi* 1930-31, were on the whole more unfavourable than favourable. Both in June, when the main *khariif* crops were being sown, and in the autumn, when rain is required for the sowing of wheat and *toria*, the rainfall was in defect, with the result that the sown area for the year was about three-quarters of a million acres less than the figures for the previous year.† The percentage of the sown area which was matured was slightly higher. There was again distress in the Gurgaon district and in Karnal. In Gurgaon relief works were opened early in the year and were closed in August, and similar works were open in Karnal from the end of July till the beginning of September. The cost of actual relief operation was a little over 1½ lakhs.

General conditions affecting Agriculture.

*This section deals with the year ending 30th September, 1931.

†For details of seasons and crops see paragraphs 97 and 98 *infra*.

Had this been the whole story, there would have been no reason to expect that collections of land revenue would be anything but normal. Unfortunately the year saw a continuation of the catastrophic fall in prices which began at the end of April, 1930. On the 23rd of that month wheat was sold at Lyallpur at Rs. 3-9-0 a maund. By the end of December, 1930, it had fallen to Re. 1-11-0. After a brief recovery in January, 1931, to Rs. 2-5-0, it was down to Re. 1-9-0 by April. There was a slight rise in August, after the lowest point of Re. 1-6-6 had been reached in July, and the price at the end of September was Re. 1-8-0. Other commodities fell likewise; for example, cotton which averaged Rs. 6-5-0 in 1929-30 was sold at Rs. 4-2-0 during the year under review. For other crops the fall in price was seldom less than fifty per cent. The result was that remissions or suspensions, either special or ordinary, amounted to nearly 125 lakhs, rather more than one-fourth of the total land revenue demand.

4. The total fixed land revenue demand was Rs. 237·49 lakhs, a decrease of Rs. 1·68 lakhs

Land revenue demand
and collection.

from the previous year. The decrease is mainly due to the substitution of

fluctuating for fixed land revenue in portions of the Multan and Montgomery districts. Of this, 76·1 per cent. (Rs. 180·74 lakhs) was collected. Rupees 15·76 lakhs were suspended and Rs. 37·66 lakhs finally remitted. As usual suspensions were mostly in the Ambala Division. In three districts of that Division there were at the end of year no less than Rs. 35 lakhs under suspension out of the demands for the current and earlier years. Collections of the fluctuating land revenue fell from Rs. 237·37 lakhs in 1929-30 to Rs. 179·51 lakhs. The decrease was entirely due to special remissions. Out of the demand actually made, only Rs. 3½ lakhs was uncollected at the end of the year. These figures, whether for fixed or fluctuating land revenue, are of course entirely abnormal. For fixed land revenue the standard of collection to which the Punjab has become accustomed is about 99 per cent., while it has been the rarest thing to have any portion of the fluctuating demand in arrears. But in such unfavourable circumstances the fact that the uncollected balance of the demand as actually made was only Rs. 3·31 lakhs of fixed and Rs. 3·51 of fluctuating land revenue is a result creditable alike to the officers of

Government and to the land revenue payers of the province. The total land revenue collections were Rs. 372·31 lakhs, a figure which may be compared with Rs. 474·47 lakhs in 1928-29 the last year before the slump.

In the circumstances of the year it is a matter for no surprise to find a considerable increase in the number of processes issued for the recovery of land revenue. The figures for 1929-30 were 19,675 processes for Rs. 26·51 lakhs. In the year under review the figures are 26,095 processes for Rs. 32·55 lakhs. It is reassuring to find that even in a year of such peculiar difficulty over nine-tenths of the revenue was paid without process. But it is unusual even for a tenth of the revenue to be brought in by this means, and the increase in the number of processes is significant of a time of stress. Out of 12,191 warrants of arrests issued, only 4,441 were actually executed, a proportion in which there is nothing unusual. The system of serving summonses by post was made use of in eleven districts as against five last year.

5. The cultivated area sold during the year fell from 142,132 acres to 127,349 acres. The area mortgaged rose by 323,000 acres of which 254,944 acres were cultivated. This is some indication of the effect on the land-owning classes of the depression. The cultivated area under usufructuary mortgage increased from 3,321,820 acres to 3,481,633 acres.

6. During the year 4,147 acres were acquired for various public purposes under the Land Acquisition Act at an average price of Rs. 204 per acre as against Rs. 334 in 1929-30 and Rs. 333 in 1928-29.

Statutory agricultural tribes lost 39,453 acres net by mortgage, while non-agriculturists redeemed a net area of 31,295 acres. Last year's figures were 35,864 and 28,724 acres. Agriculturist tribes, however, gained by purchase a net area of 5,941 acres. During the year Punjab Act I of 1931 was passed amending the Alienation of Land Act so as to restrict the period of a temporary alienation in execution of a Civil Court's decree to 20 years. This was rendered necessary owing to a ruling of the High Court that the Act as it stood did not prevent a Civil Court from granting a lease of the land of an agriculturist to a non-agriculturist for more than twenty years in execution of a decree.

7. The amount advanced for the improvement of land under Act XIX of 1883, fell from Rs. 17·84 lakhs to Rs. 7·58 lakhs, while the outstanding balance of loans rose from Rs. 58·52 lakhs to Rs. 64·02 lakhs. Of the total of Rs. 5·23 lakhs recoverable during the year on account of the principal of loans, only Rs. 3·15 lakhs were recovered, while only Rs. 1·98 lakhs on account of interest was recovered out of a demand of Rs. 3·78 lakhs. In the main the loans were taken for sinking wells. During the year 3,538 new wells were sunk, of which 738 were sunk by the aid of advances under the Act. The number last year was 895.

Rupees 5·24 lakhs were advanced under Act XII of 1884, as against Rs. 27·86 lakhs in 1929-30 and Rs. 41·42 lakhs in 1928-29. Of this comparatively small amount over Rs. 2 lakhs went to Gurgaon district where there was considerable distress. Recoveries were Rs. 10·04 lakhs as against Rs. 14·09 lakhs and as much as Rs. 8·12 lakhs were written off as irrecoverable. The balance outstanding fell from Rs. 62·97 lakhs to Rs. 51·40 lakhs.

8. The Waterlogging Board met quarterly. On the whole the progress of measures to control the rise of the water table was not unsatisfactory. In the eleven districts where the problem is serious, the area affected by alkalinity (*thur*) increased by 2,178 acres while the area affected by swamping ("*sem*") fell by 732. But the correct method of approach to the problem is no longer as much in doubt as it was, thanks largely to the work in the Irrigation Research Institute and on the Chakanwali Experimental Farm.

9. Except the Namal Dam Canal and the hill torrents of Dera Ghazi Khan district, where the extent of irrigation was affected by a shortage of rain, canals under the control of Deputy Commissioners or the Rural Sanitary Board had a good year. There was a notable improvement on the Sarusti Canal in the Karnal district where the area irrigated rose from 15,070 to 29,033 acres and the receipts from water-rates from Rs. 20,312 to Rs. 55,020.

10. The total income from unclassified forests and other Crown waste under the control of Deputy Commissioners fell from Rs. 67.99 lakhs to Rs. 60.09 lakhs.

Unclassed Forests and re-afforestation.*

Re-afforestation in Gurgaon made steady progress, the area under operations being 7,675 acres. In Hoshiarpur and Ambala districts reclamation in the "Chos" area continued. The Committee appointed last year has not yet reported. An experiment in holding up the water which sweeps down from the foot-hills by means of small dams was sufficiently successful to make it appear worth while to extend the scope of the attempt.

11. One hundred and fifty-seven thousand, eight hundred and eighty-one revenue cases were disposed of during the year as against 176,090 last year. The number of cases pending at the end of the year with Collectors and their Assistants rose slightly from 21,406 to 21,806.

Disposal of business.

12. During the year the eighteenth village survey to be undertaken by the Board was begun and the results of the third survey of a village in Jullundur were published.

Board of Economic Enquiry.

The series on Farm accounts was continued and the volume for 1929-30 published. An enquiry into wheat marketing in the Attock district was completed and the report on the milk supply of Lahore City was sent to the press. The Board has some eighteen reports in different stages of preparation.

11.—Surveys.

13. The Survey of India Department continued to be employed on work connected with the Bhakra Dam project. Two thousand two hundred and one square miles of rectangulation to 25 acres and 1,006 square miles of tertiary levelling were completed and secondary surveys over 573 miles were carried out. Work continued in the Muzaffargarh district on the Indus Canals project and 3,000 acre rectangles were demarcated over an area of 998 square miles. Revision surveys were in progress in the Lahore Division and in the

Surveys and boundaries.

*The phrase 'unclassified forests' covers large areas of agricultural land belonging to Government and leased to cultivators in the colony areas, as well as land which is waste and may more properly be called forest.

Muree Hills. Certain re-adjustments of the boundaries of tahsils in the Multan district were made, mainly for reasons of irrigational convenience.

14. Measurement and revision of records in the Montgomery and Okara tahsils of the Montgomery district, in the Khanewal tahsil of the Multan district and in part of the Palampur tahsil of the Kangra district were completed during the year. Rectangulation operations in the Ferozepore district were brought to a close. The final orders of Government on the settlement of the Jhang district were passed. Settlement operations in the Lower Bari Doab Colony were closed down since the serious drop in prices made the time inappropriate for framing a new assessment.

12.—Land Records.*

15. The Department of Land Records was affected by the necessity for enforcing economy in every possible direction. Four hundred and twenty-eight assistant patwaris were reduced and 20 special kanungos were replaced by the cheaper patwari moharrir. The net saving effected in the Department amounted to Rs. 1 $\frac{3}{4}$ lakhs. Some of the measures of economy which were introduced seem likely to be detrimental to efficiency; for instance, the substitution of paper for cloth for binding the record-of-rights, the use of a cheaper form of paper and the reduction of the grant for the repair of *patwarkhanas*.

The number of patwaris and assistant patwaris fell from 9,425 to 9,034. The standard of education steadily improved, and the percentage of candidates who had passed the middle or higher standard examination rose to 92 per cent. The enrolment of two B.A.'s as candidates shows the acuteness of the unemployment problem among the educated classes. There is, however, a block in promotion which is likely to affect adversely the standard of candidates for entry to the service.

The Patwaris Provident Fund did not prove very popular. Subscription is optional for those who were appointed before the introduction of the scheme, and it is significant that it has only attracted 920 optional subscribers.

*This section deals with the year ending 30th September, 1931.

There is criticism of the low rate of contribution (six pies per rupee), and the rules seem to be imperfectly understood.

The stationery allowance sanctioned for patwaris last year was discontinued for reasons of economy, and financial stringency again prevented any progress being made in the construction of new *patwarkhanas*.

There are welcome signs of an improvement in the supervision of the work of patwaris by superior revenue officers.

16. The number of posts of kanungos on the district establishment fell from 702 to 681.
Kanungos. The educational standard of candidates is at present high, but the prospects of promotion are not bright, and it would make for efficiency if they could be improved. The complaint appears again that the supervision of kanungos by the superior revenue staff is often inadequate. It appears that the multifarious duties which are put upon the Sadr Kanungo frequently keep him from his most important work,—the systematic inspection of patwaris and kanungos.

17. On the whole, the Department seems to have been successful in maintaining during the year the traditional high standard of the revenue records of the province. More inspections and closer supervision by Collectors and their assistants are undoubtedly necessary, but there are welcome signs of an improvement in this respect.
General.

13.—Waste Lands and Government Estates.*

18. Under this somewhat misleading title falls a feature, peculiar to the Punjab till the development of Sind by the Sukkur Barrage, the Canal Colonies. In days gone by the central portions of the *doabs* of the Punjab rivers, Jhelum-Chenab, Chenab-Ravi, Ravi-Sutlej, were covered with scrub and stunted trees, and, except for an occasional strip of sparse cultivation round a well, were given over to the flocks and herds of nomadic or semi-nomadic tribes of graziers. The land was generally Crown waste and, as such, was available for sale or lease by the State. From time to time during the last forty years canals have been led into these *doabs* and the country settled, partly by immigrants from the over-populated parts

*This section deals with the year ending 30th September, 1931.

of the province and partly by the original nomad inhabitants. The colonists have been either peasants who have been given grants of land on conditions which provide for the eventual acquisition of proprietary rights on easy terms or men of some means to whom land has been sold by public auction. The result has been the creation of new, and generally very prosperous, centres of population. The colonies are (in chronological order of settlement)—

- Sidhnai, in Multan district ;
- Chunian, in Lahore district ;
- Lower Chenab, in the districts of Lyallpur, Sheikhpura and Jhang ;
- Lower Jhelum, in Shahpur and Jhang districts ;
- Upper Jhelum, in Gajrat district ;
- Upper Chenab, in Gujranwala and Sheikhpura districts ;
- Lower Bari Doab, in the Ravi tahsils of Montgomery and Multan districts ;
- Nili Bar, in the Sutlej tahsils of Montgomery and Multan districts ;
- Lower Chenab Extensions in Lyallpur district (including areas since transferred from Montgomery, Multan and Jhang districts.)

Of these, the most important are the Lower Chenab, the Lower Jhelum, the Lower Bari Doab and the Nili Bar Colonies. The Lower Chenab Colony, which was founded in the nineties of the last century, and the Lower Jhelum Colony, which started early in the present century, are now hardly distinguishable from the old districts of the province. The Lower Bari Doab Colony, where Colonization began about 1915, is not yet fully developed, while the Nili Bar Colony is still in its infancy. It has quite recently been possible to extend irrigation to certain new areas in the Lower Chenab Colony. These areas are known as the Pir Mahal, Khikha and Burala Extensions and colonization is in progress.

19. The construction of canals and the development of newly irrigated areas is an expensive affair, involving the employment of large sums of borrowed capital. Once water is available, it is essential

The situation in the Colonies at the beginning of the year.

to push on as fast as possible with the settling of colonists and the sale of land in order that the proceeds of sales and the income from rents, land revenue and water-rates may help to provide for working expenses, for the service of the loans raised for construction and for their amortization. The situation, when the depression settled down on the province, was that in the Lower Chenab, Lower Bari Doab and Nili Bar Colonies large areas of land had fairly recently been sold at boom-prices which the purchasers were still engaged in trying to pay off. The system of land sales by which an initial deposit was taken and the balance discharged in instalments was calculated to encourage men who could raise the amount of the initial deposit to invest in land in the hope that the profits of cultivation would provide a margin to meet future instalments. In the years of high prices this speculation usually came off, but with the advent of low prices the transaction stood revealed for what it was, a pure gamble. At the beginning of the year under review no less than Rs. 54.57 lakhs was outstanding on account of overdue instalments and interest recoverable from purchasers of land. The new colonists in the Nili Bar were similarly embarrassed. The land revenue and water-rates, and particularly the pitch of malikana (the rent paid by colonists up to the time when they acquire proprietary rights), though not excessive in the years of good prices when they were originally fixed, weighed heavily on the colonists in the new conditions of prices. All over the colonies there were many men who had taken land on temporary leases at rents calculated on the old prices. It no longer paid to farm the land at these rents, and default was becoming common. With the canals running and water available it was unthinkable to allow culturable land to lie waste simply because the cultivators could not afford to cultivate on existing rentals, and the problem which faced the authorities was how to safeguard the large financial interests of the State and at the same time to keep cultivators on the land.

20. The problem was most acute in the Lower Bari Doab Colony where there had been auctions of land in 1925, 1927 and 1928. The land offered for sale in 1925 had not been good, and under the influence of the boom the bids were often fantastically high. In 1929 concessions in the shape of an

The measures adopted.

increase in the number of instalments had been offered to purchasers, but it was obvious that they would not, or could not, ever pay the prices they had bid, and by the end of the year under review nearly all the land sold in 1925 had reverted to Government. The land auctioned in 1927 and 1928 was better in quality and the prices were more reasonable. Purchasers in these years have since been offered the concession of retaining in proprietary right areas proportionate to the total sums paid by way of initial deposit and instalments, the minimum unit for allotment being fixed at five acres. The remainder of the land was resumed. Similar concessions were made to purchasers in the Upper and Lower Chenab Colonies and in the Nili Bar, except that in the last-named colony the minimum unit was half a rectangle ($12\frac{1}{2}$ acres).

Peasant colonists in all colonies shared in the very generous general remissions of land revenue and water-rates which were given during the year. In addition, in the Nili Bar generally and for certain classes of grants in the Lower Bari Doab and Lower Chenab Extensions, malikana, which was payable on the total area held by the grantee, was recovered on the matured area only, a very considerable concession. The collection of acreage rate, a charge recovered from both colonists and the old proprietors to meet the cost of water-courses and bridges, was suspended in the Nili Bar, in the Lower Bari Doab and on the Lower Chenab Extensions, and the recovery of "nazrana" from landed-gentry and reward grantees in the Lower Bari Doab Colony and on the Lower Chenab Extensions was postponed.

The situation for temporary lessees in the Nili Bar and Lower Chenab was eased by the substitution of matured for gross area as the basis of the rents to be recovered for *kharif* 1930 and *rabi* 1930-31. It is to be noted that purchasers, colonists and lessees alike had assumed the obligations, under which they held or had bid for their land, of their own free will, and that the concessions made by Government involved the sacrifice of many lakhs of rupees. That this sacrifice will prove to have been justified, there can be little doubt.

21. In spite of adverse circumstances the ordinary development of the colonies was uninterrupted, though naturally the pace

Allotment during the year.

was slower. In the Nili Bar Colony 28,605 acres were allotted, mainly to peasant colonists from other districts, in the perennial zone, while in the non-perennial zone 132,348 acres were allotted, mainly to the original inhabitants of the tract. In the Lower Bari Doab the process of allotment to the old inhabitants of the Bar, who had failed to secure any land in previous distributions, was continued and in all 17,800 acres were allotted. In the Pir Mahal Extension of the Lower Chenab Colony the year's allotment to civil non-official reward grantees brought the total up to 14,698 acres. Allotment in the Burala and Khikha Extensions was held up pending a final decision on the conditions which are to apply to the grants, but grantees for much of the land have already been selected, and once colonization begins progress should be rapid.

22. Government provides a certain amount of money out of the proceeds of the sale of building sites for the construction of markets, hospitals and other amenities in colony towns. The construction of houses and shops is left to private enterprise, sites being sold at periodical auctions. The prevailing financial stringency prevented progress being made during the year in the provision of amenities at Government expense, but there were signs that the acquisition of sites in colony towns was beginning to be regarded as a sound investment. There were successful auctions of sites at Jahanian in the Lower Bari Doab Colony, at Mandi Bahad-Din in the Upper Jhelum Colony and at Vihari in the Nili Bar Colony; an auction at Burewala in the same colony was only moderately successful. In the Lower Chenab Extensions preparations were begun to provide markets at Kamalia and at Pir Mahal.

In June, 1931, a conference was held to consider the resolutions of the Town Planning Committee of 1914 in the light of subsequent experience, and the result is expected to be valuable.

23. An auction of land in the Lower Bari Doab Colony was held in March, 1931. It was not, judged by previous standards, a success. Of the high class land in the Renala lift area, only 589 acres were sold at an average price of Rs. 300 per acre. Land elsewhere in the Montgomery district fetched Rs. 200 per

Towns and Mandis.

Sales of Agricultural Land.

acre (415 acres) and in the Khanewal tahsil Rs. 225 per acre (603 acres). In the same colony small parcels of land, not suitable for sale by auction, were disposed of by private treaty, and the price per acre averaged Rs. 265 in Montgomery and Rs. 221 in Khanewal.

24. During the year the system of calling for tenders for the lease for short periods of unallotted land was extended to all colonies. Local officers had previously had a free hand in the matter and in practice had given leases at their pleasure at what they considered a fair rent, but in far too many cases, especially where these duties had been left to the subordinate revenue staff, the rents assessed were often quite inadequate. This system, while administratively convenient for small parcels of land, had undoubtedly lost the State a good deal of revenue which it might legitimately have attained. In all the colonies, except the Lower Jhelum and Lower Chenab, the new system seems to have been a success. In the Lower Jhelum most of the unallotted land consists of small plots. That the tender system is unsuitable for such land seems to be indicated by the drop in the area leased from 20,692 acres under the old system to 9,400 acres under the new. The same reason probably accounts for the drop in the area leased in the Lower Chenab Colony from 20,053 to 15,470 acres. In both these colonies the leasing of land for temporary cultivation had previously been fully exploited for the benefit of the State. In the Lower Jhelum Colony leases of small areas had been auctioned at suitable centres with a fairly high minimum rent based on the rate of land revenue assessed in the land of the estate. Though everywhere the rents offered for temporary leases showed a decline, on the whole the results were not unsatisfactory considering the conditions which prevailed during the year. In the Nili Bar Colony the average rate tendered was Rs. 8-6-0 per acre matured as against Rs. 8-14-0 per acre allotted last year.

25. An irrigation project, such as any of the Punjab Colonies, has to be shown to be productive before it is sanctioned. Credit is given to the project for all capital receipts by way of sales of land, and this results in a gradual reduction in the amount of capital at charge. Delay in effecting sales keeps up interest charges and has an important bearing on the pro-

Temporary cultivation.

Capital receipts.

ductivity of a project. Thus, though land sold and afterwards resumed remains an asset available for realisation, the immediate financial effect on the project is most unfortunate. This is what happened during the year under review in most of the colonies and notably in the Lower Bari Doab and Nili Bar. Land which was sold at a good price had to be resumed, thus locking up a large amount of capital until such time as it may again become profitable to put land on the market. At the end of last year Rs. 54·57 lakhs on account of principal and interest was overdue from sales of colony land all over the province. The amount overdue at the end of the year under review was Rs. 29·23 lakhs. This nominal improvement was the result of writing-off over Rs. 51 lakhs, the value of land resumed from defaulting purchasers.

26. Horse-breeding grants are an important feature in the colonization schemes of the Lower Jhelum and Lower Bari Doab Colonies. The common feature of the scheme in the two colonies is that one of the conditions on which certain classes of colonists hold their land is an obligation to keep an approved brood-mare and to give the Army Remount Department the first call on the young stock. In the Lower Jhelum Colony the breeder holds all his land on this condition ; he cannot acquire proprietary rights, and succession to the grant is subject to the rule of primogeniture. In the Lower Bari Doab Colony rectangles involving horse-breeding obligations are given for a period of ten years to colonists who already hold land on ordinary peasant conditions. The advantage of the latter system is that the forfeiture of the horse-breeding grant of an unsuitable breeder does not involve, as it does under the Lower Jhelum system, the loss of all his land.

