

255

PROCEEDINGS
OF THE
LEGISLATIVE COUNCIL
OF THE
PUNJAB.

1916

(WITH INDEX)

Volume VII.



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*Abstract of Proceedings of the Council of the Lieutenant-Governor of the
Punjab, assembled for the purpose of making Laws and Regulations
under the provisions of the Government of India Act, 1915.*

THE Council met at the Council Chamber, Government House, Lahore,
at 10-30 A.M., on Monday, the 13th March 1916.

PRESENT :

His Honour Sir MICHAEL FRANCIS O'DWYER, K.C.S.I., I.C.S., Lieut.
enant-Governor, *Presiding*.

The Hon'ble Sardar SUNDAR SINGH, MAJITHIA, Sardar Bahadur.

The Hon'ble Mr. JOHN CORNWALLIS GODLEY, C.S.I.

The Hon'ble Khan ZULFIKAR ALI KHAN, C.S.I. ✓

The Hon'ble Mr. CLAUD ALEXANDER BARRON, C.I.E., I.C.S.

The Hon'ble Mr. ALEXANDER HENDERSON DIAK, C.V.O., I.C.S.

The Hon'ble Mr. OSWALD FARQUHAR LUMSDEN, I.C.S.

The Hon'ble Nawab Sir BAHRAM KHAN, K.C.I.E. ✓

The Hon'ble Sardar Bahadur Sardar GAJJAN SINGH.

The Hon'ble Rai Bahadur Bakhshi SOHAN LAL.

The Hon'ble Khan Bahadur Khwaja YUSUF SHAH. ✓

The Hon'ble Rai Bahadur RAM SARAN DAS.

The Hon'ble Mr. THOMAS ROBERT JOHN WARD, C.I.E., M.V.O.,
M.I.C.E.

The Hon'ble Rai Bahadur HARI CHAND.

The Hon'ble Mr. JAMES CURRIE.

The Hon'ble Lala KASHI RAM.

The Hon'ble Raizada BHAGAT RAM.

The Hon'ble Mr. PATRICK JAMES FAGAN, I.C.S.

The Hon'ble Nawab IBRAHIM ALI KHAN, of Kunjpura. ✓

The Hon'ble Mr. EDWIN WOODALL PARKER.

The Hon'ble Mr. HENRY DUFFIELD CRAIK, I.C.S.

The Hon'ble Khan Bahadur Malik MUHAMMAD AMIN KHAN of
Shamsabad.

The Hon'ble Colonel HAROLD HENDLEY, M.D., I.M.S.

The Hon'ble Mr. STEPHEN WILLIAM GRACEY, I.C.S.

OATH OF OFFICE.

The Hon'ble Mr. PARKER, the Hon'ble Mr. WARD, the Hon'ble Mr.
LUMSDEN and the Hon'ble Mr. CRAIK took the Oath of Allegiance to the
Crown.

[Mr. James Currie ; Mr. Barron ; Khan Bahadur Malik Muhammad Amin Khan]

QUESTIONS AND ANSWERS.

The Hon'ble Mr. James Currie asked : -

Suitable
house accom-
modation for
Government
servants at
Simla.

1. " In view of the increasing difficulty Government servants, ordered yearly to Simla, experience in securing suitable bungalow accommodation and the obvious necessity for it, may it please Government to say: what steps are contemplated to secure suitable bungalow accommodation for their officers at rentals reasonably proportionate to their incomes ?"

The Hon'ble Mr. Barron replied : -

" The circumstances to which the Hon'ble Member's question invites attention were discussed by the Simla Improvement Committee which sat in 1907 under the Presidency of Mr. (now Sir Richard) Dane in paragraph 55 of their Report. That Committee considered that the inconvenience which threatened Government servants in the matter of obtaining suitable house accommodation at reasonable rents in Simla had not then assumed serious proportions. But they added that the subject was one that required attention, and they suggested various directions in which remedies might be applied when the necessity arose. Last year the matter was again brought to the Lieutenant-Governor's notice in connection with the Report of the Simla Improvement Committee of 1914, and is now under his consideration. It would be premature to say at present what action, if any, this Government and the Government of India, who are even more intimately concerned than the Provincial Government, will decide to take in the matter."

The Hon'ble Khan Bahadur Malik Muhammad Amin Khan asked : -

District and
Sessions Court,
Attok.

2. " Will Government be pleased to state whether there is any proposal on foot to abolish the District and Sessions Court at Campbellpur and transfer its work partly to Mianwali and partly to Raipindi District ?