Reports from both colonies show that during the year a change in the attitude of horse-breeders towards their conditions of tenure was taking place as it became more and more evident that horse-breeding was the form of agricultural activity which had suffered least in the general depression, and that the young stock of a breeder was now his most valuable marketable asset. This has made the task of the authorities in enforcing the proper observance of breeding conditions much easier. In the Lower Bari

Doab Colony, for instance, fines imposed on breeders for breaches of their conditions of tenure were less than 10 per cent. of last year's fines.

A feature of the last few years has been the growth in popularity of the system under which three-year old fillies from the horse-breeding colonies are, under arrangements made by the Army Remount Department, leased out for racing to private owners. The breeder receives a premium and a share of the winnings, and this naturally increases his interest in producing good stock. The fields in country-bred races at both open and Gymkhana meetings throughout the province are ample evidence that a very useful class of animal is being produced.

27. In general it may be said that though the conditions of the year were particularly difficult and tested severely the strength

General.

of the colonies, the only adverse effect was to postpone the final development of the Lower Bari Doab Colony and to put back for some years the date when the Nili Bar Colony Project will be technically productive. Ordinary development, such as the settling of colonists on the land, the buildings of roads and the creation of new village communities went on much as usual. It now seems certain that the various expedients adopted in the Lower Bari Doab Colony for the reclamation of inferior land must be written down as unsuccessful, and the general principle seems to have emerged that large blocks of inferior land should not, in the first instance, be allotted as grants either in bulk to capitalists or in small lots to peasant cultivators. There is a possibility that afforestation may turn out to be the best method of using lands of this description. The Agricultural Competitive Half Rectangle scheme in the Nili Bar alluded to in last year's report as promising to be successful proved a disappointment during the current year, and there is reported to be little enthusiasm for it among those concerned.

14.—Wards' Estates.*

28. The number of estates under the Court of Wards increased from 55 to 59, of which 29 belong to minors and 22 to families of political or social importance which

Management of Estates
under the Court of Wards.

* This section deals with the year ending 30th September, 1931.

are incapable of managing their affairs. There was noticeable an increased tendency on the part of major owners of estates, whose embarrassment the present hard times had increased, to apply to come under the Court of Wards. Last year the income for the 55 estates under management was Rs. 21·8 lakhs. The income for this year for the same estates was only Rs. 16 lakhs. This is equivalent to a fall of 27 per cent., and is attributable almost entirely to the lowness of agricultural prices. Arrears of rent have increased from Rs. 7·28 lakhs to Rs. 10·19 lakhs. The average rent realized per cultivated acre fell from Rs. 6 to Rs. 4. Naturally in the circumstances of the year there was little expenditure on improvements, and it was only possible to pay off Rs. 1·49 lakh of debt. It is a matter for some congratulation that any liquidation of debt at all was possible. The Court receives very little assistance from its Wards in the direction of reducing expenditure, and any attempt to appoint more efficient and therefore more expensive managers of estates is resented, since the inevitable result is a reduction in the amount of money available for such time-honoured expenditure as marriage doweries, ceremonies, and so on. There is very little doubt that the standard of efficiency of many local managers is much too low.

CHAPTER III.

PROTECTION.

Detailed information on the subjects dealt with in this chapter will be found in the reports and statistical tables noted below :—

PROVINCIAL REPORTS.

Legislative Council.—Debates of the Punjab Legislative Council, Volumes XIX, XX and XXI.

Police.—(1) Report on the Police Administration of the Punjab for the year 1931.

(2) Reports on the working of the Criminal Tribes and Reclamation for the year 1931.

(3) Report of the Chemical Examiner to Government, Punjab, for the year 1931.

Criminal Justice.—Report on the Administration of Criminal Justice in the Punjab and its Dependencies during the year 1931.

Prisons.—Report on the Administration of the Jails in the Punjab for the year 1931.

Civil Justice.—Report on the Administration of Civil Justice in the Punjab and its Dependencies during the year 1931.

Registration.—Report on the Administration of the Registration Department of the Punjab for the year 1931.

Local Boards Administration.—Review of the Reports on the Administration and Accounts of the District Boards in the Punjab for the year 1931-32, and Review of the Report on the operations of Panchayats in the Punjab for the year 1931-32.

Municipal Administration.—Review of the Reports on the Working of Municipalities in the Punjab during the year 1931-32 and Review of the Report on the Working of Small Towns in the Punjab for the year 1931-32.

PUBLICATIONS OF THE GOVERNMENT OF INDIA.

Statistical Abstract of British India.

15.—Legislative Council.*

29. The office of President was held during the year by the Hon'ble Chaudhri Sir Shahab-ud-Din, Kt., K.B. and the office of Deputy President by Sardar Boota Singh, a member of the Multan Division and Sheikhpura Sikh Rural Constituency. The fourth Punjab Legislative Council assembled for its second session on the 26th of November, 1931, and adjourned *sine die* on the 10th of May, 1932. During that period the Council actually sat for the conduct of business on 28 days. At the beginning of the session the Council was composed of eighteen Government members, eight nominated non-official and 75 elected members. During the course of the session the number of Government members was reduced by one and the number of nominated non-officials correspondingly increased. The largest party in the new Council was again the National Unionist Party led by Rao Bahadur Chaudhri Chhotu Ram, representing the rural constituency of South-East Rohtak. The nominal full strength of the party was 36, 33 elected and 3 nominated members. In practice the party never managed to produce its full strength at divisions, the average number present at divisions throughout the session being 22. Though members of the party frequently voted on the side of Government, the National Unionists constituted the official opposition, as is shown by the fact that the party accounted for 200 out of the 345 votes given against Government during the session. The second largest group was the Nationalist, or Hindu Party led by Diwan Bahadur Raja Narendra Nath, member for the Punjab Landholders general constituency. This party was rather ineffective during the session, as out of a nominal strength of 20, only nine members on an average took part in a division. During the budget debate the Nationalist Party was usually to be found among the critics of Government, but on other occasions it was generally in opposition to the National Unionist Party. The Sikh Party, which numbered 12, was also irregular in attendance, and its average strength at a division was only six. There were two members who owed allegiance to no party. They were as often on the side of Government as they were in opposition. The average attendance of the whole House at divisions was 59,

*This section deals with the period ending 31st May, 1932.

and, as of this number Government could rely on 17 or 18 official votes and on the support of at least five nominated non-official members, it is obvious that an unusual amount of agreement was necessary among the elected members in order to bring about a Government defeat. As a matter of fact, Government sustained only three defeats during the session—two on the Irrigation demand, when Nationalists and Unionists combined, and one on a motion for the remission of 50 per cent. of the demand for land revenue and *abiana*, when the Unionist Party had as many as 24 members present and was reinforced by the Nationalists and the Sikhs. There were altogether 15 divisions during the session, of which eight were on demands for grants.

30. The Council dealt with six Bills during the session.

Legislation.

Of these, three passed into law, the Punjab Public Services Commission Act, the Punjab Nurses Registration Act and the Kalra Impartible Estate Act. Of these, the first was, practically speaking, non-controversial, though the protest of a few members that the time chosen for the proposed enactment was inopportune resulted in a division. The Punjab Nurses Registration Bill encountered no opposition. There was considerable opposition to the Kalra Impartible Estate Bill, which was designed to provide for the succession to the large estates of a Muslim landowner. Exception was taken to the Bill on religious grounds by several Muslim members, but the promoter of the Bill—himself a Muslim—had the support of Government members, of the Sikhs and of quite half of his own party. The Punjab Municipal (Amendment) Bill was introduced and circulated for opinion and later referred to a select committee. The Bill was strongly opposed by the National Unionist Party, who held that it constituted an attempt by the executive to curtail the powers of self-government enjoyed by municipalities. The report of the select committee was presented to the House, but was ruled by the President to be irregular and defective. The original Bill was eventually withdrawn and a new Bill introduced and referred to a select committee. There was much opposition to this, but the opponents of the Bill did not divide the Council. The Punjab Protection against Molestation Bill, which was introduced by a private member, had a stormy passage. A motion to refer it to a select com-

mittee was opposed by the Nationalist Party, who secured the support of some Sikh and Unionist members. The main body of the Unionist Party, however, supported the Bill, which was referred to a select committee. The report of the select committee was in due course presented to the Council, but it was ruled out of order, and up to the end of the session no further progress was made. The Punjab Wild Birds and Animals Protection Bill was introduced and referred to a select committee.

31. The Council discussed eleven non-official resolutions. There was no motion for adjournment during the session. It has

Resolutions.

become the custom during the present period of depression for non-official resolutions to be tabled at each harvest proposing remissions of land revenue and water rates. Two such resolutions were carried during the session. The first was not opposed by Government, but on the second Government claimed a division on the grounds that some members had during the course of the debate admitted that the resolution was couched in an unreasonable form. Government, however, secured the support of only two non-official members and the resolution was carried. A resolution appointing a committee to enquire into University affairs was carried without opposition. A motion to abolish the vernacular middle school examination was lost. There was an important debate on a resolution for the reduction of railway freights on food-grains. The remaining resolutions were of little general interest and were not pressed to a division. The Council devoted two days for the discussion of the report of the Retrenchment Committee, which had been appointed as a result of a resolution moved during the previous session. The debate revealed great diversity of opinion about the directions in which retrenchment should proceed. There was hardly a department which did not find a defender from one or other of the various parties in the Council. There was, however, some unanimity that reduction in pay was to be preferred as a measure for economy to the dismissal of Government servants. The scales of pay of the Superior Services and allowances of all kinds were strongly attacked. On the motion of a member of the Nationalist Party the Council entrusted the task of finding a unanimous solution of the communal problem in the Punjab to a committee consisting of the four Indian members

of the Government. The committee, however, had to report to the House that they had found it impossible to arrive at an agreed solution. In the course of the general discussion on the budget, the question of rural indebtedness received considerable attention, and towards the end of the session Government announced the appointment of a committee to examine the question.

32. The budget for 1932-33 was again an economy budget. It showed an estimated surplus of receipts over expenditure mainly

Budget discussion.

by reason of drastic reduction in the provision under almost all expenditure heads. In the general discussion the estimated income came under a severe attack on the ground that the possibility of recovering land revenue and water rates in existing circumstances had been over-estimated. The rates of pay of the Superior Services were attacked, and there was tendency to accuse Government of having paid too little attention to the recommendations of the Retrenchment Committee. When the detailed demands for grants were moved, the number of motions for cuts was unusually heavy. Two token cuts were carried on the Irrigation grant in order to emphasize the need for reduction in the pitch of water rates and to draw attention to the alleged inadequacy of the rules for the grant of "kharaba." Government managed to escape defeat on a motion to reduce one Chief Engineer. On the General Administration grant token cuts were moved with a view to draw attention to the necessity for reducing one Financial Commissioner and two Commissioners. The motions were debated at very great length, and the numbers taking part in the two divisions were higher than in any other division of the session. Government secured the support in each division of members of the three main parties, but on the question of the reduction of the number of Commissioners only managed to escape defeat by three votes. The time allotted for discussion of grants proved more than usually insufficient, and as many as twenty-seven grants were voted without discussion at the close of the last day allotted. Criticism of Government's policy during the budget session was exceedingly keen, but the general trend of the debate was high, and the criticisms, though sometimes ill-informed, were by no means always unreasonable.

16.—Police.*

33. During the year under review there was an increase of 2,191 in the number of true cognizable cases relating to the more serious kinds of crime, and the increase was mainly in those classes of crime which reflect a weakening of respect for authority and the law. The year saw a partial return to normal conditions of police working, which had become deranged in 1930 by the Civil Disobedience movement and the serious outbreak of anarchical crime which attended it. It is true that the police were not left undisturbed to do their ordinary work. The release of Civil Disobedience prisoners under the Irwin-Gandhi Pact in the early months of the year led to a recrudescence of agitation which attained alarming dimensions during the excitement over the execution of Bhagat Singh and his fellow murderers. When this died down in the early summer, communal tension remained high, and in some parts of the province measures to prevent outbreaks occupied the full time of the local police. Later on in the year the Ahrar movement again distracted the attention of the police from ordinary crime. The Punjab police, however, had shown in previous years that ordinary political and communal trouble was not enough to prevent them carrying out their ordinary duties, and the reasons for the increase in serious crime must be looked for, not in the events of the current year, but in the history of the previous year. For a large part of 1930 the whole attention of the police had perforce to be directed to coping with the Civil Disobedience movement, one of the main features of which was the deliberate creation of a state of mind hostile to constituted authority and the law of the land. It was noted in last year's report that one result of this was a falling off in preventive action against criminals under the Criminal Procedure Code. There can be very little doubt that the increase of crime in 1931 is the direct result of the subversive teaching of the Civil Disobedience movement. It is probable that the economic factor also helped. There was little actual want in the province during the year, and the lowness of prices certainly helped those who enjoyed fixed cash incomes; but there was among the agricultural population a serious shortage of ready money. The effect

*This section deals with the calendar year 1931.

of this seems to have been felt in various ways. It was perhaps easier to bribe prosecution witnesses, and to this has been attributed the failure of many prosecutions, especially for murder. There was a significant increase in robbery with the object of obtaining cash, and Mail or Tahsil peons carrying bags containing money seem to have been singled out. There was a marked increase of cases of coinage. There is, however, a general consensus of opinion that economic causes played only a small part in the increase of serious crime, and this is supported by the fact that it is necessary to go back to the years 1922 to 1924, when the province was disturbed by the Non-Co-operation movement and the Akali agitation, to find figures of serious crime comparable to those of 1931.

34. *The number of true cognizable cases of all kinds rose from 48,027 to 50,044. This figure includes petty crime. The increase in the more serious kinds of crime was 2,191. Burglaries rose from 14,874 to 16,002, the percentage of convictions remaining the same at 17. Dacoity, which has frequently been described as the crime barometer of the province, rose by 81 cases to 187, the highest figure since the year 1924. It was, however, a matter for satisfaction that, wherever this form of crime appeared, immediate steps were taken to suppress it, and the response to calls for public co-operation was usually good. The average number of murders during the last ten years is 673. The figures for 1931 were 833. For this appalling increase no satisfactory explanation is forthcoming: but it seems probable that the fact that the murderer has more than an even chance of escaping conviction and a still better chance of escaping the gallows has something to do with it. Another reason may be the fact that even in the most straightforward case no murderer is hanged within eight months of having committed his crime.*

35. *The percentage of cases convicted to true cases reported remained at 35; while the percentage of cases convicted to those tried showed a small drop from 69 to 68. There was a satisfactory improvement in convictions in cases of rioting and dacoity.*

The Criminal Investigation Department had a heavy year, for the suspension of the Civil Disobedience campaign

did little to relieve their work, while the Ahrar agitation added much to it. The department succeeded in detecting and breaking up several embryonic revolutionary gangs before they were in a position to do any mischief, and, in spite of their pre-occupation with political crime, were able to co-operate in working out a number of important cases of ordinary crime.

36. One result of the political agitation in 1930 was a failure to keep pace with the task of tracing proclaimed offenders. The year 1931 saw a distinct improvement. One thousand three hundred and ten proclaimed offenders were arrested as against 882 in 1930 and the number at large dropped to 3,475. The problem of the nomadic criminal tribes must always remain a difficult one in the Punjab owing to the ease with which they can cross the borders of the adjoining Indian States. The Inspector-General of Police has been given a special Assistant for dealing with this problem, who is engaged in examining the position and studying the movements and methods of these wandering gangs.

37. The value of the preventive measures, which sections 106, 107, 109 and 110 of the Criminal Procedure Code and the Habitual Offenders Act permit, was made quite clear by the fact that a decline in the use of these sections during 1930 was beyond question—one of the causes of the increase of crime in 1931. During the year under review full use was made of the security provisions of the law. Action was taken under section 110 of the Criminal Procedure Code against 1,744 persons as against 1,264 in 1930. Restrictions under the Habitual Offenders Act rose from 379 to 688. Proceedings under sections 106 and 107 of the Criminal Procedure Code were taken against 8,404 persons as against 7,335, while section 109 was used against 2,210 persons as compared with 1,487 in 1930. The value of these preventive measures was to some extent discounted by the failure to enforce orders of forfeiture of security. Securities amounting to nearly Rs. 10,000 were ordered to be forfeited, but only Rs. 1,286 were actually recovered.

38. An index to the serious nature of much of the crime with which the police now-a-days have to deal is to be found in the

Professional criminals.

Preventive measures.

General administration.

figures of recoveries of arms and explosives. During the year 13 rifles, 116 guns, 168 revolvers, 112 pistols, 23 bombs, some dynamite and twelve sticks of gelignite and numerous cartridges, bullets and detonators were recovered. The extensive freedom to possess arms enjoyed by the inhabitants of many of the neighbouring Indian States provides a source of supply for criminals which is practically uncontrollable. Careless custody by licensed possessors and dealers is another source of supply. A dangerous development of the last few years is the facility with which any one with a smattering of mechanical or scientific knowledge can manufacture bombs.

39. The trade in women seems to be increasing, and a special investigation in the Ambala district revealed as many as 385 persons engaged in the trade, of whom before the investigation only one quarter had come to notice. Unfortunately the purchase and sale of women does not seem to meet with the general condemnation of the public.

Traffic in women.

Over a lakh of rupees was distributed in rewards to the public during the year and eleven grants of land were made either in recognition of valuable services or as compensation for loss of life.

40. It is unfortunate that one of the results of the Civil Disobedience movement has been to increase, at least in some parts of the province, the natural reluctance of the villager to report offences and to co-operate in the irksome business of village and inter-village patrolling. On the whole, however, there was no lack of co-operation with the police, when the appeal for help was made in the right way by the right man.

Rewards.

41. There was a small net increase in the permanent strength of the force mainly owing to the increase in the traffic staff of the Rawalpindi district. The Provincial Additional Police continued up to August with a sanctioned strength of 750 Foot Constables with the necessary complement of officers and was thereafter reduced to 600. In practice, the force was seldom kept up to full sanctioned strength.

Strength.

42. The education of the force made further improvement, and the percentage of the men in the lower ranks, who can read and write, rose to 52 from 49.

Education.

43. Resignations were only 175 against an average of about 425 during the four preceding years. The main reason for this was undoubtedly that the fall in the cost of living made the conditions for the lower-paid ranks of the force much more easy.

44. The health of the force was satisfactory, and, in spite of a series of years in which the strain has been constant and the efforts of agitators to seduce the policeman from his loyalty unremitting, the morale of the Punjab Police has never been higher.

CRIMINAL TRIBES AND RECLAMATION.*

45. During the year 1,805 persons were added to the registers. Owing to deaths and exemptions the net increase of criminal tribesmen on the registers was 559, the total standing at 19,014. The total male adult population notified under section 3 of Act VI of 1924 was 35,431, of whom 16,417 were exempted from registration. It is gratifying to note that the Aheris of the Hissar district, who were exempted from the provisions of the Act last year, have completely justified this clemency.

46. In a year marked by such acute economic depression and the unsettling conditions inseparable therefrom, it was not to be expected that any great advance would be made in training and reforming the hereditary criminals of the province, but it is a matter for satisfaction that no ground was lost. The population in the various settlements, agricultural and industrial, was 11,628, of whom only 19 were convicted of offences under the Indian Penal Code during the year. The agricultural settlements were naturally affected by the prevailing depression, but, though the profits from agriculture were less than in the previous year, the inmates managed to discharge Rs. 10,116 of debt. The policy of applying the Criminal Tribes Act to gangs of professional as distinct from hereditary criminals has been justified. The improvement in the behaviour of the inhabitants of Sabraon village, alluded to in the last year's report, has continued, and despite the unsatisfactory agricultural

*This section deals with the period ending 31st December, 1931.

conditions the area of cultivation was extended and the average income per holding increased.

47. During the year the Reclamation Department ceased to exist separately and was amalgamated with the Department of Criminal Tribes. Five hundred and forty-five persons, of whom 57 were adolescents, were released under the Good Conduct Prisoners Probational Release Act and were sent to the two Farms at Burewala or found work with private employers. As a result of the substitution of the tenancy system in the Farms for the system of direct cultivation by paid labour the numbers on the Farms fell and at the end of the year stood at 134 on the Adult Farm and 76 on the Borstal Farm. In consequence the number of probationers working for private employers increased, and it is satisfactory that complaints of their conduct were few. The demand for the labour of probationers is growing and indeed exceeds the supply. The wages earned by probationers working for private employers remained the same as in the previous year.

Of the 2,000 finally released prisoners, whose cases have been enquired into, it is known that the large majority are obtaining their living by honest means.

The Reformatory School at Delhi continued to work well. Admissions fell from 51 to 41, and the total number of boys in the school was 126 as against 149. Of the boys discharged from the school during the last three years, nearly 66 per cent. are known to be leading honest lives. A feature of the year was the success attained by the Scout troop.

17.—Chemical Examiner's Department.*

48. During the year the number of articles examined fell from 10,408 to 10,358 mainly by reason of a welcome decline in the number of explosives sent for examination which dropped from 3,209 in 1,930 to 1,861. The percentage of detection in poisoning and other cases fell, the fall being particularly noticeable in cattle poisoning cases where the percentage of detection was 48 per cent. as against 71 per cent. in 1930. Opium, arsenic and Dhatura were the commonest poisons used, cases in which these poisons were detected amounting to 78 per cent. of the total number of

Working of the Department.

*This section deals with the calendar year 1931.

human poisoning cases investigated. Arsenic was again a popular poison in cattle poisoning cases. It was noticeable that the number of explosives sent for examination varied with the amount of political unrest. There was a sharp drop after the first few months of the year.