" If the answer to the above is in the affirmative, will the Government kindly consider the desirability of maintaining the present District and Sessions Court at Campbellpur ?"

The Hon'ble Mr. Barron replied : -

" A suggestion more or less on the lines indicated in the question, has been made to Government by the Hon'ble Judges of the Chief Court. The object in view is to endeavour to equalise the volume of work arising in the twenty-one District and Sessions Divisions constituted in July 1914. Government, before passing orders, will give full consideration to the arguments for maintaining the existing District and Sessions Court at Campbellpur."

The Hon'ble Malik Muhammad Amin Khan asked : -

Distribution
of land by
way of re-
ward among
members of
the Punjab
Police and
Criminal In-
vestigation
Department.

3. " Will Government be pleased to consider the desirability of distributing land by way of reward, as in the case of the military, among those members of the Punjab Police and Criminal Investigation Department who in the present juncture have beyond doubt rendered the most signal and valuable services in stemming the tide of internal disaffection and disorder, and who at considerable personal sacrifice succeeded in unearthing the nefarious political conspiracies and plots that were being hatched by the enemies of this country as well as of the Government ?"

[Mr. Craik; Raizada Bhagat Ram; Mr. Godley.]

The Hon'ble Mr. Craik replied :—

" Government fully appreciates the valuable character of the services rendered by the officials referred to, but it is a standing rule that grants of land are admissible only to Government officers for exceptional and distinguished services when they are on the verge of retirement. The Hon'ble Member will no doubt admit that this rule is a very salutary one, and Government is not prepared to depart from it. There are other methods of rewarding official services, which are free from objection, and Government is not slow to bestow reward when reward is due."

The Hon'ble Raizada Bhagat Ram asked :—

1. "Would the Government be pleased to state—

(a) What sum out of the amount allotted under the head "Education" last year has been spent on female education? Sums spent on Female Education.

(b) What ratio that amount bears to the whole amount spent on Education?"

The Hon'ble Mr. Godley replied :—

"The Hon'ble Member is presumably referring to expenditure in the financial year 1914-15.

"The total direct expenditure in that year from Provincial Revenues on institutions for general education and training institutions for teachers was Rs. 10,41,873, of which sum Rs. 1,92,875 were spent on institutions intended exclusively for female pupils, as distinct from those which they rarely attend, such as the Training College. The proportion spent on female education in this case is nearly one-fifth of the total. If special or technical institutions such as the Schools of Art and Engineering, the Reformatory School, &c, are added, the proportion of the total provincial expenditure is about 17 per cent. In the case of what is called indirect expenditure, i.e., expenditure on direction, inspection, &c, and in that of grants to local bodies for Vernacular Schools, the precise amount spent on female education cannot be determined."

The Hon'ble Raizada Bhagat Ram asked :—

2. "Will the Government be pleased to state the number of Girls' Schools maintained in the Province? Number of Girls' schools.

(a) from the Provincial funds.

(b) by district and municipal boards?"

The Hon'ble Mr. Godley replied :—

"Three Girls' Schools (of which one is for European children) are maintained from Provincial Revenues, and 572 from local funds. The Hon'ble Member will find all such statistics given in the Annual Reports on Education in the Province."

[*Raizada Bhagat Ram ; Mr. Godley.*]

The H n'ble Raizada Bhagat Ram asked :—

Studies
schools
girls. in
for

6. "Is the Government aware that the majority of Private Schools for Girls have curriculum of studies different from that prescribed in Government Schools for Girls. Does the Government not consider it desirable to appoint a committee of officials and non-officials to settle what course of studies is suited for the girls?"

The Hon'ble Mr. Godley replied :—

"The Education Code contains a specimen curriculum of studies for Girls' Schools, which was drawn up a short time ago in consultation with school managers and others, and is largely followed, although variations are permissible with the approval of the Chief Inspectress. Government does not think it advisable to insist on a uniform course of studies being adopted in all Girls' Schools."

The Hon'ble Raizada Bhagat Ram asked :—

Grants to
wards Female
Education.

7. "Will the Government be pleased to state whether in view of the backward condition of education among females, and the earnest desire evinced by the people for education of girls, the Government will—

- (a) make a special grant towards female education,
- (b) relax the rigidity of the grant-in-aid rules, particularly for grants made for building purposes,
- (c) start an adequate number of schools for the training of lady teachers?"