18.—Criminal Justice.*

49. The total number of offences reported during the year was 187,309, an increase of 3,624. Number and nature of offences. Cases found by Criminal Courts to be true were 135,726, about 72·5 per cent. of the total number. There was an increase of 8,002 true cases compared with the figures of 1930. Cases brought to trial were 138,412, and the number of persons tried 277,422 as against 130,606 cases and 257,619 persons last year. Of 165,914 persons brought to trial under the Indian Penal Code, 23·4 per cent. were convicted as against 19 per cent. in 1930. Police prosecutions under the Code resulted in 56·2 per cent. of convictions as against 50·9 per cent. in 1930. One lakh thirteen thousand four hundred and seventy-four persons were tried on private complaints as against 116,510 last year. Convictions were 8·3 per cent. as against 7·3 per cent. There was a considerable increase in the number of offences affecting human life and also in the number of offences against property.

50. There was a further increase in the average duration of trials in Courts of Sessions from 52 to 56 days. Duration of cases and Miscellaneous. There was, however, a very welcome drop in the average duration of trials in all other courts except those of 2nd and 3rd class stipendiary magistrates. The most notable drop was in cases tried by District Magistrates, where the average duration fell from 63 to 58 days, and in cases tried by other section 30 Magistrates where the drop was from 61 to 36 days.

The Hon'ble Judges of the High Court, like most other observers, attribute much of the increase of crime to the spirit of lawlessness engendered by the Civil Disobedience movement of 1930. They commented on two abuses of the existing law, namely, the practice of calling unnecessary defence evidence in the Sessions Court, where the remedy lies in the proper use by Magistrates of section 216 of the Criminal Procedure Code, and the serious misuse of section

*This section deals with the calendar year 1931.

526 of the Criminal Procedure Code, where the remedy is a change in the law. Of late years the number of cases tried by District Magistrates has steadily decreased. In the year under review only 45 section 30 cases were tried by the 29 District Magistrates in the province.

19.—Prisons.*

51. The twenty-ninth day of November, 1931, achieved the unenviable distinction of being the date on which the jail population of the province reached the highest figure (27,998) ever recorded and exceeded the previous record by no less than 4,000. The average daily population in the jails was 21,601 as against 20,571 in 1930, while the regular accommodation capacity of the jails remained the same, 16,607. The surplus population was accommodated, as usual, in improvised camp-jails. On the last day of the year there were 27,027 prisoners of all classes in the jails as against 21,368 on 31st December, 1930. For these remarkable figures the high level of ordinary crime during the year was partly responsible; the main reason was the Ahrar movement which reached its height during the last three months of the year, during which period as many as 10,661 prisoners were admitted from Kashmir and the Punjab. Of these, nearly 4,000 were transferred from Kashmir State jails.

52. Prison offences fell from 29,950 to 26,891, a decrease which was specially creditable in view of the swollen prison population. Except for one assault on a jail official there were no serious outbreaks. Fifty-one convicts were dealt with by courts. The punishment of whipping was inflicted in 43 cases. There were seventeen escapes.

The peccole system was totally abolished, and prisoners now derive their chief rewards for good behaviour through the remission system.

The death rate *per mille* fell from 13·93 to 12·59, a satisfactory feature in view of the chronic overcrowding which prevailed during the year. The tubercle patients are now confined in a separate block, completely shut off from the remainder of the jail, in the New Central Jail at Multan.

*This section deals with the calendar year 1931.

53. A feature of the year's working was the substantial economy which was effected, in spite of the increase in numbers, in the cost of the guarding and maintenance of prisoners. The total expenditure was just under Rs. 26 lakhs as against Rs. 31½ lakhs in 1930 and the cost per head fell from Rs. 153-3-6 to Rs. 119-14-6. Dieting charges per head fell from Rs. 41-10-9 to Rs. 25-11-2. Low prices and the abolition of the pecule system were the largest contributors to this saving.

Jail manufactures had a satisfactory year, and cash profits increased by Rs. 72,875 to Rs. 4,17,496. There were no new developments to record. The profit from the jail farms, not unnaturally in the circumstances of the year, fell sharply.

54. The Prisoners' Aid Society, a voluntary organization devoted to the after-care of prisoners, did useful work during the year.

20.—Civil Justice.*

55. The total number of original suits instituted during the year in all courts was 238,557 as against 227,039 in 1930, showing an increase of 11,518. The number of suits for money or movable property by bankers and shopkeepers against agriculturists rose from 86,857 to 99,920, and the total number of suits for money and movable property rose from 198,898 to 213,598. The value of suits instituted rose from Rs. 8,12,27,120 to Rs. 8,23,03,730 and the average value fell from Rs. 358 to Rs. 345. The increase in the number of suits against agriculturists for money or property is attributable mainly to the general economic depression, but it is said to be also partly due to the passing of the Punjab Regulation of Accounts Act. This Act is reported to have made the business of money-lending less popular among non-professional or small-scale lenders who were inclined to go to the courts with a view to getting their claims settled and closing their business.

56. Three lakhs thirteen thousand three hundred and eight regular suits were brought before the courts, out of which 242,166 were

*This section deals with the calendar year 1931.

disposed of, leaving a balance of 71,142 pending at the end of the year. The corresponding figures for the previous year were 301,900, 231,897 and 70,003. The average duration of regular contested civil suits in all courts other than High Court was 127 days and of uncontested suits 70 as against 128 and 69, respectively, in the previous year.

57. District Judges and Senior Subordinate Judges disposed respectively of 5,281 and 3,908 appeals from decrees as against 5,631 and 3,842 in 1930. Of the total number of appeals decided by the District Judges, 243 were dismissed under Order XLI, Rule II, of the Civil Procedure Code, and 228 for default or as not prosecuted. The corresponding figures for Senior Subordinate Judges are 146 and 113, respectively.

Excluding appeals transferred, dismissed or struck off for default or as otherwise not prosecuted, the percentage of appeals in which the decree was confirmed, modified or reversed was 61·1 per cent., 9·1 per cent. and 22·5 per cent. in the courts of District Judges, and 52·9 per cent., 12 per cent. and 25 per cent. in the courts of Senior Subordinate Judges. The High Court disposed of 1,890 appeals from decrees during the year.

58. The First and Second Gurdwara Tribunals continued to sit for the disposal of cases under the Sikh Gurdwara Act until 1st September when the Second Tribunal was abolished. One thousand seven hundred and seven petitions were disposed of and 1,119 were still pending at the end of the year.

21.—Registration.*

59. During the year under review the total number of compulsorily registered documents fell from 101,910 to 95,950, and the aggregate value of these documents decreased from Rs. 1,240 lakhs to Rs. 1,075 lakhs. The total number of optional registrations affecting immovable property increased from 2,538 to 2,821 and the aggregate value was Rs. 19½ as in the previous year. Optional registrations affecting movable property, however, fell from 4,601 to 4,308 though their aggregate value increased by half a lakh to Rs. 25½ lakhs. Owing to the decrease in the aggregate value of registered instruments, the total income from

*This section deals with the year ending 31st March, 1931.

registration fees fell from Rs. 8,77,204 to Rs. 7,99,446. The expenditure of the Department fell from Rs. 2,29,032 to Rs. 2,21,083. The reduction in the number of compulsorily registered deeds of sale affecting immovable property is ascribed to the fall in the price of land and other property as a result of agricultural and general trade depression, to the growth of the method of recording transfers of property by mutations in revenue papers instead of by regular registration and to the unwillingness of persons to part with property in a falling market. It would have been not unreasonable to expect that the general financial depression would have swelled the number of transfers, and the fact that the decrease has been comparatively small may perhaps be considered as evidence of the powers of resistance of the propertied classes during a period of severe depression.

22.—Local Boards Administration.

DISTRICT BOARDS.*

60. The census showed an advance in the population of the area under the authority of District Boards from 19,150,000 to 20,234,914. The number of members was 1,180, of whom 835 were elected, 198 appointed by name and 147 appointed *ex-officio*. There were five general elections during the year, and out of 134 seats 96 were uncontested. Where elections were contested, the voting was usually heavy. There was a natural anxiety to avoid the expense of contested elections, but even so the figures are surprising, when it is considered that the electorates are joint. It is as a matter of fact a pleasing feature of District Board elections that they are by no means on purely communal lines.

61. Out of the 29 Boards in 26 the Deputy Commissioner of the district was chairman *ex-officio*. Of the remaining three, one had the Deputy Commissioner as chairman by election and two had non-official chairmen. There was again no sign of any general desire to replace official chairmen by non-officials. Of the two Boards which had non-official chairmen, one functioned satisfactorily, but in regard to the other there were complaints of mal-administration, and measures to correct this seem to have been unduly delayed. In most of the

*This section deals with the year ending 31st March, 1932.

Boards a great deal of the ordinary day to day administration was undertaken by non-official Vice-Chairmen, and it is pleasing to record that many of them did valuable work.

62. The total income of the District Boards fell from Rs. 236·3 to Rs. 213·9 lakhs (the figures given in the last year's report appear to have been incorrect). Receipts from local rate fell from Rs. 60 $\frac{3}{4}$ lakhs to Rs. 53·34 lakhs, and Government grants dropped to the extent of nearly eight lakhs. The only hopeful sign was an increase in the receipts from haisiyat and professional taxes from Rs. 2·24 to Rs. 4·35 lakhs. Circumstances over which District Boards had no control contributed largely to this drop in income, but at the same time arrears of uncollected taxation are very high, especially of haisiyat tax, and there is little doubt that, speaking generally, there is a lack of method and punctuality both in the assessment and in the collection of taxes.

Expenditure dropped from Rs. 214·5 to Rs. 194·1 lakhs. The following table shows how the District Boards distributed expenditure over their various departments during the last five years :—

Departmental head.	1927-28.	1928-29.	1929-30.	1930-31.	1931-32.	Increase or decrease over 1927-28 figures.
1	2	3	4	5	6	7
	Rupees in lakhs.					
Education	1,08·4	1,11·5	1,17·5	1,18·4	1,14·9	+6·5
District Works ..	42·4	32·3	28·1	26·5	21·5	-20·9
Veterinary and stock breeding.	8·5	8·9	8·3	7·1	6·5	-2·0
Public Health	5·6	6·5	6·2	5·5	5·1	-0·5
Medical	29·3	29·2	28·4	25·3	23·4	-5·9

District works continued to be the Cinderella of the departments, but education, in the year under report, received a check in its expensive progress. The continuous backward progress of expenditure on district works was partly attributable to the provincialisation of roads. The following table shows how the Boards' own resources are distribut-

ed among the various services, and once again illustrate vividly the expensiveness of education as compared with the other beneficent activities of the Boards :--

Departmental head.	Income with Government's contributions shown in brackets.	Expenditure.	Balance available for expenditure in column 5.	Expenditure in excess of departmental income.	Percentage or total of column 4 represented by entries in column 5.
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	Rs.
1. General Departments, Government Consolidated grant, Local rate, taxes, fines, income from properties.	85,17,942 (12,28,120)	17,31,373	67,86,569	..	..
2. Education ..	87,90,440 (77,03,388)	1,14,91,445	..	27,01,005	38.5
3. Medical ..	8,62,391 (8,07,533)	23,37,008	..	14,74,617	21.0
4. Public Health ..	32,285 (17,368)	5,07,019	..	4,74,734	6.8
5. Veterinary and stock breeding.	66,117 (44,540)	6,46,223	..	5,80,106	8.3
6. District Works ..	4,99,515 (4,12,185)	21,45,563	..	16,46,048	23.5
7. Extraordinary ..	1,49,997	2,36,049	..	86,052	1.2
8. Suspense Accounts	2,63,559	3,14,880	..	51,231	0.7
9. Balance ..	22,15,714 (opening)	19,88,400 (closing)	2,27,314	..	..
Total ..	2,13,97,960 (1,02,13,134)	2,13,97,960	70,13,883	70,13,883	100.0

63. The year was one of exceptional difficulty for District Boards. The financial crisis came at a time when Boards had just realized that, despite the limit of expansion of income having been

General position.

reached, they were committed to ever-increasing expenditure, specially on education. In the circumstances, it was a difficult task to adjust a falling income to the growing commitments with which in previous years the Boards had saddled themselves. The problem was on the whole tackled with courage and promptness. All Boards, except four, reduced the pay of their employees by ten per cent., and several were able to make reductions in staff. General retrenchments seem to have been carried out with due regard to the claims of efficiency as well as of economy. It is also creditable that, while there are generally not ill-founded complaints against the efficiency and honesty of the administration of local bodies in general in the province, the District Boards seem for the most part to have conducted their *business with conscientiousness*. On the whole, a feeling of surprise must be admitted that the Boards adapted themselves as well as they did to the present difficult financial situation of the year, and that generally their financial position remained sound. It is no doubt true that financial stability was achieved at the cost of important developments, and it may well be found after the storm has passed that the properties of many Boards have greatly deteriorated, and that heavy capital expenditure will be required to put things right: but in lean years this state of things may be accepted as inevitable, and the important point is that District Boards in general should have been able to call a halt before reaching actual bankruptcy, and should have learnt lessons which they should be able to apply to good effect when happier times return.

PANCHAYATS.*

64. The total number of Panchayats increased during the year from 883 to 1,018, bringing the total increase during the last three years to 245. During the same period 95 Panchayats have been abolished. The Lahore Division continued to head the list with 372 Panchayats as against 338 in 1930-31 and Rawalpindi Division again brings up the rear with 99 Panchayats as against 87 in the previous year. During the year financial stringency resulted in the abolition of 14 Panchayat officers. It is not yet possible to say how far the abolition of these posts has been injurious to the progress of Panchayats. In

*This section deals with the year ending 31st March, 1932.

some districts official Panchayat officers were replaced by honorary workers.

65. The total income, including opening balances, of all Panchayats fell from Rs. 61,061 to Rs. 57,473 and expenditure from Rs. 30,271 to Rs. 25,178. The income of the average Panchayat is about Rs. 60. Of the various sources of income, income from fines fell from Rs. 4,385 to Rs. 3,541, and miscellaneous income from Rs. 16,000 to Rs. 9,000, while the village rate and the special rate produced only Rs. 93 and Rs. 84, respectively. It is obvious that there is an invincible repugnance in villages to any direct taxation. Receipts from sivil suits showed an increase, fees rising from Rs. 9,130 to Rs. 10,042, and copying and process fees from Rs. 2,326 to Rs. 5,036.

66. The Panchayats got through a considerable amount of work as judicial bodies. There was a drop in the number of criminal cases tried from 4,925 to 4,382 and a corresponding drop in the number of convictions. The average amount of fine per person convicted is Rs. 6-10-0 as against Rs. 7-9-0 in the previous year. Magistrates during the year referred 410 cases to Panchayats. The number referred in the previous year was 688, and it is to be hoped that the desirability of the free use of the power to transfer petty cases to Panchayats is not being lost sight of. The quality of the criminal justice provided by Panchayats was apparently good, for there were only three cases of retrials by joint Panchayats under section 31-A of the Act. The civil work disposed of by Panchayats increased, the number of cases decided being 15,497 as against 14,873 in the previous year. The number of execution proceedings was practically the same as in the previous year, 7,434 as against 7,442.

67. As far as their work in deciding petty criminal and civil cases is concerned, Panchayats are undoubtedly proving themselves to be a useful institution, and the general opinion seems to be that decisions, both in criminal and civil cases, are fair and reasonable, and that the public generally have confidence in Panchayats. In the sphere of execution action, however, Panchayats did little. One of the main reasons was probably the difficulty of raising money and the general apathy of the rural population where schemes of village improve-

ment and sanitation are concerned. The reports of officers who had during the year the opportunity of seeing Panchayats at work are conflicting on the question whether the Panchayat movement is doing any substantial good, and whether it has in it elements of permanence.

23.—Municipal Administration.*

MUNICIPAL COMMITTEES.

68. The number of municipalities remained at 107, administering the affairs of 2,456,824 persons. The number of areas notified under section 241 of the Municipal Act was 28 as against 29 in the previous year. During the year the electoral principle was introduced in the Jandiala and Patti Municipal Committees. The total number of members was 1,254, of whom 339 were appointed and 915 elected.

Municipal development.

69. Towards the beginning of the year under report the Punjab Municipal (Executive Officer) Bill became law and was applied during the year to ten municipalities,—Lahore, Amritsar, Sialkot, Multan, Ambala, Rupar, Bhiwani, Khem Karan, Ludhiana and Jhang. The question of applying it to a few other municipalities was under consideration. Up till the end of the year, however, no municipality had appointed an Executive Officer, and it is not possible yet to consider what the effect of the Act has been.

Municipal Law.

Another considerable piece of municipal legislation, a Bill to amend the Municipal Act, was under consideration during the year, but for various reasons its progress towards becoming law was slow.

70. The exact number of inspections of municipalities by officials is not ascertainable from the reports. It is obvious, however, from the reports received, that Deputy Commissioners made an increasing use of their powers under the Act to insist on efficient administration. It was stated in last year's review that the creation of a Local Self-Government or Inspectorate was under consideration. No decision on the question was reached during the year.

Control and supervision.

*This section deals with the year ending 31st March, 1932.

71. It is not possible to regard with much optimism the progress of local self-government during the year as exhibited in the conduct of their business by municipalities.

General working of committees and conduct of Members.

It is true that committees as well as the public did on the whole evince a much greater interest in municipal work and have, under increasing official supervision and guidance, displayed more solicitude for improvement, but there is still great leeway to be made up, and it will take some years of sincere, patient and patriotic effort on the part of all concerned before municipal administration reaches a standard satisfying modern requirements. Among the smaller committees, there was a number which carried out their functions adequately and in accordance with their resources ; but in most of the larger committees, where administration is a matter of greater complexity and higher qualifications are requisite, more or less the same defects as in previous years manifested themselves. The number of embezzlements by employees, though in most cases of a petty character, was disconcerting. The tendency of some members of committees to look with indifference on and even to connive at and sometimes encourage encroachments on Government and municipal land showed no marked diminution ; and no determined effort was made by committees to expand their resources so as to make them commensurate with the needs of a modern town. The general impression given by the reports which Government received on the working of municipalities is that there was a conspicuous lack of public spirit and sense of responsibility among members, and though there are in every district public-spirited men who are doing their best to raise the standard of Municipal administration, it is only too obvious that the two absolute requirements of successful local self-government, a high sense of duty among elected members and a proper civic spirit among those who elect them, are more often absent than present.

72. During the last three years there has been a steady fall in the ordinary income of all municipalities. For the year under report the net income, excluding opening balances, sale-proceeds of securities and loans and advances, was Rs. 126·4 lakhs as compared with Rs. 131·8 lakhs in 1930-31 and Rs. 139·2 lakhs in 1929-30. The chief decrease was under the joint head of octroi and terminal tax, where there was a drop of

Finances.

Rs. 1·5 lakhs. Income from conservancy operations fell from Rs. 2·2 lakhs to Rs. 1·8 lakh, and proceeds of water-tax dropped from Rs. 1·9 lakh to Rs. 1·1 lakh. Most municipalities conspicuously failed to obtain the highest possible income from the disposal of sullage and the sale of water.

Total expenditure, excluding closing balance, was Rs. 132·4 lakhs as against Rs. 140·2 lakhs in 1930-31. The chief sufferers were general departments, which include public safety and convenience, hospitals, conservancy, drainage and public works. Expenditure on education was practically untouched, and the year provided another example of how, in times of economic stress, roads and drainage are the first to suffer for the sake of education.

The incidence of municipal taxation per head rose slightly from Rs. 3-1-1 to Rs. 3-1-6. There was no appreciable improvement in financial administration. One of the most serious features was the presence of heavy arrears of taxes which must be attributed to inefficient arrangements of collection and slackness on the part of the collecting and office staff. There were again far too frequent allusions in audit reports to arrears standing in the name of members of municipal committees. Cases of embezzlements were far too numerous and were largely attributed to the perfunctory discharge of prescribed duties by members and officials of the committees. The Local Audit Department commented on the—

- (i) constant petty extravagances and uneconomic purchase of supplies ;
- (ii) concessions to members, servants and friends at the expense of local bodies finances ;
- (iii) employment of unqualified men for technical supervision ; and
- (iv) readiness to write off dues on insufficient grounds.

Another failing was unpunctual and inefficient budgeting, in which a tendency to over-estimate income and under-estimate expenditure was conspicuous. The general result of this lack of supervision of the staff and inefficient financial administration was that many committees are on the verge of bankruptcy.

73. Financial considerations prevented Government from proceeding with the programme of provincialisation of municipal hospitals at tahsil and district headquarters. Where provincialisation had been completed, there were frequent complaints that municipalities failed to pay the contributions they had promised. No new schemes for water supply or drainage were started during the year, but a number of important projects were continued or completed, among them being the drainage schemes at Ludhiana, Karnal and Sialkot and water-works at Bhiwani, Murree and Multan. The Municipal Committee of Multan, having obtained an up-to-date water supply scheme largely at the expense of Government and having embarked upon a large drainage project, found considerable difficulty in providing funds for working expenses. It is unfortunate that lack of money or indifference frequently results in expensive water supply and drainage schemes being allowed to fall into disrepair and neglect after they have been completed. There is also great reluctance on the part of municipalities, which have installed water-works, to take adequate measures to obtain a proper income on the sale of water. There seems to be an insuperable objection to the metering of house connections.

There were eleven municipal committees who employed a whole-time Health Officer. Government paid the whole cost of the Health Officers of Simla, Dalhousie and Murree and half the cost of their salaries elsewhere. There were signs that committees were beginning to take more interest in their duties under the Pure Food Act, 1929. The action taken so far had been inadequate. Bye-laws regulating the manufacture and sale of food, milk, ghee, vegetables and bread in many municipalities were sanctioned during the year.

There were 22 maternity and child welfare centres in municipalities, of which seven were managed by municipal committees. The Ferozepore centre did remarkably well.

Education, though compared with other activities of municipalities it was little affected by the problem of financial stringency, made little or no progress during the year, and several municipalities which had adopted compulsory education were contemplating its abolition owing to the impossibility of financing the extra expenditure.

SMALL TOWNS.*

74. The number of Small Towns decreased from 115 to 114. Their combined population was 528,236. Of the 758 members, 601 were elected and 157 appointed. Elections were held in 52 Small Towns. In 192 seats out of 268 there were contested elections. No election offences were reported. Fifty-five Town Committees were inspected by Deputy Commissioners and their Assistants.