The Hon'ble Mr. Godley replied :—

"The Hon'ble Member possibly does not realise that it would be of little use to allocate a grant for female education without deciding on the particular objects to which the money could be profitably devoted. As it is, the expenditure on female education in all its branches is yearly increasing. Thus, to take the case of schools for general education, the direct expenditure from provincial and local funds on girls' schools rose from Rs. 2,57,741 in 1909-10 to Rs. 4,54,350 in 1914-15, or by nearly two lakhs; and this is only one instance. The rules under which maintenance grants are awarded have been made more liberal, and are interpreted by the inspectresses with a due regard to the needs of the schools. Numerous grants have been sanctioned in recent years on lenient conditions for the erection of better buildings for girls' schools in different parts of the province. The number of schools or classes for the training of Indian women teachers has increased in five years from one to nine, and the students in them from 16 to 176. In the Lahore Normal School for Women there are at the present time 106 students. It is proposed to add to the number of training classes as competent teachers become available; the question is not so much one of funds as of personnel."

[*Raizada Bhagat Ram ; Mr. Godley ; Mr. Craik*]

The Hon'ble Raizada Bhagat Ram asked : -

8. "In view of the serious difficulty for managers of private schools and colleges in acquiring sites for building purposes and for play grounds, will the Government be pleased to take steps to help such institutions in acquiring sites needed for them and if necessary to get Act-I of 1894 amended to cover such cases?"

Difficulty in obtaining sites for private schools.

The Hon'ble Mr. Godley replied :—

"This question was brought up at the Punjab Sanitary Conference held in 1913, and a resolution was adopted recommending that schools under private management should be given the benefit of the Land Acquisition Act in the purchase of sites and play grounds. Government, however, decided that the case was not strong enough to justify a reference being made to the Government of India on the point with a view to an amendment of the Act, as difficulties about acquisition could usually be overcome with the aid of a grant for the purpose."

The Hon'ble Raizada Bhagat Ram asked :—

9. "Will the Government be pleased to state the number of panchayats established under Act 6 of 1912 (The Punjab Panchayat Act), the number of cases heard by the panchayats in each district, and whether the working of the Act has been satisfactory, and if not, why?"

Working of the Punjab Panchayat Act.

The Hon'ble Mr. Craik replied :—

"Thirty-one panchayats have been established in 10 districts under Act 6 of 1912. A statement of the number of cases heard in each district is laid on the table. The figures show that except in Karnal, Gurdaspur and Lyallpur the panchayats are but little resorted to. In several districts, including that in which the Hon'ble Member resides, it is reported that there is a good deal of opposition to these tribunals on the part of pleaders and petition-writers. Certain suggestions for the improvement of the Act are now under the consideration of Government, but as the Act has only been in actual operation for a little more than a year it is unlikely that any changes will be made till further experience has been gained.

As resort to the panchayats is entirely voluntary, the success of these tribunals must depend upon the attitude adopted by the people and on the efforts made by the officials and others to whom they look for advice and guidance to explain the advantages of the system. There is some reason for believing that pre-occupation with more pressing duties since the outbreak of the war has been responsible for the small results hitherto attained."

[Raizada Bhagat Ram.]

SEE ANSWER TO QUESTION 2.

No.	District.	No. of Panchayats.	No. of cases.	REMARKS.
1	Karnal	4	286*	Cases put in :— 8 decided. 11 pending. 8 defendants did not agree to the suits being sent to Panchayat. 22 compromised. 227 parties did not appear in tahsils. 10 pending in tahsils. <u>*286</u>
2	Ambala	5	24	Cases disposed of.
3	Jullundur	4	6	Cases referred to.
4	Hoshiarpur	4	Nil.	
5	Sialkot	1	2	Cases dealt with.
6	Gurdaspur	2	796†	363 cases decided. 181 dismissed on account of non appearance of parties. 252 pending. <u>†796</u>
7	Attock	1	Nil.	
8	Mianwali	1	Nil.	
9	Multan	5	Figures not available.	
10	Lyallpur	4	707‡	310 decided. 397 dismissed. <u>‡707</u>
	Total	31		

The Hon'ble Raizada Bhagat Ram asked :—

Income-tax on
keepers of
Satta Gam-
bling houses.

10. "Will the Government be pleased to give information as to the amount of income-tax levied during the current year on the keepers of Satta Gambling houses in the towns of the Punjab?"