75. The total income of the Small Towns was Rs. 13,06,014 and the total expenditure Rs. 10,03,785. Last year's figures were Rs. 12,08,615 and Rs. 9,16,825. Increases were mainly in receipts from terminal tax, from personal town rate and from property town rate. There was increased expenditure on conservancy, sanitation, education, watch and ward and office establishments. Arrears of taxes were again heavy, though there was a slight decrease compared with the figures for the last year. The chief fault of the Small Town Committees appears to be their apathy. They are content to provide the minimum expenditure possible on general establishment, to keep up a few bhishties and sweepers and to make some provision for the lighting of streets. The total expenditure on water supply represented an average of only Re. 1 per day, and expenditure on medicines, anti-plague measures and vaccination was only slightly more. Only Rs. 71,352 were spent by the 114 Small Towns on all their roads. This inactivity is not altogether the fault of the members of committees. The average inhabitant of a Small Town seems to have an invincible repugnance, in which he is not singular, to paying any direct taxation. The consequence is that, though Small Towns in their personal and property town rates possess an elastic form of taxation which can be varied from year to year to meet requirements, practically no use is made of this advantage. It is the rarest thing to find any variation from year to year in the pitch of town rates. It may safely be said that Small Towns get the administration which their inhabitants deserve. But if the general state of Small Town administration is depressing, it must be remembered that frequently the Small Town is financially too small a unit of administration, and that on such small communi-

*This section deals with the year ending 31st March, 1932.

ties the present financial depression presses particularly hard-ly. It is still reasonable to hope that when the financial situation improves and those Town Committees which are definite failure have been weeded out, the Small Towns will be able to progress and justify their existence as self-governing units.

CHAPTER IV.

PRODUCTION AND DISTRIBUTION.

Detailed information on the subjects dealt with in this chapter will be found in the reports and statistical tables noted below :—

PROVINCIAL REPORTS.

Agriculture.—(1) Report on the operations of the Department of Agriculture, Punjab, for the year ending 30th June, 1932.

(2) Annual Report of the Civil Veterinary Department, Punjab, for the year 1931-32.

(3) Report on the Land Revenue Administration of the Punjab for the agricultural year ending 30th September, 1931.

(4) Report on the working of Co-operative Societies for the year ending 31st July, 1931.

Fisheries.—Report on the Department of Fisheries, Punjab, for the year ending 31st May, 1932.

Weather and Crops.—Punjab Seasons and Crops Report for the year ending 30th June, 1932.

Horticulture.—Report on the Lawrence Gardens, Lahore, for the year 1931-32.

Forests.—Progress Report on Forest Administration in the Punjab for 1931-32.

Manufacture and Trades.—(1) Report on the Working of the Indian Factories Act, 1911, in the Punjab during the year 1931.

(2) Report on the working of the Workmen's Compensation Act in the Punjab during the year 1931.

(3) Report on the working of the Joint Stock Companies in the Punjab during the year 1931-32.

(4) Report of the Department of Industries for the year ending 31st March, 1932.

Public Works.—Administration Report of the Public Works Department, Punjab, Buildings and Roads Branch, for the year 1931-32.

Irrigation.—(1) Administration Report of the Public Works Department, Punjab, Irrigation Branch, for the year 1931-32.

(2) Land Revenue Report as above.

PUBLICATIONS OF THE GOVERNMENT OF INDIA.

Agriculture.—Statistical Abstract for British India.

Forests.—Statistical Abstract for British India.

Crops.—(1) Agricultural Statistics of India, Volume I, Tables II and III.

(2) Estimate of area and yield of certain principal crops in India.

(3) Prices and wages in India.

(4) Variation in Indian price levels.

Mines and Quarries.—(1) Statistical Abstract for British India.

(2) Records of the Geological Survey of India, Volume XLVII, Part 3.

(3) Report of the Chief Inspector of Mines in India for the year ending 31st December, 1930.

Manufactures.—Statistical Abstract for British India.

Trade.—(1) Inland trade (Rail and River-borne) of India.

(2) Statistical Abstract for British India.

Railways.—Administrative Report on Railways in India for the year 1930-31.

Irrigation.—Statistical Abstract for British India.

24.—Agriculture.*

76. The Agricultural Department did not escape the effects of the general campaign for economy which was in progress during the year. The Multan Agricultural Circle ceased to exist. In order to reduce expenses on staff, the Experimental Farms at Sirsa, Multan and Sargodha were turned into Seed Farms. The number of Agricultural Assistants on district work was reduced from 70 to 58 and the number of Muqaddams from 155 to 116, while the District Farms were handed over to tenants under the general supervision of a Muqaddam instead of being farmed directly by the Agricultural Department.

General.

*This section deals with the year ending 30th June, 1932.

The main feature of agricultural conditions in the province during the year was the low price of staple crops, specially of cotton and wheat, the two crops on which the farmer mainly relies. In these circumstances, the most important work of the department was the search for and dissemination of higher yielding varieties, so that the farmer might get a larger return for the same amount of labour and water, and the attempt to discover paying crops which might be substituted, at any rate to some extent, for the inevitable wheat and cotton to which the zamindar has become accustomed to pin his faith. In this connection the discovery of a new type of barley known as No. 4 (Rewari), which was mentioned in the last year's report as having given a brewers' extract among the highest ever recorded, is important. The seed of this type was distributed during the year. Important work was in progress on the separation of good strains of rice, millets and gram. Oil-seeds are an important crop in the province, and the discovery that the established practice of sowing toria broadcast gives results inferior to those given by drilling the seed may be of importance. There are signs of a considerable increase of interest in fruit farming as a subsidiary source of income for ordinary farmers.

77. The reduction as a result of retrenchment of the number of posts under Government open to graduates of the College and the general shortage of money among the agricultural classes had an effect on the attendance at the College which dropped to 385 students from 439 last year. Two hundred and sixteen students attended the B. Sc. (Agri.) Degree class as against 264 last year, but the number of candidates (75) who appeared in the final examination for the degree was the highest ever known. The attendance at the six months' vernacular course in practical agriculture was satisfactory. Twenty-three teachers took the one-year course, which qualifies the students to teach agriculture in vernacular middle schools. There are now 71 school farms and 91 school gardens run by trained teachers. The value of this work, by which the minds of thousands of young people are opened to the possibilities which the application of science to agriculture offers, can hardly be exaggerated. Eleven officers from various departments attended the class in Rural Economy. The principal value

The Punjab Agricultural College.

of the Agricultural College apart from the fact that it provides a recruiting ground for the Agricultural Department is that its students when they go out provide the agricultural population with a leaven of men capable of understanding and applying improved methods of farming. In this connection, the grant by Government of small plots of land in various parts of the province to trained graduates of the College and to Agricultural Assistants retrenched owing to the need for economy is a development which may have important results.

78. The total area under cotton was in round figures
 Cotton. 2,160,000 acres, of which as much
 as 1,234,000 acres were under improved types developed by the Department. Attempts to discover strains of cotton able to withstand the rigours of the Punjab climate, and at the same time to give a better yield and a longer staple than the types of cotton standardized already, continued as usual. A new early strain of which much was hoped last year unfortunately proved disappointing, but new selections of this strain are under evolution and observation. Experiments in watering and the application of manure continued. A new ginnery for the Cotton Research Botanist was opened.

79. Efforts continued to discover a strain of wheat
 Wheat. better than 8-A. Crosses 518 and 591
 appear to be the most promising so far ; but they are only better than 8-A on rich heavy soils. On ordinary irrigated land 8-A appears still to hold the field, while in cultivation dependent on rain and where there is a shortage of moisture generally a strain called 9-D appears to have established itself as a good yielder.

80. The area under sugarcane increased from 425,729
 Sugarcane. acres to 474,655 acres, an increase of
 11.5 per cent. There was a tendency for sugarcane to displace cotton as a money-crop, a result which can be attributed to the higher price of sugar. The popularity of Coimbatore canes continued to grow, and these canes now constitute 30 per cent. of the total crop. The Department assisted in the spread of these canes by allowing small quantities of seed canes to be distributed free of transport charges. It appears that these canes are giving something like 10 maunds more gur per acre than the old local canes and, with gur at Rs. 3 per maund, this is equivalent to an

increase in gross return of about Rs. 30 per acre. Much attention was paid to the system of making white sugar by what is known as the 'Open Pan System.' There are possibilities of the development of the manufacture of white sugar as a cottage industry.

81. The work on rice, gram and oil-seeds has already been mentioned. An experiment of sowing rye on poor sandy soils on the Campbellpur Farm gave very promising results. There are indications that cowpeas may turn out to be a valuable fodder in the drier tracts of the province. Experiments with various kinds of grasses continued. Taramira is an oil-seed which grows where general conditions and lack of water will permit no ordinary crop to succeed. Attempts to isolate a reliable strain were in progress. Work on ground-nuts and potatoes gave encouraging results. The Department entertains high hopes of the future of Phalsa as a profitable fruit crop, particularly for the manufacture of syrups.

82. During the year one Sub-Divisional Officer, two Well Supervisors and 29 Well Borers, with their mates, were retrenched. The number of wells bored during the year was 620 against 887 in the previous year. To safeguard its own interests Government was compelled to demand an advance from applicants who desired to have wells bored. If, as it has been suggested, this was one of the reasons for the decline in the number of bores, the comment must be that a cultivator who cannot afford to pay a reasonable advance before work starts will probably have even greater difficulty in paying the full cost when the work is finished. In theory well-boring work should be self-supporting, though in practice it never has been. The introduction of a type of small tube well which is suitable for adoption to electric power may be an important development in view of the fact that cheap power is shortly to be available in parts of the province from the Mandi Hydro-Electric Scheme. Twenty-three thousand three hundred and sixty-two improved agricultural implements were sold during the year, of which 425 were made in the Department's Workshops. Of these, 8,500 were ploughs, 7,700 chaff cutters and 5,600 cane crushing mills. The efforts of the Department to encourage the use of improved implements has resulted in the rise of a new industry in places like Batala and Jullundur, where thousands of improved implements are made yearly.

25.—Veterinary Relief.*

83. The stoppage of recruitment for the Punjab Veterinary Service and the prevalent shortage of money resulted in a further fall in the number of candidates for admission to the Veterinary College from 40 to 38. Of these, 20 were admitted, all of whom held the academic qualification of F. Sc. or its equivalent. Passes in the first and second year examinations were 22 out of 27 and 38 out of 42. During the year a committee investigated the affairs of the College, and, though as a result of its recommendations some minor economies were effected, the general result went to show that the College was being economically administered. It is unfortunate that present conditions have decreased the supply of trained veterinarians, which the College turns out from year to year. Such men, even if there is no opening for them as Veterinary Surgeons, in the proper sense of the word, are badly needed by local bodies for such work as meat and milk inspection and hackney carriage supervision. The abolition of the post of Veterinary Research Officer meant that there was no whole-time officer available for original research work, but at the same time much useful work was done by the Research Institute on the diseases of animals.

84. One new veterinary hospital was opened during the year. The total is now 288. The number of animals treated in the veterinary hospitals again rose from 1,026,512 to 1,144,647. In addition, 177,812 cases were supplied with medicine and 372,061 animals were treated in 48,572 villages which were visited by the district staff on tour. This is an all-round improvement on last year. The number of castrations again increased by 46,139 to 436,561. The disappearance of the scrub bull from the province is still far away, but steady progress is being made. The subordinate veterinary staff remained at the same strength, but among the superior establishment the posts of Research Officer and Superintendent and Deputy Superintendent, Nili Bar Farms, were retrenched, and the post of Live Stock Officer placed in abeyance. The year under report was rather unhealthy, and the total mortality from contagious diseases rose from 17,628 to 24,220. Hæmorrhagic Septicæmia was again

*This section deals with the year ending 31st March, 1932.

responsible for about 47 per cent. of the total mortality. The death roll from Rinderpest was also great owing to fairly extensive outbreaks in certain areas. Over 263,000 vaccinations and inoculations were performed against Hæmorrhagic Septicæmia and 88,240 against Rinderpest.

85. In spite of economic depression, the sales of stock for breeding purposes on the Hissar Cattle Farm increased in almost all sections during the year. Three hundred and seventy-six bulls were issued. To improve the milk yield of the Hissar herd, a small dairy section has been started. Out of 91 selected cows, whose lactation was recorded during the year, only 27 produced less than 2,000 lbs. of milk. The Farm was for the first time self-supporting in grain as well as in fodder, and may in future be in a position to grow some paying crops and derive revenue therefrom in order to reduce the gap between income and expenditure.

The Grantee Cattle Farms continue to make fair progress, and a number of their bulls were issued for breeding purposes in the districts. It is reported, however, that in the absence of departmental supervision the proprietors would probably revert to slipshod methods of breeding.

The two most important special tracts in which cattle breeding is being encouraged are the Haryana and the Dhanni. In Hissar, Rohtak and Gurgaon efforts are being made to establish an improved stock of Haryana cattle, and similar steps are being taken for the Dhanni breed in the districts of Attock, Rawalpindi, Jhelum, Shahpur and Mianwali. In both these tracts the work is at present handicapped by shortage of funds in the coffers of the district boards concerned. Some progress was also made with cattle breeding schemes in certain other selected areas of the Montgomery district, the Malwa tract, the Lahore district and in Kangra.

The number of stud bulls in the various districts rose from 3,520 to 3,857. As soon as more money is available, the development of buffalo breeding will demand greater attention from the department.

The introduction of Hissar Dale rams in the Kangra district is being steadily pursued with encouraging results in the improvement of the fleece. Promising results are also being obtained in the important sheep-rearing areas of Ludiana, Ferozepore and Lahore districts.

Though the Civil Veterinary Department has been largely relieved of its responsibility for horse-breeding by the extensive operations carried on by the Army Remount Department in selected districts, there were still 70 horses and pony stallions and 81 donkey stallions supervised by the Department.

26.—Co-operation.*

86. Quite apart from the general agricultural depression, there were two additional factors which affected the working of the Co-operative Credit movement during the year. The first was the banking crisis of the autumn of 1931, and the second was the recommendation of the Retrenchment Committee that Government assistance should be gradually withdrawn from the movement and all weaker societies liquidated. Both these factors were calculated to shake general confidence in the future of the movement. Government were prompt to issue a declaration that there was no intention of withdrawing State aid from the movement, and by the spring of 1932 the banking crisis had passed away without doing much permanent damage. Confidence was slowly restored, and by the end of the year under report the conditions affecting the co-operative movement were, apart from the general economic situation, normal again. Though the movement has weathered the storm and demonstrated that its basis is sound, development not unnaturally has received a check: whereas 1,212 new societies were registered in 1929-30 and 770 in 1930-31, only 483 new societies were registered during the year 1931-32. The total number of agricultural credit societies has actually declined for the first time. At the close of the year the total number of societies of all kinds was 20,876 as against 20,742. The total membership had risen from 721,037 to 723,330, and the working capital from Rs. 18 to 18½ crores. Financial stringency prevented any increase of staff, and in fact two Inspectors and 20 Sub-Inspectors engaged on the working of consolidation of holdings were reduced. Government's expenditure on the co-operative movement amounted to Rs. 11½ lakhs as compared with just under Rs. 13 lakhs in the previous year.

87. The Provincial Bank continued adequately to perform its two main functions, the financing of central institutions and the provision of employment for their surplus

The Provincial Bank and Central Banks.

* This section deals with the year ending 31st July, 1932.

funds. The share capital rose slightly from Rs. 11·17 lakhs to Rs. 11·21 lakhs, and the working capital rose from Rs. 106 to Rs. 156 lakhs. The actual profit for the year was Rs. 40,923, which was applied to the reduction of losses in previous years caused by the steady depreciation in Government securities. The general tendency of Government securities to rise, which manifested itself during the year, was very welcome to the bank which holds a large amount in these securities. Of late years any profit earned has been entirely wiped out by the necessity of reducing the loss caused by depreciation.

The number of Central Banks remained the same at 48 and Banking Unions increased by one to 66. Working capital was Rs. 709 lakhs as in the previous year and owned capital increased from Rs. 79 to Rs. 86 lakhs. Deposits from private persons fell slightly from Rs. 511 to Rs. 502 lakhs. This is not surprising, and the drop might well have been larger. An analysis of the deposits shows that while the accumulations of officials and pensioners and of persons engaged in trade and commerce have fallen slightly, the deposits of professional men, women and of minors have, if anything, slightly risen. The function of the Central Banks and Unions is to provide finance to the village credit societies. It is undoubtedly difficult, especially in a year such as was 1931-32, to strike the happy mean between undue liberality and miserliness. Central Banks as a whole have contracted their lending by about 75 per cent. since 1929-30. Admitting that the lending of Central Banks was often during the period of prosperity somewhat reckless, there seems good reason to think that during 1931-32 they rushed to the other extremes and were too niggardly in providing finance for primary societies. On the other hand, there is little doubt that many primary societies were as reluctant to borrow from the Central Banks as the Banks were to lend. This tendency is partly due to nervousness and partly due to the genuine growth of a horror of indebtedness which is reported to be noticeable among members of primary societies.

88. The number of agricultural credit societies declined from 16,297 to 16,247. The rate of annual increase has been slowing down of late years, and economic conditions have made it imperative to consolidate the position. Liquidation has been avoided as much as possible, and many of the weaker societies have been given the chance of keeping

alive if they can. More serious than the decline in the number of societies is the decline of membership. In 1929-30 membership was increased by an addition of 100,293 co-operators. This number declined to 16,453 in 1930-31, and in the past year there was an actual decrease of 5,024 in the membership. The financing of societies has been on a restricted scale in many circles as compared with the generous lending up to 1930, and, as no cultivator will join a society unless he has some hope of securing a loan in a short time, many societies which had borrowed up to the limit of their credit and had no funds in hands were unable to attract new members. In the circumstances of the year it was not unsatisfactory that repayment by members of the principal of loans represented 16 per cent. of the amount outstanding. The percentage was the same as in the previous year, and some consolation may be derived from the fact that there has been no further deterioration. The amount of interest overdue rose from Rs. 99 to Rs. 117 lakhs representing about 16 months' interest on the amount on loan at the end of the year. In spite of this, interest recoveries were appreciably better than in previous years, and it can at least be said that the pace of the increase of overdues has slowed down. The loans are still, taking the average of the province, being paid back in six years from the date when they were given. Deposits were maintained at the previous year's level. In all the circumstances, it was a remarkable performance on the part of one district, Jullundur, which accounts for 30 per cent. of the total deposits in the province, to increase its amount on deposit by as much as Rs. 2½ lakhs. In 1929-30 the amount advanced by societies to their members was nearly Rs. 216 lakhs; in 1930-31 the figure was Rs. 140 lakhs and in the year under report it dropped to about Rs. 80 lakhs. This is partly due to the stoppage of the somewhat indiscriminate lending of previous years and partly due to a regular revision of the credit limits of members. There is some danger that the present tendency towards restricting credit may, however, go too far. An analysis of the loans made reveals an unsatisfactory state of things in that loans for debt repayment, land purchase, trade and ceremonies swallow up 46 per cent. of the advances made: while satisfaction of the current needs of husbandry absorbs only 20 per cent.

The twelve Land Mortgage Banks had a struggle to collect their dues, and there was no fresh business of any

importance. Working capital fell from Rs. 22·78 lakhs to Rs. 21·76, and in the year's working there was a loss of Rs. 13,000 as against a profit of Rs. 15,000 in the previous year. Loans advanced fell to the negligible amount of Rs. 17,000. The banks had a hard struggle to keep their heads above water. In colony areas there was a *bonâ fide* inability on the part of many borrowers to meet their loan obligations, and this was particularly noticeable in Lyallpur where the fall from a very high level of prosperity has been more severely felt than in districts which had never the good fortune to rise so high.

89. The staff employed on consolidation of holdings was reduced by twenty sub-inspectors

Consolidation of holdings.

during the year and work in two districts, Kangra and Amritsar, ceased. The area consolidated fell from 72,821 to 60,348 acres. One lakh two thousand and fifty-nine blocks were reduced by consolidation to 17,412. The average size of block increased from ·58 to 3·5 acres. The cost per acre was Rs. 2-0-7 as against Re. 1-12-0 in the previous year. Fifteen societies were cancelled. This must be attributed partly to the alarm now being felt by vested interests and partly to the failing power of persuasion in districts where the novelty has worn off and the critical standard of the countryside is getting higher. Efforts were made during the year to induce societies to make some contributions towards meeting the cost of consolidation, and a sum of Rs. 4,527 was collected. There are reported to be signs that, in districts where the results of consolidation are plain for all to see, it may not be impossible to levy a small cess as a condition of starting future work. One Deputy Registrar remarks that, while not many years ago Government agreed to remit a whole year's revenue on consolidated lands as an inducement to consolidation, a change has now come in the point of view, and people are prepared to pay a part of the actual cost. Should this attitude spread, the importance of the change can hardly be exaggerated.

90. The number of commission shops remained the same at 25. There was a marked decrease in the amount of produce handled, 894,995 maunds as against the previous year's total of 1,214,221 maunds. This combined with low prices brought the value of business down to Rs. 24 lakhs. This side-

Co-operative marketing.

of the department's work makes little progress. There is great difficulty in securing the three essentials for a successful Co-operative Commission Shop, a coherent and interested directorate, a competent and honest manager and adequate supervision by the departmental staff.

91. The movement among women, which mainly takes the form of Thrift Societies, made further progress, and the number of societies increased from 164 to 171, the membership from 2,871 to 2,889 and the working capital from Rs. 1,39,701 to Rs. 1,59,049. Non-agricultural credit societies with limited or unlimited liability decreased slightly from 1,111 to 1,100, but had on the whole a satisfactory year. Similar societies for thrift increased their membership from 19,848 to 20,563 and their capital from Rs. 12·05 lakhs to Rs. 13·12 lakhs. The increase in the amount of contributions has not kept pace with that in previous years, but in all the circumstances results were not unsatisfactory. There was a large increase in the number of Better Living Societies, the number at the end of the year being 430 as against 359.

92. The number of societies due for audit rose from 19,736 to 19,955. Only 105 societies remained unaudited against 153 in the previous year. The number of references to arbitration increased by over 2,000, which is some indication of the difficulties experienced during the year and the growing extent of defaults. A further sign of the times is the increase in the number of societies under liquidation from 735 to 873. Thirteen cases of dishonesty were brought to light in Central Institutions and 256 in Primary Societies. This represents a considerable decrease from last year. One hundred and forty-six persons were involved, of whom four were responsible for 52 of the cases. They consisted of 103 office holders of societies, ten Sub-Inspectors (employed by the Punjab Co-operative Union), four liquidators and 29 others. Criminal proceedings were taken in 83 cases, of which 46 ended in conviction.

93. The membership of the Punjab Co-operative Union, the governing body of the movement, was 136 Central Institutions, 12 Mortgage Banks, four Commission Shops and 26 officials. The staff employed for audit and supervision numbered 591. It spent Rs. 6·72 lakhs and had an

income of Rs. 7·38 lakhs, to which the Punjab Government contribution was Rs. 1·47 lakhs. Training classes for inspectors, sub-inspectors and secretaries of societies were held, and the Union's auditors conducted two classes for the secretaries of Banking Unions. The proposed class for employees of Central Banks fell through through lack of applicants.

27.—Fisheries.*

94. 1931-32 is the last year in which the Department of Fisheries will figure as a separate Department, as on the retirement of the Warden of Fisheries in July, 1932, the Department came under the administrative control of the Director of Agriculture. The number of licenses issued fell from 7,463 to 6,392. For the decrease two reasons are given—

- (i) rumours about the abolition of the Department and
 (ii) lack of rain and snow during the winter which caused the smaller streams practically to run dry.

Catches were on the whole satisfactory. A new sanctuary was selected in the Gurdaspur district.

95. Research during the year into the habits of carp and other species of fish at Chhanawan and elsewhere did not yield results of any importance. It would appear that the methods employed were rather amateurish, and it is probable that the Department would do better to concentrate on carp culture for the present. Eighty-six thousand brown trout ova were planted in various streams in Bashahr, Kulu and Kangra and 17,500 rainbow trout ova were planted in the Kulu streams. The Uhl river, one of the best trout streams, is reported to require restocking.

96. The expenditure of the Department amounted to Rs. 63,370, while receipts were Rs. 45,227. The net cost to Government was therefore just over Rs. 18,000. This, as was observed last year, was not a large sum to pay for the conservation of the fish supply of the province.

*This section deals with the year ending 31st May, 1932.

28.—Season and Crops.*

97. April, May and June, 1931, were generally dry with light rain in places, and the conditions were not very favourable for sowing "Kharif" crops. The monsoon gave good rain in most districts in July and also in August, though in the latter month there was some shortage in the western Punjab. September rains were generally below normal, and supplies of canal water were inclined to be short. Cotton, especially *desi* cotton, was damaged by high winds and by bollworms generally and in a few districts by whitefly. Speaking generally, conditions both at seed time and at harvest were unfavourable.

Good rains in October produced conditions favourable for *rabi* sowings. November and December were dry, but there was useful rain in January, February and March, though hardly sufficient to mature the crops in *barani* areas. The usual enemies of wheat appeared, high winds, hail, rats, white-ants, rust and smut, but the damage done was not abnormal. The conditions at harvest time were favourable.

98. The total sown area showed an increase of 6 per cent. over the previous year and of 4 per cent. over the decennial average, the increase being 76,952 acres in *kharif* and 1,664,517 in *rabi*. The percentage of failed crops was 16 per cent., the same as the decennial average. The acreage under wheat, which had fallen last year, fell again from 9,287,145 to 9,079,613 acres. The heavy fall in price probably provides the explanation, especially as there was a marked rise of nearly 1½ million acres in the area under gram, the price of which was generally better than the price of wheat. There was again an increase in the acreage under sugarcane 474,655 acres as against 425,729; the season was favourable and prices attractive. The area under *desi* cotton rose to 1,396,709 acres from 1,327,534. Low prices and recent disappointing harvests brought about a fall in the popularity of American cotton, a crop which requires more attention than *desi* cotton. The acreage fell from 836,705 to 763,013. There was a marked increase of nearly 300,000 acres in the area under oil-seeds.

*This section deals with the year ending 30th June, 1932.

29.—Horticulture.*

99. The net cost of the Lawrence Gardens to Government fell from Rs. 24,499 to Rs. 17,711. *Lawrence Gardens.* There was a slight decrease in the income from sales which was much more than counter-balanced by the drop in gross expenditure. During the year steps were taken to co-ordinate the work of the Fruit Specialist at Lyallpur with that of the Superintendent, Lawrence Gardens, in so far as the production and sale to the public of nursery plants were concerned. Twenty-four students attended the class for Malis during the year. Thirty-two applications were received for trained gardeners and 24 men secured appointments. In spite of the rigorous economy, which financial considerations made necessary, the gardens continued to be maintained in an excellent condition.

30.—Forests.*

100. There was a small drop in the area controlled by the Forest Department, from 5,293 square miles to 5,278. *General.* The principal features of Forest administration during the year were, on the one hand, retrenchment in expenditure and, on the other, losses in respect of revenue. The Working Plan and Utilization Circle was placed in abeyance with effect from the 19th March, 1952, and has since been abolished. Working plans are now submitted direct to the Chief Conservator. During the year six members of the Provincial Forest Service, who had completed more than 25 years' service, retired, their posts being abolished, and a seventh has retired since. As a result of optimism after the war the Forest Department in the Punjab had become over-staffed, and the reduction of some posts has thus become possible. Expenditure on communications and buildings has been cut down to a minimum. Only Rs. 496 was spent on new communication works during the year as against Rs. 45,000 last year. The total expenditure on communications, new and old, amounted to Rs. 24,000 compared with Rs. 81,000 last year, while Rs. 23,000 as against Rs. 51,000 last year was spent on buildings.

*This section deals with the year ending 31st March, 1932.

101. There was a slight decrease from 13,571 to 12,721 in the number of criminal cases reported in respect of forest protection; but it is still unfortunately true that in some circles the staff is compelled to spend the greater part of their time on work connected with petty forest offences. It is a satisfactory feature in general protection work during the year that the number of cases compounded increased as well as the revenue obtained from such composition. It is a serious admission that in the Rawalpindi Division the protection of broad-leaved trees against lopping for fodder has been found to be a practical impossibility. In due course these trees will probably disappear altogether, their place being taken by pine trees. Out of the area protected against fire only 1.27 per cent. was burnt during the year as compared with 6.3 per cent. last year. The total expenditure on fire protection amounted to the inconsiderable sum of Rs. 3,556. Out of the total area of 5,278 square miles of forest supervised by the Department 87 per cent. was entirely open to cattle grazing and 80 per cent. to browsing by goats, etc. The animals grazing and browsing in Government forests, excluding those admitted under grazing leases for which no record is kept, can be reckoned at one animal per acre, which is undoubtedly a very generous ratio. Such grazing and browsing is particularly serious in the lower hill divisions, and the consequent steady denudation of the forests is held in some quarters to account for the shortage of water in the Beas River and the falling of the sub-soil water-level in the Hoshiarpur and Jullundur districts. These matters have recently been investigated by an Erosion Committee.

102. Natural regeneration is generally proceeding satisfactorily except in the scrub forests of the low hills, while under artificial regeneration the Department notes successful sowing of deodar seed in the Eastern Circle and the introduction of eucalyptus in the Western Circle. Afforestation is proceeding satisfactorily in the Chichawatni and Khanewal areas, but is backward in the Sutlej Valley Project area. Here progress is said to be restricted by shortage of water. Temporary cultivation at Arifwala and Dipalpur has been unsatisfactory probably for the same reason. It has been found in the irrigated plantations that shallow and repeated waterings, with only three inches of water

Protection.

Regeneration and Afforestation.

being applied at a time, are more successful than the application of a foot of water to the trenches occasionally. It has also been found that cattle-grazing has benefitted the Chichawatni plantation by keeping down the heavy weed growth and so facilitating irrigation.

103. Receipts from forest produce extracted by departmental agency amounted to Rs. 14 lakhs as opposed to Rs. 16 lakhs last year and an average of Rs. 21 lakhs for the last five years. It is obviously impossible to expect the Department to keep pace by retrenchment with such a fall in receipts. There has been a slight increase in receipts from produce extracted by purchasers. The total expenditure on management of State forests has been reduced by Rs. 2 lakhs as compared with last year and by Rs. $3\frac{1}{2}$ lakhs as compared with the average of the last three years.

104. The financial results as a whole were dominated by the depressed state of the timber market. It is difficult to sell timber, resin or bamboos at anything like remunerative rates. At the same time it should be realized that the produce removed by the right-holders under forest settlements was estimated to amount in value during the year to Rs. $25\frac{1}{2}$ lakhs, and it would not be unreasonable in balancing the accounts for the year to take some credit for the benefits thus derived from forest resources. The total deficit on the year's working amounted to Rs. $2\frac{1}{2}$ lakhs. The whole expenditure on Simla Division has nothing to do with commercial forestry, being spent for the benefit of third parties; the lease money and shares of revenue payable to Kangra zamindars, etc., are not expenditure at all but an allocation of revenue; and at the same time a considerable loss is incurred in working the Bashahr State forests leased by that State to the Punjab. If losses under these heads be excluded, the deficit amounts to a little over half a lakh. The total loss on working last year amounted to Rs. 4 lakhs, while the quinquennial average from 1925 to 1930 showed a surplus of Rs. 6 lakhs. The figures of the last five years show that the total revenue of the Forest Department has decreased by approximately Rs. 10 lakhs and expenditure by Rs. 5 lakhs. In view of the world-wide depression in all forms of trade the financial position of the Forest Department is no more unsatisfactory than might have been expected.

31.—Mines and Quarries*.

105. The year saw no change for the better in the condition of the mining industry, and the majority of colliery proprietors lost on the year's working. The production of natural petroleum in the Khaur Oil Fields of the Attock Oil Company decreased from 7,662,200 gallons to 5,557,720 gallons. The Company is understood to be taking steps to increase the depth of their existing wells and to sink new wells. They also commenced new operations in the Khairi Murat area. The total revenue realized from the mines and quarries and other mining concessions during the year amounted to Rs. 1,02,666 as compared with Rs. 1,56,983 in 1930-31.

32.—Department of Industries.†

106. The Department of Industries, like every other department of Government, was affected by the need which arose during the year under report for the curtailment of all expenditure to the utmost extent possible. In the previous year expenditure had amounted to Rs. 11,27,896. The budget for 1931-32 provided for Rs. 11,21,480 ; but actual expenditure during the year was only Rs. 10,22,602. The principal savings were under " Losses on Commercial undertakings ", which were reduced by Rs. 36,000, and under the provision for the payment of a further call on account of Government shares in the Sonapat Sugar Factory, where there was a saving of Rs. 49,000 as no call was made during the year. Though further development was stayed, the current activities of the Department do not seem to have been adversely affected. In fact, the pause in development provided an opportunity for taking stock of the existing position and should result not only in more efficient working in several directions, but also in more economical working.

The income of the Department increased from Rs. 66,205 to Rs. 1,25,626 mainly by reason of the recovery of Rs. 69,000 by way of instalments of loans made under the Punjab Industrial Loans Act.

*This section deals with the year ending 31st March, 1931.

†This section deals with the year ending 31st March, 1932.

107. No new industrial school was opened during the year, but the number of students on the rolls fell from 4,764 to 4,429. The *Industrial Education* reason for the drop appears to be the discontinuance of the primary classes, which were abolished because it was considered that the purely general education which was imparted in the first four classes was the concern of the Education Department. The Wood Working Institute at Jullundur took final shape during the year, and the Government Industrial School, Ambala, was raised to the status of a Metal-working Institute. The building of the Metal-works Institute at Sialkot was completed and the necessary machinery installed. One result of the financial stringency was that schools began to take the matter of the improvement of their equipment into their own hands and actually started making tools and machinery for their own use. In spite of the fact that the standard for the final Industrial Middle Standard Examination was raised, there was a gratifying increase in the percentage of passes from 54 to 69. The Department had under consideration the modification of the present course of training in industrial schools so as to make it more specialised and more apt to turn out a finished product which can at once be absorbed into trade and industry.

The number of pupils on the rolls of the Mayo School of Arts was 303 as against 305 in the previous year. The drawing teachers' training class proved popular. The Arts and Crafts Depôt, which links the Mayo School of Arts with the cottage craftsmen, showed a considerable decline in sales from Rs. 33,351 to Rs. 20,258. The Depôt has run at a loss for six consecutive years, but there is no doubt that it has done much good work in providing arts and crafts workers with a market for their products and in inspiring the art workers of the province.

Seven hundred and fifty girl students were studying in Government and private industrial schools during the year. There is a considerable public demand for instruction of this kind, which unfortunately cannot, in the present financial circumstances, be fully met.

108. The Intelligence Section of the Department dealt with 3,500 enquiries on various industrial, commercial and technical subjects. During the year the Industrial Surveyors conducted intelligence, research, etc.

several surveys, of which perhaps the most important were those into the raw materials available in the province and into conditions in the tanning industry. The survey of the hardware and hosiery industries was in progress, and detailed enquiries were undertaken in respect of oil-seeds and oils, tobacco, aerated waters, glass, pottery and sugar. An Industrial Chemist was appointed during the year who began an examination of the oil-seeds of the province and investigated various methods of refining, deodorizing and bleaching rapeseed, sesame, cocoanut and castor oil for edible and other purposes. Formulas were also worked out in the laboratory for the manufacture of various articles in common use such as inks, boot polishes, etc.

109. The Government Hosiery Institute at Ludhiana admitted sixty students during the year as compared with 57 in the previous year. Forty-three of these successfully passed the final examination of the Institute, and out of them 32 are reported to have started their own concerns or to have secured suitable employment in hosiery factories. The Institute moved from a hired building into commodious quarters in the Fort at Ludhiana. A few power knitting machines were installed.

The Government Institute of Dyeing and Calico Printing, Shahdara, admitted 136 students during the year—a record number. Thirty-eight students appeared in the final examination and 36 passed. Seven out of 12 students who took the examination of the City and Guilds of London Institute of Dyeing and Calico Printing were successful.

The Central Weaving Institute at Amritsar received 276 applications for admission as against 191 in the previous year.

The Government Demonstration Weaving Factory at Shahdara, though the total production of cloth was less than in the previous year, showed improved commercial results, the net loss being Rs. 24,401 as against Rs. 62,146 in the previous year. Actually in the second half of the year the factory for the first time in its existence showed a small profit of Rs. 2,430. Forty-seven apprentices were trained, all except three of whom are known to have secured suitable employment.

The Village Tanning Demonstration Party was at work in the Jhelum District for the larger part of the year, and the results of the instruction imparted are reported to have been satisfactory.

110. Twenty-eight loans amounting to one lakh of rupees were made against 34 loans amounting to Rs. 74,650 in the previous year. Industries which were assisted in this way included sugar refineries, hosiery factories, tin printing, block making and printing, cigarette making, tanning, sports goods, cutlery, cosmetics and several others. In spite of the depression, there were welcome signs of the growth of the spirit of industrial enterprise in the province. The number of factories registered under the Indian Factories Act increased by 7 to 647. Twenty-one new factories were opened, of which, in spite of depression in the cotton ginning and pressing trade, 10 were for cotton ginning. Three new hosiery factories were opened at Ludhiana, a chemical works at Amritsar and flour mills at Sargodha. Outside the purview of the Indian Factories Act 29 new concerns started work of which as many as nine were for the manufacture of sugar.

111. One thousand one hundred and sixty boilers were inspected as against 1,140 in the previous year, and the amount of inspection fee realized was Rs. 67,325 as against Rs. 66,176 in the previous year. No serious accident, and only four accidents of a minor character, occurred during the year under report.

112. The number of registered trade unions in the province, including three federations, increased during the year from 22 to 25. The number of members of the 19 unions for which figures are available was 21,627 as compared with 9,931 members of 16 unions at the end of the year 1930-31. The increase is almost entirely due to the enlistment of 13,172 new members by the North-Western Railway Union. There are only seven unions with a membership of more than 250, while two unions have memberships of only 19 and 10 respectively. It is obvious that many of the unions are entirely unrepresentative; for instance, the Lahore Tonga Workers' Union has only 25 members, while the number of tonga workers in Lahore must run into many hundreds. The

activities of the unions were impeded by their inadequate resources, the total income of the 17 unions, from whom returns were received, being only Rs. 7,545. In general, it may safely be said that the trade union movement in the province is at present weak and ineffective. This state of things is likely to continue till there is an improvement in the standard of efficiency and disinterestedness of the officials of the unions.

33.—Joint Stock Companies.*

113. The number of companies in operation, limited by shares, at the close of the year was 343 as compared with 285 on the 31st March, 1931. The total authorised and paid up capital at the close of the year under report and in the previous year was as follows :—

	<i>Authorised.</i>	<i>Paid-up.</i>
	Rs.	Rs.
1930-31	.. 14,35,03,380	3,66,55,924
1931-32	.. 15,36,33,118	3,98,11,868

Eighty-three new companies were registered during the year as compared with 57 in the previous year. Twenty-three companies went into liquidation. The feature of the year was the bank crisis in September, 1931, when the Peoples Bank of Northern India, Limited, and the Punjab and Kashmir Bank, Limited, Rawalpindi, suspended payment on consecutive days. Fortunately, however, the panic did not spread, and before the end of the year under report both banks had resumed business.

34.—Factories.†

114. During the year 22 new factories were registered and 15 removed from the register: the number of registered factories thus rising from 640 to 647. Of these, only 506 actually worked during the year. The number of closed factories was thus 141 as against 114 last year, and the increase must be attributed to the general economic depression. As usual of late years, most of the closed factories were cotton ginning and pressing concerns. Five hundred and thirty-two inspections were made as against 584 in the previous year.

*This section deals with the year ending 31st March, 1932.

†This section deals with the calendar year 1931.

Night inspections numbered 62 as against 70 and inspections by district officers 40 as against 62. The decline in the number of inspections must be regarded with concern.

115. Arrangements for the supply of water were on the whole satisfactory, and it is probably true that the purity of the supply of drinking water in factories generally compares favourably with that of the supply available outside the factories. There was a much needed improvement in the natural lighting of factories in congested town areas. Improvement in sanitary conditions seems to be at a standstill, and factory owners are reported to be reluctant to embark on expensive schemes of sanitary improvement in the prevailing economic conditions. The same feeling of uncertainty was an obstacle to the improvement of ventilation and humidification.

116. The condition of housing in seasonal factories leaves much to be desired. During the year the Punjab Portland Cement Works at Wah set an example to other employers by completing a housing scheme. Regulations regarding hours of employment were generally observed in perennial factories, but once again the seasonal factories were offenders in this respect. There was a further decline in the average wages paid to both skilled and unskilled labour, but the fall in wages does not yet correspond to the fall in the cost of living.

117. There were 1,142 accidents of all kinds as against 1,298 in 1930, the percentage per 100 workers being 2.55 as against 2.62 in the previous year. The number of fatal accidents, twelve, was the smallest total reported since 1923. The number of serious accidents fell from 43 to 39. There is much room for improvement in the arrangements made in factories for the adequate fencing and guarding of machinery, and the absence of any law which requires that machinery should always be erected with the proper safety devices is regrettable.

118. One hundred and fifty-one prosecutions were instituted against the occupiers and managers of 31 factories as compared with 166 cases involving 55 factories in the previous year. There were 126 convictions. The average amount of fine

imposed fell from Rs. 36 to Rs. 19. It is obvious that a fine of this amount is not sufficient to deter an employer from deliberately exposing low-paid and unskilled labour to the dangers of working on unguarded machinery or from employing workmen for longer hours than factory regulations permit. Overtime is seldom paid for, and it would generally profit a factory manager to incur a fine of Rs. 20 or so for working his employees overtime rather than pay them overtime wages.

119. The number of accidents which came within the purview of the Workmen's Compensation Act increased by 21 per cent. to 871 as against 730 in the previous year. This is a welcome indication that labour is taking more advantage of the Act. The total amount of compensation paid rose from Rs. 31,869 to Rs. 40,504. The average amount of compensation paid in fatal accidents was Rs. 1,077, for permanent disablement Rs. 348 and for temporary disablement Rs. 14 compared with Rs. 825, Rs. 370 and Rs. 14, respectively, in the previous year. The amount of compensation for permanent disablements has during the last few years shown a steady tendency to decrease. There was some improvement in the promptness with which payments for compensation were made.

35.—Buildings and Roads.*

120. The total expenditure for the year was Rs. 1,21,32,504 as against Rs. 1,56,62,407 in 1930-31. The decrease was due to drastic curtailment of expenditure on Civil Works which the prevailing financial stringency made imperative. There is always a lag between retrenchment in works expenditure and retrenchment in establishment expenditure, and it is satisfactory to find that in spite of the large drop in works expenditure the expenditure on establishment only represented a percentage of 14·8 as compared with 13·3 last year.

121. At the end of the year under review there were 2,699 miles of metalled and 1,950 miles of unmetalled roads in charge of the Department. There was an increase of 32 miles in the length of metalled roads. Owing to scarcity of funds, the standard of road maintenance had unfortunately to be lowered to some

*This section deals with the year ending 31st March, 1932.

extent, but the Department was able to continue the policy of surface treatment of roads, and tarring was extended to 414 additional miles, bringing the total length of the roads tarred up to 1,065 miles at the end of the year. This is an important development, as it will mean a considerable reduction in the charges for maintenance in the future. The Communications Board, which administers the grants for second class roads made by Government to local bodies, distributed in round figures Rs. 4,12,000 during the year as against Rs. 4,90,000 in the previous year. The smallness of the amount available for distribution made any material advancement in the direction of the systematic improvement of the unmetalled class II roads out of the question, and the only improvements which could be done were the construction of certain bridges and culverts, retaining walls and similar miscellaneous work which could be delayed no longer. Two combined Road and Railway bridges of major importance, one over the river Jhelum at Khushab and another over the river Chenab at Chiniot, were opened to traffic just after the close of the year and a new bridge over the Bhimber Nullah to replace the old timber bridge on the Grand Trunk Road, near Gujrat, was also completed. Work on rehabilitating the old and damaged girder bridge over the Jhelum at Kohala was in progress.

122. The total expenditure on building construction during the last three years has been as follows:—

Buildings.