[Mr. Fagan ; Raizada Bhagat Ram ; Mr. Craik]

The Hon'ble Mr. Fagan replied :—

"Government has no information for the Province as a whole. The amounts assessed on the various classes of assesses are to be found in return No. VIII appended to the Income-tax Report, but Government is unable to say to what extent the source of income referred to has been included in any of the classes therein specified. The Officer on Special Duty for the revision of the income-tax assessments in Jullundur City and Cantonment, where this form of gambling is believed to be particularly prevalent, has stated in his report that Rs. 5,208-5-4 were levied by the Collector on three big Satta Gambling houses".

The Hon'ble Raizada Bhagat Ram asked :—

11. "Is the Government aware that there is a general feeling against *satta* gambling which is extensively prevalent in some towns of the Punjab?" Satta gambling.

The Hon'ble Mr. Craik replied :—

"Government is well aware that respectable opinion in the Province condemns the practice of *satta* gambling which prevails in certain towns. The question of legislation designed to check this evil is now under the consideration of Government."

The Hon'ble Raizada Bhagat Ram asked :—

12. "Will the Government be pleased to state what steps the Government propose to take to check this evil in view of the fact that *satta* gambling is not covered by the provisions of the Gambling Act and the Indian Penal Code?" Measures to check *satta* gambling evil.

The Hon'ble Mr. Craik replied :—

"Certain forms of *satta* gambling come within the scope of section 294-A, Indian Penal Code, and Government has recently under section 196, Criminal Procedure Code, authorized all District Magistrates to prosecute in suitable cases. A few months ago the District Magistrate of Amritsar, where gambling had been very prevalent, reported that as the result of the wide publication of these orders, the nuisance had entirely ceased."

The Hon'ble Raizada Bhagat Ram asked :—

13. "Has the Government received any representation from the Sahukars' Association, Gurdaspur, against the provisions of the Provincial Insolvency Act? Will the Government be pleased to place the figures on the table showing the number of insolvency petitions filed under the said Act during the last two years in the courts of the Punjab and the amount of debts covered by such petitions, the number of petitioners adjudicated insolvents and the amount of debts covered by such accepted petitions?" Representation of the Sahukars' Association, Gurdaspur, regarding the Provincial Insolvency Act.

The Hon'ble Mr. Craik replied :—

"The answer to the first part of the question is in the negative. In regard to the second part of the question, full information is obtainable from Statement No. VII appended to the annual reports on the Administration of Civil Justice, copies of which are circulated to Hon'ble Members."

[*Rai Bahadur Ram Saran Das ; Mr. Barron.*]

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Grant of
status of Re-
gulation Pro-
vince to the
Punjab.

14. "In view of the unanimous and continued desire of all communities in the Punjab for administrative advancement will Government be pleased to say whether they propose to recommend that the Punjab may be granted the status of a Regulation Province?"

The Hon'ble Mr. Barron replied :—

"A very brief reply could be given to this question by referring the Hon'ble Member to the Government of India Act, 1915, which came into operation on the 1st January of this year. A perusal of the Act would have shown him that except in one particular, to which I shall refer presently, it contains nothing to differentiate between the Regulation and Non-Regulation Provinces. The distinction was indeed described as long ago as 1887 by the Public Service Commission presided over by Sir Charles Aitchison in paragraph 76 of their Report, as being, in regard to the administration and the administrative machinery, mainly a historical distinction, and Sir Courtenay Ilbert, writing in 1898 in his book 'The Government of India', pointed out (page 135 of the Second Edition) that the old distinction between Regulation and Non-Regulation Provinces had become obsolete, though traces of it remained in the nomenclature of the staff, and in the qualifications for administrative posts. But traditions die hard, and the question itself shows a misconception about the status of a Regulation Province, which is, I understand, somewhat general. The Council will therefore perhaps bear with me if I endeavour to explain what the distinction originally was.

"The word 'Regulation' carries us back to the period prior to the coming into operation of the Government of India Act of 1833 which for the first time gave the Governor-General in Council the power to make laws to be known as Acts. Before this enactment the Governor-General and Council of the Presidency of Fort William in Bengal, and the Governors and Councils of the Presidencies of Fort St. George in Madras and of Bombay had possessed under the Regulating Act of 1773, and the subsequent amending and Charter Acts, the power of making rules, ordinances and regulations for their respective Presidencies. It is interesting to note that in Bengal 675 regulations were passed between the years 1793 and 1834, both inclusive. But up to this period the only enacted laws in force were the Acts passed by Parliament and extended expressly or by implication to British India.