	Rs.
1929-30	56,46,841
1930-31	37,45,740
1931-32	18,38,276

The final instalment of the scheme for housing Indian Clerks on the Chauburji Gardens Estate was completed. The scheme provides residences for 370 clerks in healthy surroundings and sanitary conditions, and has cost about twenty lakhs. Work on the Maternity Hospital in Lahore (since renamed and known as Lady Willingdon Hospital) continued and the main ward block was completed.

123. The most important work under execution during the year in this sphere of activity was the Murree Water-works Extension. This involves the construction in two compartments of a large pressed steel reservoir of over three million gallons capacity,

Public Health Engineering.

which is believed to be the largest of its kind in the world. A steam boiler plant and a refrigerative air-conditioning installation were in course of erection in the new Maternity Hospital at Lahore. This installation is the first of its kind applied to a hospital in India. The Public Health Circle maintained a large number of water supply installations which during the year pumped no less than one thousand million gallons.

124. The activities of this branch of the Department continued to expand. The transfer during the year of the Renala Hydro-Electric Installation from the Irrigation Branch made it necessary to increase the Electrical Engineer's establishment by another sub-division.

125. The Maclagan Engineering College at Moghulpura gained in popularity. Four hundred candidates competed for 35 vacancies for the "B" class course in spite of the fact that stipends had been reduced. All the "A" class students who sat for the final examination were successful. The results of the "B" class students were not, however, so satisfactory. The peace of the College was unfortunately disturbed during the year by a strike of the Muslim students, the settlement of which was made more difficult by the interference of outside agitators. In spite of the fact that prospects for employment after the completion of the course were increasingly unfavourable, there was little sign of any falling off in the number of applications for entrance to the Government School of Engineering at Rasul. The results of the final examination for overseers were satisfactory; but out of the 51 students from the Punjab who qualified, it was only possible to provide for 12 in the Irrigation Branch. The peace of this school was also broken for a time by a strike of the Muslim students.

36.—Hydro-Electric Branch.*

126. The Uhl River Hydro-Electric Scheme was begun in 1926, and during the year under report made considerable progress towards completion. On the 1st of March, 1932, the tunnel on which work had been in progress since January, 1928, and had continued without a stop, day and night, was finally broken through.

*This section deals with the year ending 31st March, 1932.

127. In the Construction Circle the pipe line, power-house building, reservoir, flume and headworks were all nearing completion at the end of the year. In the Transmission Circle work on the transmission lines progressed steadily, while the substations and other transmission line buildings and quarters were well in hand.

The original project contained provision for local distribution by Government in certain towns. During the year the possibility of enlisting the aid of private enterprise for local distribution was examined with discouraging results. In view of this and also in the hope of obtaining the best possible return on the money invested in the scheme, Government decided itself to undertake the local distribution. During the year enquiries were in progress into the question of tariffs and conditions of supply, and the preparation of detailed surveys and estimates was undertaken for the low pressure network in towns.

128. The Hydro-Electric Branch is also responsible for a temporary supply to the Amritsar Municipality and the electrification of Lyallpur by departmental agency. The Amritsar supply is bought from the Lahore Electric Supply Company and transmitted by a temporary line to Amritsar, the sale terms providing a margin to cover expenses. The scheme was undertaken on behalf of the Amritsar Municipality, who are the licensees, to obviate the necessity of their installing new generating plant. Both the Amritsar and Lyallpur Schemes, though entailing some financial loss, have been of useful working experience to the Department as a preliminary to the operation of the Uhl undertaking.

129. The electrical development of the province steadily advanced during the year. Licenses for the supply of electricity were granted in seventeen towns and sanction was accorded to the sale of electricity in two towns, while six applications for licenses were under consideration. The industry appeared to be generally prosperous.

37.—Irrigation.*

130. The Capital Outlay to date, direct and indirect, on the productive or Major Irrigation Works in operation at the close of the year 1931-32 was Rs. 46,25,55,250, of which Rs. 21,37,14,783

*This section deals with the year ending 31st March, 1932.

were spent on the Sutlej Valley Canals, including Rs. 11,51,19,069 contributed by the States of Bahawalpur and Bikaner, co-partners in the Project. The net expenditure during the year on the Open Canals, *i.e.*, after excluding Rs. 89,05,459 on account of Sutlej Valley Canals, was Rs. 6,52,230 as against Rs. 7,37,150 in 1930-31 and Rs. 9,31,597 in 1929-30. This expenditure was incurred mainly on the Upper Jhelum and Lower Bari Doab Canals; on the former principally on constructing permanent protection to the sandstone cliff on the left flank of River Jhelum upstream of Mangla Head Regulator and on the latter on remodelling the Gugera Branch and extending 8-R Distributary.

At the end of the year under report, the following canals were classed as Productive Works :—

- (1) Western Jumna Canal.
- (2) Sirhind Canal.
- (3) Upper Bari Doab Canal.
- (4) Lower Bari Doab Canal.
- (5) Upper Chenab Canal.
- (6) Lower Chenab Canal.
- (7) Upper Jhelum Canal.
- (8) Lower Jhelum Canal.
- (9) Sidhnai Canal.
- (10) Chenab Inundation Canals.
- (11) Sutlej Valley Canals.

The Unproductive canals for which Capital and Revenue Accounts are kept, *viz.*, the Indus Inundation Canals, the Shahpur Inundation Canals, the Ghaggar and the Muzaffargarh Inundation Canals, showed a credit of Rs. 5,915 during the year which reduced the total expenditure to date to Rs. 62,52,055, including Rs. 2,90,772 contributed by the Bikaner State towards the cost of the Ghaggar Canals.

131. The areas irrigated by both productive and unproductive canals compare as below with the corresponding figures for the year

Areas irrigated.

1930-31 and the average of the two previous triennial periods ending 1927-28 and 1930-31 :—

Particulars.	AVERAGE OF THE THREE YEARS ENDING		DURING	
	1927-28.	1930-31.	1930-31.	1931-32.
	Acres.	Acres.	Acres.	Acres.
<i>British.</i>				
I.—Irrigation Capital Works—				
(i) Productive Works ..	9,780,467	10,929,517	10,871,107	10,246,332
(ii) Unproductive Works	662,263	640,228	626,136	713,670
Total ..	10,442,730	11,569,745	11,497,243	10,960,006
<i>Indian States.</i>				
I.—Irrigation Capital Works—				
(i) Productive Works ..	651,828	1,421,531	1,482,319	1,386,103
(ii) Unproductive Works	8,316	3,794	4,698	2,407
Total ..	660,144	1,425,325	1,487,017	1,393,110
GRAND TOTAL ..	11,102,874	12,995,070	12,984,260	12,353,716

In British India territory, the area irrigated shows a decrease of 536,637 acres and 609,139 as compared with 1930-31 and the average of triennium ending 1930-31, respectively, and an increase of 517,876 acres as compared with the average of three years ending 1927-28. The increase is mainly due to the development of irrigation on the Sutlej Valley Canals, while the decrease is attributed to the following causes :—

- (a) Reduced cultivation on account of the universal fall in the price of agricultural commodities.
- (b) Late and short supply in the rivers.

(c) Heavy rains in the end of August resulting in large areas on the Sirhind and Upper Bari Doab Canals being sown and matured without the aid of canal water.

The estimated average value of the crops raised on all canals during the year works out to about thirty-three crores of rupees giving an average rate of Rs. 29 per acre assessed as against Rs. 25 in 1930-31 and Rs. 41 in 1929-30. The decrease during the year as compared with the year 1929-30 is due to the abnormal fall in the market value of the outturn of the various crops.

The length of channels in operation at the end of March, 1932, was 24,165 miles, *viz.*, 4,603 miles of Main and Branch Canals and of 19,562 miles of distributaries.

132. The areas of the principal crops irrigated during the *kharif* season are compared below with those of 1930-31 :—

Kharif crops.

Crops.	KHARIF, 1931.		KHARIF, 1930.		INCREASE OR DECREASE.		
	Pro-ductive Works.	Unpro-ductive Works.	Pro-ductive Works.	Unpro-ductive Works.	Pro-ductive Works.	Unpro-ductive Works.	
	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	
Sugarcane ..	250,411	6,192	223,451	4,208	+26,960	+1,984	
Rice ..	383,984	98,185	511,197	107,955	-127,213	-9,770	
Cotton {	Desi	1,264,684	59,438	1,158,077	29,955	+106,607	+29,483
	American	778,294	14,428	935,925	8,043	-157,631	+6,385
Indigo ..	2,618	6,424	5,058	3,924	-2,440	+2,500	
Maize ..	305,000	807	357,722	373	-52,722	+434	
Jowar, Chari and Bajra.	1,512,713	87,991	1,760,232	101,963	-247,519	-13,972	
Other Crops ..	593,193	76,975	620,157	71,848	-26,964	+5,127	
Total ..	5,090,897	350,440	5,571,819	328,269	-480,922	+22,171	

During *kharif* the area irrigated showed a total decrease of 458,751 acres.

133. The areas under the principal crops in the *rabi* season are compared below with those in 1930-31 :—

Rabi crops.

Crops	RABI, 1931-32.		RABI, 1930-31.		INCREASE OR DECREASE.	
	Pro-ductive Works.	Unpro-ductive Works.	Pro-ductive Works.	Unpro-ductive Works.	Pro-ductive Works.	Unpro-ductive Works.
	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
Wheat ..	3,253,846	238,226	3,672,526	203,406	-418,680	+34,820
Barley ..	73,123	9,261	89,879	8,569	-16,756	+687
Rabi oil-seeds ..	775,914	16,642	787,749	8,281	-11,835	+8,361
Mixed grains ..	353,464	5,432	335,720	1,717	+17,744	+3,715
Gram ..	928,230	28,140	833,815	18,331	+94,415	+9,809
Other crops ..	1,157,561	72,540	1,061,918	62,261	+95,643	+10,279
Total ..	6,542,138	370,241	6,781,607	302,565	-239,469	+67,676

During the *rabi* there was thus a net decrease of 171,793 acres.

134. The area on which irrigation charges were remitted was 976,647 acres as against 971,163 acres in 1930-31. Of this, 157,117 acres represent the area which was not assessed to water rates on account of concessions given to crops (a) under colony conditions, (b) ploughed in as green manure, and (c) sown in the moisture of a previous crop; the area of crops that actually failed amounted to 819,530 acres or 6.63 per cent. of the area sown, as against 6.22 per cent. last year. Of this, remissions were given as follows: 102,515 acres on account of short supply, 78,910 acres on account of damage done by hail, 25,416 acres on account of flooding, 362,244 acres on account of bad soil, 18,597 acres on account of bad germination, 93,650 acres on account of damage done by locusts, other insects and blight, and 138,198 acres for other miscellaneous causes.

Further, on account of the low price of agricultural produce, special reductions in occupiers' rates on cotton and

wheat were made during the year, at rates varying from Re. 0-12-0 to Rs. 3 per acre for cotton, and at flat rates of Re. 1 and Re. 0-8-0 per acre on perennial distributaries of perennial canals and Kharif Distributaries of perennial canals, respectively, for wheat. Remissions of land revenue at rates varying with the conditions in the different assessment circles were also granted during the year. The value of these special reductions and remissions amounted to eighty lakhs of rupees.

135. The Direct and Gross Receipts from works of all kinds compare as follows with the figures for 1930-31 and the average of the two triennial periods ending 1927-28 and 1930-31 :—

Particulars.	AVERAGE OF THREE YEARS ENDING		DURING	
	1927-28.	1930-31.	1930-31.	1931-32.
	Rs.	Rs.	Rs.	Rs.
(DIRECT RECEIPTS ONLY).				
<i>British.</i>				
L.—Irrigation Capital Works—				
(i) Productive Works ..	4,16,74,829	4,25,84,367	4,21,16,338	4,00,75,019
(ii) Unproductive Works	5,70,964	4,22,453	3,26,657	3,85,237
Total ..	4,22,45,793	4,30,06,820	4,24,42,995	4,04,60,256
GROSS RECEIPTS (INCLUDING ENHANCEMENT OF LAND REVENUE).				
L.—Irrigation Capital Works—				
(i) Productive Works ..	6,21,13,792	6,45,01,312	6,50,61,913	5,83,75,940
(ii) Unproductive Works	14,68,648	12,13,481	10,36,334	9,29,975
Total ..	6,35,22,440	6,67,14,793	6,60,98,247	5,93,05,915
(DIRECT RECEIPTS ONLY).				
<i>Indian States.</i>				
L.—Irrigation Capital Works—				
(i) Productive Works ..	39,41,183*	44,29,614*	45,45,547*	40,74,397*
(ii) Unproductive Works	16,503	6,762	7,520	12,666
Total ..	39,57,686	44,36,376	45,53,067	40,87,063

*Exclude figures relating to the State Sutlej Valley Canals.

The gross receipts include Rs. 1,40,00,619 on account of indirect receipts for land revenue and water advantage rate credited to irrigation, malikana where proprietary rights have not been acquired by colonists and others, and Rs. 48,45,040 on account of interest at 5·47 per cent. per annum on "nazrana" and sale-proceeds of Government waste lands in the colonies. This last figure is not an actual receipt as the money has not been out at interest, but is simply a *pro formâ* credit given to the extent to which interest would have been earned if the sale-proceeds of Government land had been invested. The gross receipts per acre matured work out at Rs. 5·84 as against Rs. 6·20 in 1930-31, and the direct receipts to Rs. 3·8 per acre.

136. The Working Expenses for the year are compared below with the average figures of the previous two triennia and with the figures of the year 1930-31 :—

Particulars.	AVERAGE OF THREE YEARS ENDING		DURING	
	1927-28.	1930-31.	1930-31.	1931-32.
	Rs.	Rs.	Rs.	Rs.
<i>British.</i>				
I.—Irrigation Capital Works—				
(i) Productive Works ..	1,66,50,073	2,27,16,035	2,36,13,580	1,54,23,466
(ii) Unproductive Works	15,40,589	18,09,001	19,29,983	13,09,012
Total ..	1,81,90,662	3,45,25,036	2,55,43,563	1,67,32,478
<i>Indian States.</i>				
I.—Irrigation Capital Works—				
(i) Productive Works ..	12,34,047*	11,89,555*	11,29,057*	10,64,478*
(ii) Unproductive Works	16,087	24,590	37,017	8,758
Total ..	12,50,134	12,14,145	11,66,074	10,73,234

*Excludes figures relating to the State Sutlej Valley Canals.

The following table shows the rate of expenditure per acre irrigated on Maintenance and Repairs, including Extensions and Improvements and on the total Establishment Charges :—

Canals.	Area irrigated (average of 3 years 1929-30 to 1931-32).	MAINTENANCE AND REPAIRS INCLUDING EXTENSIONS AND IMPROVEMENTS.		ESTABLISHMENT CHARGES.	
		Average of 3 years 1929-30 to 1931-32.	Rate per acre irrigated.	Average of 3 years 1929-30 to 1931-32.	Rate per acre irrigated.
1	2	3	4	5	6
MAJOR PRODUCTIVE IRRIGATION WORKS.					
Western Jumna Canal. { British ..	903,048	8,19,921	0·91	10,00,670	1·11
{ Patiala State ..	91,303	93,778	1·03	37,909	0·42
Sirhind Canal. { British ..	1,265,243	4,48,277	0·35	10,04,228	0·79
{ Indian States ..	642,217	7,92,913	1·23	2,01,525	0·31
Upper Bari Doab Canal ..	1,328,324	8,32,250	0·63	8,83,234	0·66
Lower Bari Doab Canal ..	1,241,403	6,92,100	0·56	10,98,500	0·88
Upper Chenab Canal ..	589,087	10,42,804	1·77	9,73,528	1·65
Lower Chenab Canal ..	2,510,837	19,69,618	0·78	20,72,461	0·83
Upper Jhelum Canal ..	325,538	8,57,679	2·63	7,22,447	2·22
Lower Jhelum Canal ..	851,537	17,28,684	2·03	9,18,634	1·08
Pakpattan Canal, Sutlej Valley Project.	460,163	6,50,797	1·41	5,02,847	1·09
Dipalpur Canal, Sutlej Valley Project.	375,396	5,02,783	1·34	3,43,330	0·92
Sidhna Canal ..	310,345	81,324	0·26	50,898	0·16
Chenab Inundation ..	202,319	1,18,533	0·58	72,205	0·35
Mailsi Canal, Sutlej Valley Project.	244,667	6,45,202	2·64	3,20,750	1·31
Eastern Sadiqia Canal, Sutlej Valley Project.	345,223	3,89,153*	1·13	2,26,475*	0·66
Fordwah Canal, Sutlej Valley Project.	149,019	1,23,665*	0·83	39,146*	0·26
Eastern Canal, Sutlej Valley Project. { British ..	129,855	2,56,720	1·97	1,50,762	1·16
{ Bahawalpur State ..	7,948	12,466*	1·57	4,550*	0·57
Bahawalpur Canal, Sutlej Valley Project (including Qaimpur).	214,637	7,62,105*	3·55	2,03,452*	0·95
Total .. { British ..	10,737,762	1,06,46,692	0·99	1,01,14,494	0·94
{ Indian States ..	1,450,347	21,74,080	1·50	7,13,057	0·49

*Excludes the expenditure directly incurred by the Bahawalpur State.

Canals.	Area irrigated (average of 3 years 1929-30 to 1931-32).	MAINTENANCE AND REPAIRS INCLUDING EXTENSIONS AND IMPROVEMENTS.		ESTABLISHMENT CHARGES.	
		Average of 3 years 1929-30 to 1931-32.	Rate per acre irrigated.	Average of 3 years 1929-30 to 1931-32.	Rate per acre irrigated.
1	2	3	4	5	6
UNPRODUCTIVE IRRIGATION WORKS.					
Indus Inundation ..	234,594	4,17,643	1.72	2,49,959	1.06
Shahpur Inundation ..	62,568	1,116,114	1.85	61,480	0.96
Ghaggar Inundation { British ..	11,027	11,699	1.06	15,159	1.37
{ Bikaner State ..	4,831	17,633	3.65	2,814	0.58
Muzaffargarh Inundation ..	333,159	5,15,292	1.55	3,18,344	0.96
Total .. { British ..	641,348	10,60,748	1.65	6,44,942	1.01
{ Bikaner State ..	4,831	17,633	3.65	2,814	0.58

The reasons for the higher rates on the following canals are :—

Western Jumna Canal.—The intensity of irrigation on this Canal is appreciably lower than on the more modern canals.

Upper Chenab, Upper Jhelum and Lower Jhelum Canals.—The first two are essentially feeder canals for the Lower Bari Doab Canal and the Lower Chenab Canal. Moreover, the Upper Jhelum Canal passes along the Pabbi Hills for a large part of its length in which there are numerous high embankments and drainage culverts which make the cost of maintenance unusually heavy. The comparatively high rate of the Lower Jhelum Canal is due to the unusually heavy cost of repairs necessitated by the damage caused by the 1929 floods.

Pakpattan, Dipalpur, Eastern and Eastern Sadiqia Canals.—These Canals having been recently constructed, the rate of expenditure has no comparison with those on other open canals.

Mailsi and Bahawal Canals.—The high rates on these canals are due to the heavy expenditure incurred during 1929-30 and 1930-31 on the repairs of the Islam Weir which was damaged seriously during the 1929 floods.

Ghaggar Inundation Canals (Bikaner).—The high rate of expenditure is due to considerable amount spent direct by the State, during 1930-31, on special repairs to the banks of Northern Ghaggar Canals.

137. The net revenue for the year is compared below with that of the two previous triennia and the year 1930-31 :—

Particulars.	AVERAGE OF THREE YEARS ENDING		DURING	
	1927-28.	1930-31.	1931-32.	1930-31.
	Rs.	Rs.	Rs.	Rs.
NET REVENUE (DIRECT ONLY);				
<i>British.</i>				
I.—Irrigation Capital Works—				
(i) Productive Works ..	2,50,24,756	1,98,68,332	2,46,51,553	1,85,02,758
(ii) Unproductive Works	—9,69,625	—13,86,548	—9,23,775	—16,03,327
Total ..	2,40,55,131	1,84,81,784	2,37,27,778	1,68,99,432
NET REVENUE (DIRECT AND INDIRECT).				
I.—Irrigation Capital Works—				
(i) Productive Works ..	4,54,63,719	4,17,85,277	4,29,52,474	4,14,48,333
(ii) Unproductive Works	—1,31,941	—5,95,520	—3,79,037	—8,93,649
Total ..	4,53,31,778	4,11,89,757	4,25,73,437	4,05,54,684
DIRECT REVENUE ONLY.				
<i>Indian States.</i>				
I.—Irrigation Capital Works—				
(i) Productive Works ..	27,07,136*	32,40,059*	30,09,921*	34,16,490*
(ii) Unproductive Works	416	—17,828	3,908	—29,497
Total ..	27,07,552	32,22,231	30,13,829	33,86,993

*Excludes the figures relating to the State Sutlej Valley Canals.

Considering Direct Receipts only, the net revenue earned by Productive Works amounted to Rs. 2,46,51,553. From this has to be deducted the interest charges for the year amounting to Rs. 1,31,70,350; so that the net profit was Rs. 1,14,81,203 or 3.46 per cent. on the Capital Outlay of Rs. 33,17,70,729, as compared with 1.73 per cent. in the preceding year. The increase in net revenue is mainly due to the large decrease of about 82 lakhs in working expenses during the year, obtained by the exercise of the strictest economy.

If the indirect receipts are included, the net revenue amounted to Rs. 4,29,52,474 or a return of 12.95 per cent. on the Capital Outlay as compared with 12.65 per cent. in 1930-31.

138. The progress made on the works under construction

Canals under construction. on the Sutlej Valley Project during the year was satisfactory. The expenditure (Direct and Indirect) incurred on the Sutlej Valley Canals during the year amounted to Rs. 89 lakhs bringing the total outlay to date to about Rs. 21,37 lakhs. This includes a contribution of Rs. 11,51 lakhs from the States of Bahawalpur and Bikaner who are co-partners in the Project. Revenue Accounts of the Project were opened in 1926-27 and the net revenue earned during 1931-32 by the British Canals after deducting Rs. 19.21 lakhs for Working Expenses was Rs. 29.06 lakhs.

Projects. 139. During the year, the designs for the Haveli Project were got out and the estimating work completed sufficiently to enable a note on the financial aspect of the Project to be prepared.

On the Bhakra Project, the Survey of India continued their work and covered a considerably greater area than they had anticipated.

Waterlogging. 140. The problem of waterlogging in the province is dealt with by the Waterlogging Board, which meets periodically, and the subject is discussed once a year at an annual conference presided over by His Excellency the Governor. During the year the relative value of the different means suggested to cure or cope with the threat of waterlogging was examined, and attention was particularly directed to the possibilities of surface rainage. The survey of the damaged area was continued and

there was found to have been a decrease during the year in the area affected by waterlogging of some 3,400 acres. The decrease is too small to permit of any other deduction than that for the moment the danger is not increasing.

141. The re-organization and expansion of the Punjab Irrigation Research Institute proceeded on most satisfactory lines throughout the year. The principal work now being undertaken at the Institute, the reclamation of *kallar* land, the scientific aspect of waterlogging problems and the investigations made with the object of better silt control, is of the utmost importance both to Government and to the cultivator in general. The reclamation of lands now out of cultivation, whether by reason of the presence of salts or by waterlogging, would mean a considerable addition in revenue to Government and increased prosperity to the cultivator, whilst a better knowledge of the control of silt will save Government much expenditure and loss of revenue annually. The silt problem is particularly urgent on the Lower Chenab Canal, the largest and most productive of the canal systems of the province.

CHAPTER V.

REVENUE AND FINANCE.

Detailed information on the subjects dealt with in this Chapter will be found in the reports and statistical tables noted below:—

PROVINCIAL REPORTS.

General Provincial Finances.—Debates of the Punjab Legislative Council, Volume XXI, budget speeches of the Honourable the Finance Member, Provincial Budget for 1931-32 and Appropriation Accounts of the Punjab Government for the year 1931-32.

Excise and Opium.—Report on the Excise Administration of the Punjab for the year 1931-32.

Stamps.—Report on the Administration of the Stamps Department of the Punjab for the year ending 31st March, 1932.

PUBLICATIONS OF THE GOVERNMENT OF INDIA.

Income-tax.—Report on the Income-tax Department of the Punjab and North-West Frontier Province for the year 1930-31.

Statistical Abstracts for British India.

38.—Revenue and Expenditure.*

142. The main divisions of account in which the revenue

General classification of
accounts.

and expenditure of the Punjab Government is exhibited have been explained in detail in Chapter V of the Adminis-

tration Report for the year 1925-26 and an explanation of the basis of classification adopted in various sections of the account was given in the report for 1929-30. This is recapitulated here for convenience. The Provincial Account comprises

the ordinary Revenue Account, the Capital Account, the Provincial Loans Account, Extraordinary Receipts and the Famine Relief, Sinking, Depreciation, Central Road Develop-

ment and Revenue Reserve Funds. The ordinary Revenue Account is by far the most important part of the budget and contains the revenue from the permanent resources of Govern-

ment and the ordinary expenditure which is to be met from it. In the Capital Account is classed capital expenditure which is not met from current revenue, because it is itself

productive or because for some other reason it is not fair that it should fall entirely on the tax-payers for the time being. Expenditure on the Sutlej Valley and Hydro-Electric

*This section deals with the year ending 31st March, 1932.

Projects falls in this class. Such capital expenditure would ordinarily be met from loans, but in the special circumstances of the Punjab part of it has for some years past been met from Extraordinary Receipts. Under Extraordinary Receipts fall non-recurring items of income such as "sale-proceeds of land," which owing to the disposal of large areas of crown waste as a result of colonization have in recent years amounted to substantial sums, but cannot properly be utilized to meet the ordinary charges of administration. The Provincial Loans Account shows on the expenditure side "Taccavi Loans" and loans to assist local bodies or to encourage industrial development and to finance Co-operative Banking; and on the receipt side the recoveries of such loans. The Famine Relief Fund represents the unexpended balance of the annual statutory assignment made by the Punjab Government for famine insurance under the Devolution Rules. *The balance of the fund, though at the disposal of the Provincial Government, cannot be utilized for ordinary expenditure, being available only for the purposes set forth in the Statutory Rules.* The Sinking Fund is designed to secure the repayment of Provincial Loans. The Depreciation Reserve Fund at present relates only to Government presses and the object of this fund is to provide a reserve sufficient to meet, as required, the cost of the renewal and replacement of plant, machinery and furniture in order that the Press may be kept in an efficiently working condition. The Central Road Development Fund is a deposit account opened for the first time in 1930-31, into which sums received from the Central Road Board for the development of main roads, out of the proceeds of the Petrol Duty, are paid in the first instance. In the Revenue Reserve Fund a certain sum used to be set apart annually by the Punjab Government with the object of providing a reserve which might be drawn upon in the event of a serious shortage of revenue due to unforeseen causes, such as seasonal calamity. The fund was, however, closed in the year under report. The statement which follows paragraph 147 shows the transactions in the various accounts from the inauguration of the reforms up to the year 1930-31. With a view to facilitate the comparative study of the provincial finances as stated in the Accountant-General's report on the Appropriation Accounts for the year 1930-31 and in this statement, it may be mentioned that in the statement the revenue account is exclusive, and in the Appropriation Accounts inclusive, of Extraordinary Receipts.

143. The receipts in the year were Rs. 961 lakhs as compared with Rs. 1,010 lakhs in 1930-31.

Ordinary Revenue
counts. Ac-

This represented a drop of Rs. 157 lakhs below the original budget estimate for

the year. Agricultural conditions were not unfavourable at any time during the year, which must rank as a normal agricultural year. The fall in prices, however, continued and in mid-July, 1931, wheat touched its lowest level. Cotton prices rallied during the winter, and in January, 1932, American cotton was over Rs. 9 per maund. From the point of view of the public finances the year was one of unrelieved disaster. The quickness with which prices dropped made it impossible for people in general to adjust their standards of expenditure to the new conditions. Government had to forego large sums of revenue, and suffered at the same time from the decline in purchasing power which showed itself in the results under such heads of revenue as Excise and Forests. Excise income was Rs. 14 lakhs and Forests Rs. $3\frac{1}{4}$ lakhs below the budget estimate. Stamp revenue was Rs. $4\frac{1}{4}$ lakhs down. Remissions of land revenue amounting to Rs. $103\frac{1}{2}$ lakhs and of *abiana* amounting to Rs. $53\frac{1}{4}$ lakhs were given during the year, with the result that receipts under these two heads were Rs. 132 lakhs and Rs. 49 lakhs, respectively, below the budget estimates. The first estimate of expenditure was Rs. 1,083 lakhs. It became evident during the summer that a heavy deficit was inevitable, and all departments were called on to surrender as much as possible out of their budget allotment. In the end expenditure on revenue account was Rs. 1,029 lakhs and the revenue deficit for the year Rs. 68 lakhs. Expenditure on General Administration fell by Rs. 7 lakhs, on Police by Rs. 2 lakhs, on Education by Rs. 15 lakhs and on Agriculture by Rs. 7 lakhs. The most conspicuous saving was in the Irrigation Department's Working Expenses which fell from Rs. 254 lakhs in 1930-31 to Rs. 167 lakhs in 1931-32. Expenditure on Civil Works fell by Rs. 19 lakhs.

144. Revenue from Extraordinary Receipts consists mainly of the proceeds of the sale of land and of rents. In the circumstances of the year a fall in receipts was to be expected. Income under this head was Rs. 36 lakhs as against the budget estimate of Rs. 66 lakhs and actual receipts of Rs. 46 lakhs during 1930-31. The total receipts under this head since 1920-21 amount to Rs. 883 lakhs.

Extraordinary Receipts.

145. During the year Rs. 216 $\frac{1}{4}$ lakhs were borrowed from the Provincial Loans Fund of the Government of India. Of this sum Rs. 28 $\frac{1}{4}$ lakhs were actually taken after the close of the year, though they were adjusted in the accounts of the year, to correct the deficit closing balance. Works expenditure charged to capital amounted to Rs. 182 lakhs, of which the Uhl River Hydro-Electric Scheme accounted for Rs. 126 lakhs and the Sutlej Valley Project for Rs. 39 lakhs, Rs. 8 $\frac{3}{4}$ lakhs of capital expenditure were charged to revenue, *i.e.*, met from Extraordinary Receipts.

The working of the Provincial Loans Account showed a surplus of just under Rs. 12 lakhs. There was a large falling off in the demand for loans from agriculturists. Advances to agriculturists were just over Rs. 9 $\frac{1}{2}$ lakhs and advances for other purposes Rs. 4 lakhs as against Rs. 23 $\frac{1}{2}$ and Rs. 1 $\frac{1}{2}$ lakhs in 1930-31. Recoveries were Rs. 25 $\frac{1}{2}$ lakhs as against Rs. 27 $\frac{1}{4}$ in 1930-31. There were no major agricultural disasters during the year, such as floods, and that fact and the general reluctance among agriculturists to increase the amount of their debts in the prevailing conditions account for the smallness of the demand for advances. Over Rs. 5 $\frac{1}{2}$ lakhs of outstanding loans were written off as irrecoverable and the balance outstanding at the end of the year is Rs. 166 lakhs.

146. At the end of the year 1931-32 the amount at the credit of various funds was Rs. 17 lakhs, of which Rs. 12 lakhs were in the Famine Relief Fund and Rs. 4 lakhs in the Central Road Development Fund. Expenditure on famine relief during the year was Rs. 2 $\frac{1}{2}$ lakhs, entirely in the Ambala Division.

147. The year 1931-32 opened with a balance of Rs. 12 $\frac{3}{4}$ lakhs, and when the revised estimate for the year was drawn out in January, 1932, the closing balance was expected to be *minus* 33 lakhs. In the event this proved somewhat too pessimistic and the actual deficit at the end of the year was only Rs. 16 $\frac{1}{4}$ lakhs. This was corrected by an additional loan of Rs. 28 $\frac{1}{4}$ lakhs from the Provincial Loans Fund, and the accounts of the year, as finally closed, showed a balance of Rs. 12 lakhs, with total receipts at 1,258 lakhs and total disbursements of the same amount.

PRO-FORMA ACCOUNT SHOWING THE FINANCIAL POSITION OF THE
FROM THE YEAR 1921-22 TO
(In lakhs)

Year.	REVENUE ACCOUNT.				EXTRAORDINARY RECEIPTS.	CAPITAL ACCOUNT.				
	Receipts.	Disbursements.	Surplus or deficit of the year.	Balance.	Receipts.	Total amount.	Loans for Capital Works.	Disbursements.	Deficit or surplus of the year.	Balance.
1	2	3	4	5	6	7	8	9	10	11
Opening balance ..	..	..	..	66	..	1,27	..	..	..	..
1921-22 (Accounts)	8,04	10,69	-2,05	-1,39	33	1,60	..	19	-19	-19
1922-23 ..	10,33	10,61	-28	-1,67	30	1,90	72	94	-22	-41
1923-24 ..	10,22	9,79	+43	-1,24	60	2,50	1,02	1,49	+43	+2
1924-25 ..	10,86	9,71	+1,15	-9	68	3,27	..	1,06	-1,06	-1,04
1925-26 ..	11,39	10,26	+1,13	+1,04	1,28	4,55	73	1,88	-1,15	-2,19
1926-27 ..	(a) 10,87	(b) 10,85	+2	+1,06	84	5,39	16	32,25	-2,09	-4,28
1927-28 ..	10,90	(c) 10,68	+22	+1,28	1,16	6,55	32	2,07	-1,75	-6,03
1928-29 ..	10,23	11,01	-58	+70	72	7,27	1,40	2,12	-72	-6,75
1929-30 ..	(d) 10,54	11,11	-57	+13	73	8,00	2,00	1,56	+44	-6,31
1930-31 ..	(e) 10,10	10,98	-88	-75	47	8,47	2,03	1,76	+27	-6,04
1931-32 ..	9,61	10,29	-68	-1,43	36	8,83	2,16	1,91	+25	-5,79

* On taking over the Provincial Loans Account in 1921-22, the Local Government paid to the Government of India the sum of Rs. 1,27 lakhs.

† This deficit of 1 crore was treated as a loan which was repaid in 1923-24.

‡ Includes a revenue loan of 60 lakhs.

§ Includes 2 lakhs on account of nominal value of public debt discharged for which *per contra* 1927-28.

|| Is made up of loan of 30 lakhs and 2 lakhs on account of credit given by the Accountant General.

(a) Includes 10 lakhs transferred from Revenue Reserve Fund.

(b) Includes 20 lakhs transferred to Revenue Reserve Fund.

(c) Includes 15 lakhs transferred to Revenue Reserve Fund.

(d) Includes 15 lakhs transferred from Revenue Reserve Fund.

(e) Includes 10 lakhs balance of the Revenue Reserve Fund.

(f) Represents the sum of Rs. 70,372 refunded by the Government of India as rebate of

Advances Receipts under the head Appropriation for Reduction or Avoidance of Debt-

PUNJAB GOVERNMENT UNDER THE VARIOUS SECTIONS OF ACCOUNTS
THE YEAR 1931-22.
(of rupees).

PROVINCIAL LOAN ACCOUNT.				Total deficit under Capital and Provincial Loans, columns 11 and 15.	Amount by which column 7 exceeds (+) or falls short of (-) column 16.	FAMINE RELIEF, SINKING, DEPRECIATION, CENTRAL ROAD AND REVENUE RESERVE FUNDS AND SUSPENSE.								Total balance on all Accounts.
Recoveries.	Advances.	Deficit or surplus of the year.	Balance.			Famine Relief Fund (balance).	Sinking Fund (balance).	Depreciation Fund (balance).	Central Road Development Fund (balance).	Revenue Reserve Fund (balance).	Suspense (balance).	Total balance in all Funds.		
12	13	14	15	16	17	18	19	20	21	22	23	24	25	
..	..	..	*-52	*-52	+75	..	..	..	..	..	..	..	1,93
14	63	-49	-1,01	-1,20	+40	..	..	..	..	..	..	..	†-1,00
42	23	+19	-82	-1,23	+67	4	..	..	..	..	..	4	†96
21	11	+10	-72	-70	+1,89	7	..	..	..	..	..	7	72
18	30	-12	-84	-1,88	+1,39	10½	½	..	..	..	..	11	1,41
15	18	-3	-87	-3,06	+1,40	14	1	..	..	..	..	15	2,68
25	21	+4	-83	-5,11	+28	14	½	..	..	10	..	24½	1,59
18	31	-13	-96	-6,99	-44	22	..	½	..	23½	..	46	1,30	
18	58	-40	-1,36	-8,11	-84	21	..	1	..	24	..	46	32	
29	73	-44	-1,80	-8,11	-11	18	..	½	..	9½	2	30	32	
27	25	+2	-1,78	-7,82	+65	12	(f) 1	1	9	..	..	23	13
26	14	+12	-1,66	-7,45	+1,33	12	..	1	4	..	..	17	12

ment of India the amount of outstanding loans which on recovery from borrowers will be credited to

credit has been given by the Accountant-General under Deposit Section in the accounts for the year in the accounts for the year 1927-28 under Miscellaneous Government Accounts.

account on the termination of the Fund.
customs duty on Capital Provincial expenditure in 1925-26 which is shown under Deposits and Ad-
Other Appropriations.

39.—Opium and Excise Revenue.*

148. The salient feature of the Excise administration during the year 1931-32 was the drop in net income, after deducting refunds and expenditure, from Rs. 98·87 lakhs in the previous year to Rs. 82·80 lakhs. The average net income for the three years ending 1929-30 was Rs. 105 lakhs. Gross revenue fell from 116·28 lakhs to Rs. 104·35 lakhs. The cost of administration fell slightly and was only equivalent to about 5 per cent. of the gross revenue. The decrease in income was obviously only one of the results of the economic depression, for luxuries are the first item of expenditure to be curtailed. The picketing of shops, which was part of the Civil Disobedience programme, did not have, generally, any serious effect on receipts.

149. Issues from the Punjab Distilleries amounted to 368,305 L. P. gallons as against 451,406 in the previous year. The sales by wholesale country spirit licensees fell from three lakhs to two lakhs of gallons. The conclusion which can be arrived at from the fall of consumption of spirit are that it is chiefly due to reduced purchasing power : it by no means follows that the result has been abstinence. It is far more likely that the decrease of purchasing power has simply turned the consumer to the illicit still, which it is notorious exists in many districts in the Punjab. It is worthy of note that the consumption of spiced spirit has not fallen at all in proportion to plain spirit, and the inference is that, while those who were able to purchase superior spirit continued to obtain it from the distilleries, the demand for ordinary spirit was largely diverted to the illicit still. The prosecution figures clearly show that illicit distillation was rampant. The number of illicit stills captured increased from 176 to 229 and the number of persons convicted for illicit distillation from 335 to 658. The expenditure on rewards fell from Rs. 61,074 to Rs. 49,950. It is more than doubtful whether a reduction of expenditure on rewards constitutes any real economy. It is unfortunate, but a fact, that without the lure of satisfactory rewards information about the commission of excise offences is practically unobtainable. The number of country liquor shops decreased from 667 to 661.

*This section deals with the year ending 31st March, 1932.

Still head duty remained at Rs. 10 per gallon. In spite of the fact that duty on Indian made foreign spirit was considerably less than that on imported spirit, the consumption of Indian made foreign spirit, which had increased last year, fell very considerably. It seems probable that the public has come to realize that Indian made foreign spirit differs from country spirit only in the addition of some flavouring or colouring matter. Duty on beer was raised from Re. 0-8-0 to Re. 0-12-0 per gallon and by reason of the duty of Re. 0-15-0 per gallon on imported beer, Indian beer enjoyed a certain preference. The consumption of beer, though it showed a decrease, fell very much less than did the consumption of other alcoholic beverages, and it is satisfactory to observe that Indian beer is more than holding its own.

150. There was a fall in consumption of opium from 36,652 to 31,047 seers. The fall was mainly due to the economic depression following on which an increase in opium smuggling was an important contributing factor. The main source of smuggled opium in the Punjab was the Simla Hill States, where, though the annual production is believed to be about 300 maunds a year, there has been no licit export of opium since 1926. The conclusion is obvious. Opium and hemp drugs fall within the scope of the Dangerous Drugs Act, 1930, and are more and more tending to become an all-India subject. In certain districts there was a marked increase of the decoction of poppy heads known as *post*. There was some rise in the area under poppy cultivation, and during the year acreage duty was increased from Rs. 12 to Rs. 24.

The consumption of charas dropped from 20,561 seers to 15,105 seers, a fall with which the rise in the retail price from Re. 0-9-0 to Re. 0-12-0 per tola had probably something to do. During the year a system of tenders for monopoly sales of charas in contract areas was introduced. There was very little direct smuggling of charas into the Punjab, though smuggling through the province for sale beyond its borders was rife.

151. The consumption of bhang remained at about the same level, and it is reported that in some districts it is taking the place of charas among those who cannot afford the more expensive product of the hemp plant.

Bhang.

Opium, Hemp Drugs and Cocaine.

152. The consumption of cocaine remained about the same, and the reason for the increased consumption during the last two years is not yet clear. Illicit consumption of cocaine in the province was unimportant.

153. There was a remarkable increase in prosecutions for excise offences, and the total number of persons convicted under the Excise laws rose from 789 to 1,222. The increase is attributed partly to more strenuous work by the excise staff, but principally to the general increase in illicit distillation and the smuggling of illicit liquor from adjacent Indian States. On the other hand, the number of persons convicted of drunkenness in municipal areas has shown a steady decrease in recent years, and in 1931-32 the number was only 264, a proportion of only 1·1 to every 10,000 of the population.

40.—Stamp Revenue.*

154. The total income on account of stamps was Rs. 1,16,35,407 against Rs. 1,15,54,492 in the previous year. The steadiness of stamp revenue during a year in which depression was so marked is not easy to explain. It was, however, partly due to increased receipts under motor tax in the form of stamps and to some extent perhaps to the work of the Stamp Auditors, whose activities resulted in stopping many leakages in stamp revenue.

41.—Assessed Taxes.*

INCOME-TAX.

155. In the autumn of 1931 the *Supplementary and Extending Act* lowered the limit of exemption from income-tax from Rs. 2,000 to Rs. 1,000 and imposed a surcharge of 12½ per cent. on all existing rates of income-tax and super-tax. The trade conditions of the year 1930-31 which formed the basis of assessment for the year under report could hardly have been worse. Besides the universal economic depression, the province again suffered from the effects of the Civil Disobedience and boycott movements with their inevitable accompaniment of hartals, political unrest and general lack of confidence. Excluding assesseees between Rs. 1,000

*This section deals with the year ending 31st March, 1932.

and Rs. 2,000 and income-tax assessed on them as well as the surcharge imposed, the number of assessees and the initial demand on income-tax and super-tax were 31,093 persons and Rs. 74.6 lakhs as compared with 32,255 and Rs. 62 lakhs and 33,849 and Rs. 72 lakhs in the two previous years. The number of lower grade assessees discovered was 27,185. The resulting demand amounted to Rs. 1,70,000 and the demand for surcharge amounted to another six lakhs, making a total demand for the year of 82.3 lakhs.

156. The main sources of revenue and the yield under each for the last three years are classified below :—

Classification of the demand.

	1929-30.	1930-31.	1931-32.
	Lakhs.	Lakhs.	Lakhs.
	Rs.	Rs.	Rs.
(a) SALARIES, ETC.—			
(1) Salaries	14.22	15.10	19.54
(2) Interest on securities	3.21	3.83	6.20
(3) House property	4.92	5.00	7.12
(4) Professional earnings	2.10	1.95	2.11
(Legal business)	(1.72)	(1.48)	(1.56)
Total	24.45	25.88	34.97
(b) BUSINESS—			
(5) Money Lending—			
(a) Urban	5.21	3.97	4.80
(b) Rural	5.79	5.52	5.70
(6) Piece-goods	3.29	2.78	3.27
(7) Trade in Agricultural produce	5.28	3.50	2.86
(8) Contracts	3.03	2.08	2.29
(9) Timber	2.20	1.47	1.49
(10) Hides and Skins .. ..	.40	.36	.29
Total	25.20	19.68	20.70
(c) INDUSTRIES—			
(11) Ginning Factories .. ..	.32	.35	1.07
(12) Flour Mills .. ..	.32	.28	.55
(13) Tanneries .. ..	.01	.02	.01
(14) Carpets .. ..	.66	.39	.45
(15) Other manufacturing processes	3.12	6.18	4.28
Total	4.43	7.22	6.36

The greatest increases were noticeable under the head 'Salaries' and 'Interest on securities' and were due entirely to the increased rates of tax, which also account for the increases everywhere else. It is a sign of the conditions of the year that in spite of the increase in rates the receipts from trade in agricultural produce fell heavily. Returns from industries also illustrate the severity of the depression in the year 1930-31 on which the current assessment was based. The survey of rural areas was in hand during the year, and it is hoped that figures showing the number of rural money-lenders assessed in the lower grades will soon be available. A tendency was observed among rural money-lenders towards shifting into towns and cities where life and investments are more secure, and it is also reported that agriculturist money-lenders are in some places ousting the Hindus.

157. *Net collections and arrears at the end of the year* were Rs. 76·05 lakhs and Rs. 5·04 lakhs as compared with Rs. 58·32 lakhs and Rs. 3·01 lakhs in 1930-31 and Rs. 64·31 lakhs and Rs. 4·08 lakhs in 1929-30. The increase in collections follows the increase in the demand, and the same reason applies to the increase in arrears, which include those of the demand for surcharge and the lower limit cases.

158. It is satisfactory to record further improvement in the submission of returns and the production of accounts. The percentage of returns submitted to the notices issued improved from 86 per cent. to 87 per cent. and the percentage of accounts produced to those called for from 83 to 85 per cent. For the lower incomes, the percentage of returns submitted to the notices issued in 1931-32 was 49, while the percentage of accounts produced to those called for was 68, a figure much higher than was expected from these small assesseees. There was no improvement, however, in the percentage of returns which were accepted as correct. Out of 14,584 returns filed by persons other than those having income from salary, only 3,350 or 23 per cent. were accepted as correct. It was possible to rely on only 67 per cent. of the number of accounts produced. Profit and loss accounts were produced in 4,697 cases only, which shows that in only 26 per cent. was it possible to determine the result of the assesseees' trading by

Collections and Arrears.

Submission of Returns and Accounts.

means of such accounts. In 36 per cent. of cases the income had to be Determined by the unsatisfactory method of applying flat rates to the turnovers.

159. The cost of the Department amounted to Rs. 7·23 lakhs as against Rs. 7·20 lakhs in the previous year. This is equivalent to about 8 per cent. of the tax collected.

Cost of the Department.

CHAPTER VI.

PUBLIC HEALTH AND MEDICAL RELIEF.

Detailed information on the subjects dealt with in this chapter will be found in the reports and statistical tables noted below :—

PROVINCIAL REPORTS.

Census.—Report on the Census of the Punjab, 1931.

Births and Deaths—Sanitation.—Report on the Public Health Administration of the Punjab for the year 1931.

Emigration.—Census Report, as above.

Medical Relief.—(1) Report on the Working of Dispensaries and Charitable Institutions in the Punjab for 1931.

(2) Report on the Working of the Punjab Mental Hospital for 1931.

Vaccination.—Report on Vaccination in the Punjab for the year 1931-32.

Publications of the Government of India.—Statistical Abstract for British India.

42.—Details of Census.*

160. The decennial census was taken during February, 1931, and during the year under report some of the main features became known. According to the census of 1921 the population of the British Punjab was 20,685,478. The population in 1931 has risen to 23,580,852 representing an annual increase of 1·4 per cent. and a total increase of 14 per cent. This is considerably the largest increase which has ever been recorded, the previous highest being at the census of 1868 when the annual increase was 1·09 per cent. The census figures reveal a large increase in the number of persons who returned themselves as Muslims, 13,332,000 in 1931 as against 11,444,000 in 1921. The number of Hindus actually shows a decrease, the drop being from 6,579,000 in 1921 to 6,329,000 in 1931. Comparing the figures with those of the census of 1881, the percentage of Hindus, Sikhs and Muslims for the British Punjab have altered from 40·29 to 26·83, 6·58 to 12·99 and 51·72 to 56·54 respectively.

* *Vide Census of India 1931—Volume XVII—Punjab—Part I—Report.*

43.—Public Health.*

161. The year 1931 was remarkable, in the first half, for deficient rainfall and humidity conditions which were unfavourable to plague epidemics and, during the latter half, for a weak monsoon during the months of July and August which militated against any widespread epidemic of malaria. The bearing of general meteorological conditions upon the public health was less obvious than usual in the absence of any great pestilence. The year was remarkable for the continued and sustained decline in prices of staple food-grains, but there is no evidence that the state of public health deteriorated in consequence to any marked degree; in fact it may be said that a condition of low agricultural prices is preferable to high prices from the public health point of view, and that much more disease than is generally supposed may be attributed to improper diet rather than to inadequate nourishment.

The provincial death rate was 26·0 *per mille* which is lower than the rate in 1930 but slightly higher than the quinquennial average. The provincial birth rate was 42·7 *per mille* as compared with 43·3 in the previous year and a mean birth rate of 38·1 during the preceding quinquennium. The total number of births registered during the year attained a record figure of 1,002,251. There was a small but welcome drop in the infant death rate from 185·73 *per mille* to 178·26.

162. Cholera again appeared only in a mild form, accounting for 391 deaths as against 1,181 in the previous year. The small-pox death rate was 0·16 *per mille* as compared with the mean death rate of 0·42 *per mille* in the preceding quinquennium. All districts were infected, and as usual the urban death rate was higher than the rural. The actual number of deaths was 3,646 as compared with 5,341 in the preceding year. Plague was confined practically to three districts only (Hoshiarpur, Gurdaspur and Sialkot). There were 1,150 deaths as compared with 554 in the previous year, and the death rate was 0·05 *per mille* as compared with the mean of 1·09 *per mille* during the preceding quinquennium. It may be said that plague has lost its former importance as a cause of mortality in the Punjab, and persists only in a small number of sub-montane localities. It has, however, to be remembered

*This section deals with the calendar year 1931.

ed that intensive rat destruction provides only a temporary remedy, and there is always a danger of the reappearance of the epidemic.

Deaths registered during the year under the head of fevers numbered 416,974 as compared with 422,377 in 1930. It is usual for the rural fever death rate to exceed the urban death rate, but in the year under review the excess was exceptionally great, the urban rate being 10·13 *per mille*, while the rural was 18·95 *per mille*.

163. Vaccination is primarily the responsibility of local bodies, which spent during the year Rs. 2,75,464 of their own funds out of a total provincial expenditure of Rs. 3,44,217. The number of vaccinations performed was 1,718,980, a decrease of 10,102 as compared with the previous year, the falling off being chiefly in revaccinations. Actually a record number of primary vaccinations was performed. The cost of each successful vaccination was Re. 0-4-4. In ten districts District Boards made use of their powers to apply the Vaccination Law Amendment Act. The progress made in vaccination during the last five years has been satisfactory. The next step will be to make vaccination in practice a condition of admission to local body schools.

164. Eight new Health Centres were opened during the year, but unfortunately owing to financial stringency six Centres were closed, so that the number of Health Centres was only increased by two to 37 during the year.

The number of dais under training was 939 as compared with 607 in the previous year. The progress made was, therefore, appreciable.

165. During the year 1931, 31 projects were undertaken by the Sanitary Engineering Department on behalf of local bodies and four preliminary projects and nine detailed projects were prepared. In view of financial stringency, these figures are not unsatisfactory. In rural areas attention was chiefly devoted to the improvement of water supply in villages, and the general paucity of funds compelled concentration on a campaign for cleaning up old established villages, particularly by purifying their wells and paving and draining their streets. No

important provincial works were completed during the year, though several were in progress. Among the works in progress for local bodies during the year may be mentioned the Murree Water Works Extensions (Rs. 5 $\frac{1}{4}$ lakhs), the Multan Drainage Scheme (Rs. 2 $\frac{3}{4}$ lakhs) and drainage schemes at Ferozepore, Ludhiana, Karnal and Jagraon. The usual complaint is made that local bodies are apt to be lax in the maintenance of projects which have been completed.

PUNJAB MENTAL HOSPITAL.*

166. The number of patients treated in the Mental Hospital dropped slightly from 1,392 to 1,377, a decrease which is partly due to the transfer to the Mental Hospital at Agra of patients from the Delhi province. The daily average attendance was 993 and the maximum number under treatment at one time was 1,022 as against 1,037 in 1930. The death rate rose from 9.02 per cent. to 12.28 per cent., an increase which was to some extent due to an outbreak of influenza which resulted in 16 deaths. The number of criminal lunatics sent to the hospital was 248 as against 250. There were three escapes during the year and one case of suicide. The total expenditure incurred on the maintenance of the hospital, including that incurred by the Public Works Department on buildings, was Rs. 2,92,688 as against Rs. 2,70,158 during the previous year. The increase is due to the additional expenditure incurred on diet, clothing and bedding and to certain alterations in the methods of exhibiting the accounts. The net cost of the maintenance of the institution was Rs. 2,11,593 as against Rs. 2,01,871 in 1930.

MEDICAL RELIEF.*

167. There was a decrease of eleven in the number of dispensaries of all classes during the year from 1,035 to 1,024. Seven dispensaries were opened and eighteen closed. Of the dispensaries which were closed, twelve were canal dispensaries which had been opened in connection with the Sutlej Valley Project and were no longer required. Two itinerating dispensaries, one local fund dispensary and two private aided dispensaries were closed on account of financial stringency.

*This section deals with the calander year 1931.

Of the seven new dispensaries, three were rural dispensaries opened in connection with the general scheme of medical expansion and one was a dispensary for women. Three hundred and sixty-two out of the 375 rural dispensaries included in the original scheme of medical expansion inaugurated in 1925 have now been opened. Financial conditions made it impracticable to provincialize any district or tahsil headquarters hospital during the year.

168. The total number of patients treated in all classes of hospitals again rose considerably from 11,742,669 to 12,425,334. The number of in-patients treated rose by over 5,000. There was again an appreciable rise in the number of women who made use of rural dispensaries. The Government Hospital for Women and Children in Lahore, which came partly into use during 1930, made great progress during the year under review. The total number of in-patients and maternity cases treated during the year was 1,567 and 302, respectively, as compared with 885 and 214 in 1930. The number of gynaecological and obstetric operations performed rose from 206 in 1930 to 1,266 in the year under report. The number of students trained in practical midwifery was 51 as against 25 in the preceding year. It is no longer necessary for the students of the King Edward Medical College to be sent to Madras for training in this branch of their profession. The total income from all sources of hospitals and dispensaries fell from Rs. 57,69,849 in 1930 to Rs. 52,84,947. Of this sum, Government contributed Rs. 22,53,273. Local Board contributions fell from Rs. 13,31,879 to just under 13 lakhs: while Municipal Fund contributions rose from Rs. 8,27,259 to Rs. 9,11,590. In the circumstances of the year, the fall in the amount of subscriptions realized from the general public from Rs. 2½ lakhs to Rs. 1,85,206 was not surprising. The total expenditure on all hospitals was Rs. 51,23,393 against Rs. 55,02,719 in 1930.

Work and cost of Hospitals.

CHAPTER VII.

INSTRUCTION.

Detailed information on the subjects dealt with in this Chapter will be found in the reports and statistical tables noted below :—

PROVINCIAL REPORTS.

Education.—Report on the Progress of Education in the Punjab for the year 1931-32.

Arts and Sciences.—Report on the working of Lahore Museum for the year 1931-32.

PUBLICATIONS OF THE GOVERNMENT OF INDIA.

Education, Literature and Press.—Statistical abstract for British India.

44.—General System of Public Instruction.

(*Vide* Chapter XIII of “ The Land of the Five Rivers.”)

45.—Education.*

169. The year ending 31st March, 1932, to outward appearance shows a check in the progress of education, which had been unbroken for the last ten years. In view of the acute financial stringency, the Department was called upon by Government to reduce its expenditure, and at the same time the finances of local bodies which had been accustomed to provide nearly half of the funds required for vernacular education were anything but strong. There was a drop both in the number of schools and in the number of scholars. On a broad view of the situation, it is probable that this enforced pause in the expansion of education was no bad thing. In all periods of rapid development, a certain amount of waste of money and energy is unavoidable, and it may be for the general good of education in the province that circumstances have enforced a close examination of the value and cost of every item in the educational policy.

The number of institutions of all kinds fell from 20,155 to 18,472. The main reason for this was the closing down of a large number of inefficient adult schools. It had long been suspected that schools of this type were not making

*This section deals with the year ending 31st March, 1932.

satisfactory progress, and the financial stringency merely accelerated the progress of the closing down of such schools. The number of pupils enrolled fell by over 52,000 from 13,85,841 to 13,33,567. The proportion of pupils under instructions to the total population showed a slight decrease, being 5.61 per cent. as against 5.88 in the previous year. The total expenditure on education fell from Rs. 3,28,40,628 to Rs. 3,08,31,143 of which 53.5 per cent. was borne by Government as against 56.37 last year. The average cost per student in primary schools for boys rose from Rs. 9-8-10 to Rs. 9-13-0.

170. The number of primary schools for Indian boys fell by 89 to 5,607. The decrease was noticeable in the number of aided and unaided schools maintained by private agencies, which fell from 1,060 to 1,088. The total expenditure on primary education was Rs. 37.66 lakhs, a small decrease as compared with the previous year. To this expenditure Government contributed 65.6 per cent.; District Boards 15.4; Municipal Committees 12.5 and fees 1.5. The percentage of trained teachers in primary schools rose from 66.3 to 73. The average number of pupils per teacher is 33. As the average attendance for determining the number of teachers in the school has been fixed at 35, there is room in the existing schools for more scholars without any addition to the teaching staff. At the close of the year, compulsory education had been introduced into 54 urban and 2,924 rural areas. This numerical advance is undoubtedly a very refreshing feature of this period, but it cannot be productive of satisfactory results unless it brings in its train regularity of attendance and efficiency of instruction leading to the retention of scholars once enrolled for the complete course of primary instruction. There has been some improvement in this direction, but the situation in general is not wholly satisfactory. There is, for instance, a marked difference between the number of scholars in the higher classes and those in the lower.

171. The number of secondary schools for Indian boys was 3,787 as against 3,771 in the previous year. High schools increased by five and middle schools by eleven. There was a decrease of about 18,500 in the number of pupils attending secondary schools, the total being 638,153.

Expenditure showed little variation and remained at about Rs. 133 lakhs, to which Government contributed Rs. 68½ lakhs or 51·7 per cent. The percentage of trained teachers was 88 as against 83 last year.

While the demand for high schools in every part of the province increases, Anglo-vernacular middle school education has shown little expansion. This is not considered to be a matter for regret. The vernacular middle examination with optional English is generally regarded as productive of little good except in those parts of the province where military service is the main interest of the people, who allured by the prospects of the King's Commission being offered to their educated children still insist on optional English classes being attached to vernacular middle schools. Vernacular middle education, on the other hand, continues to make great strides, and it is to this type of schools that the rural population is encouraged to resort.

172. Twelve thousand seven hundred and twenty-one men and thirty women were enrolled in Arts Colleges (excluding the Oriental College) and 240 women in Women's Arts Colleges. The figures for last year were 11,894, 17 and 205, respectively. Fifteen thousand eight hundred and seventy-seven men and 551 women appeared for the matriculation examination. These figures represent a slight decrease in the number of men and a considerable increase in the number of women. The pass percentage for both was about 60 per cent. In last year's report a comment was made that the figures of successes in the University examinations indicated that large numbers of students who are unsuited for university education are still finding their way into the colleges. The figures for the year under report are no less instructive. In the examination for the Degree of Bachelor of Arts, the percentage of successes was only 41, while for the B.Sc. Degree it was only 40·4. The percentages for the Intermediate examinations, though they show some improvement on last year's figures, are equally depressing. Apart from the fact that the colleges are filled with students, many of whom are entirely unsuited for university education, the swollen numbers of the undergraduate community makes control by University and college authorities almost impossible, and militates against the creation of the proper University atmosphere.

173. The problem during the year under report was not so much to provide sufficient trained Teachers. teachers to cope with the expansion, but on account of various forms of retrenchment to find posts for those teachers who had been thrown out of employment or who were seeking for employment after completing their training in the Training College. Out of a total number of 34,376 men teachers, over 82 per cent. are trained. A certain number of posts which can be filled by untrained teachers are necessary in order to provide practical training for young men before they join a training institution, so with the present percentage of trained teachers it seems obvious that for the moment saturation point has almost been reached. There is naturally enough in the present depression no lack of suitable applicants for training as teachers. It is by no means uncommon for even trained graduates to accept posts on Rs. 55 to Rs. 60 per mensem. The condition of teachers in private institutions is unsatisfactory, and the issue of rules regulating the conditions of service in such schools is under consideration.

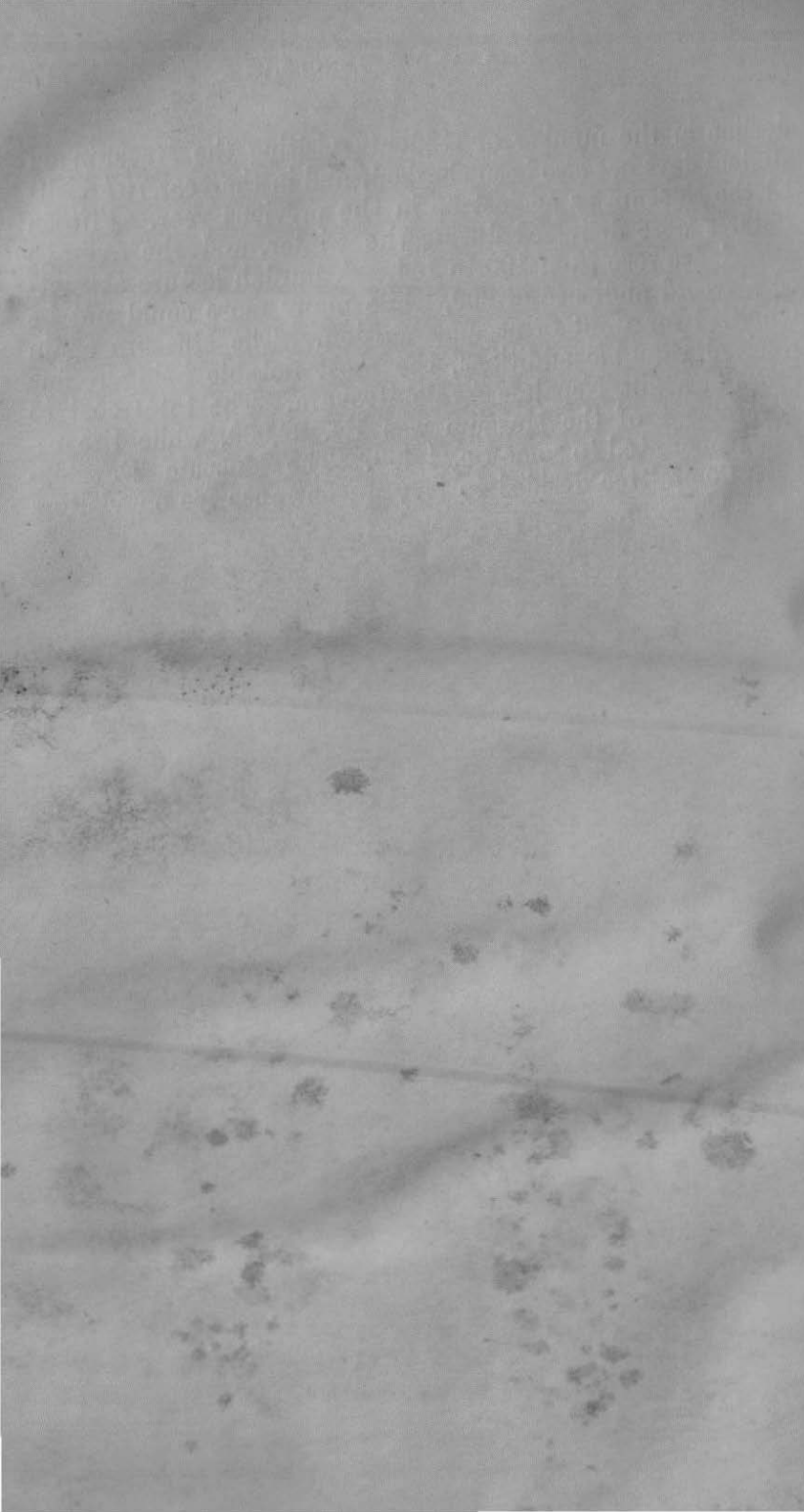
174. The total enrolment in girls schools in the province, both high and middle, as well as the number of pupils in the colleges, is steadily on the increase. The leakage in unrecognized schools is, however, much greater than in recognized schools, and the percentage of female population under instruction, though steadily increasing, has as yet reached no higher than 1.85. The number of schools showed a slight increase in the year from 5,009 to 5,023, while the total enrolment rose from 184,301 to 196,693. The two Women's Degree Colleges in Lahore increased their numbers from 205 to 240. In 1926-27 there were only 77 students reading in these colleges. Co-education appears to be growing in popularity in some parts of the province.

46.—Arts and Sciences.*

175. The total number of visitors to the Lahore Central Museum during the year was 545,832 as against 559,621 in the previous year. There was a remarkable recovery in the number of women visitors on zenana days. Last year the attendance dropped to 5,076, but in the year under report it was 9,232. The

*This section deals with the year ending 31st March, 1932.

decline in the number of students visiting the Museum on student days has also been checked, and in the year 707 visited the Museum as against 55 in the previous year. Fifteen lectures were delivered during the winter, and the average attendance rose from 100 to 144. A purdah lecture attracted a record audience of 300, while many more could not be admitted for want of accommodation. The Museum again received valuable additions, the most notable being a fine figure of a gilt Nepalese Avalokitesvara. The total cost to Government of the Museum was Rs. 22,000, while the receipts amounted to some Rs. 1,400. The Museum Development Committee decided to levy an entrance fee on visitors to the Museum.



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