"When the East India Company proceeded to acquire new territories the proper mode of legislating for them was for some time in doubt. In Benares and the territories afterwards known as the North-Western Provinces the laws and regulations in force in the older provinces, or as they were called in 1773 'Kingdoms' of Bengal, Bihar and Orissa were extended. But at later annexations, including that of the Punjab, the view taken was that the Governor-General in Council had power to make laws for the new territories, not in accordance with the forms prescribed by the Charter Acts of 1833 and 1853 for legislation, but by executive orders, corresponding to the Orders in Council made by the Crown for what are called Crown Colonies. Provinces in which this power was exercised were called 'Non-Regulation Provinces' to distinguish them from the "Regulation Provinces" governed by regulations formally made under the Charter Acts. Subsequently in order to remove any doubts as to the validity of the laws passed under this power or assumed power, Section 25 of the India Councils Act of 1861 enacted that no rule, law or regulation made by the Governor-General and certain other authorities before the passing of that Act, in respect of the territories known from time to time as the 'Non-Regulation Provinces' should be deemed invalid by reason of not having been made in conformity with the provisions of the Charter Acts of 1833 and 1853.

[*Rai Bahadur Ram Saran Das ; Mr. Godley.*]

"This then is briefly the origin of the distinction which, as I have said, has long been obsolete. The corresponding distinction in modern practice is between the regions which are under ordinary law, and the more backward regions known now as scheduled districts which are under regulations made in the exercise of the summary powers conferred by the Government of India Act of 1870 which restored for the less advanced parts of British India the power of legislation by executive order which had been taken away by the India Councils Act of 1861.

"An examination of the Government of India Act of 1915 will show that there is in it only one reference to 'the provinces which were known in the year 1861 as Regulation Provinces.' That occurs in the Third Schedule which enumerates a number of administrative, judicial and magisterial appointments in those provinces which are reserved by section 98 of the Act as offices to be filled exclusively, subject to the provisions of section 99, from among members of the Indian Civil Service. If Part II of this schedule or its predecessor, the schedule to the Indian Civil Service Act of 1861, had been in force in this Province the Punjab Commission would have been deprived of the services of the able body of officers recruited to its ranks from the Indian Army and the Uncovenanted Civil Service. Even this mark of distinction is gradually disappearing for, as Hon'ble Members are aware, recruitment for the Commission from the Indian Staff Corps ceased in 1902 after the separation of the North-West Frontier Province, and now the Punjab is on the same footing as the Regulation Provinces as regards recruitment for the posts open to the Indian Civil Service as well as regards its system of administration. The removal from their appointments of the remaining representatives of the Indian Army in the Commission would, as far as I can understand, be the only legislative result of the change of status advocated by the Hon'ble Member. This I doubt whether he fully realised, but from the survey above given it will be clear that the Punjab now labours under no administrative disadvantage from the fact that it was 55 years ago and within 12 years of its annexation classed as a 'Non-Regulation Provinces.'

"No recommendation this Government could make would however alter the historical fact that in 1861, at the time of the passing of the Indian Civil Service, and Indian Councils Act (24 and 25 Vict., Chapters 54 and 67), the Punjab was not known as a Regulation Province. The question must, therefore, be answered in the negative."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

15. "Has the attention of the Punjab Government been drawn to the Circular recently issued by certain Inspectors of Schools prohibiting the admission of boys over 20 years of age in all schools of the Province ?

Admission of boys over 20 years of age to schools.

"Does this Circular keep out a large proportion of deserving young men ?"

The Hon'ble Mr. Godley replied :—

"The Hon'ble Member is apparently referring to Article 227 in the Education Code, which authorises the superannuation of youths whose age exceeds 20, unless there are special reasons for allowing them to remain at school. It is added that the rule should not be applied so as to cause hardship to deserving pupils whose school education has been unavoidably retarded. There is no reason to believe that this rule has the effect suggested in the Hon'ble Member's question."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

16. "Will the Government be pleased to say whether they contemplate an enlargement of the Senate of the Punjab University by instituting especially a Faculty of Commerce and a Faculty of Agriculture in order to

Proposal to institute a Faculty of Commerce and Agriculture.

[*Mr. Godley ; Rai Bahadur Ram Saran Das ; Mr. Lumsden.*]

bring the Punjab University on a level with the other Universities of the land? In view of the Convocation speech of the Vice-Chancellor of the Punjab University what steps do Government propose to take to systematize and encourage commercial education in the Punjab?"

The Hon'ble Mr. Godley replied :—

"The question of constituting new Faculties is one for the Senate of the University to deal with under Sections 14 and 25 of the Universities Act of 1904. The supposition that other Indian Universities have Faculties of Commerce and Agriculture is erroneous: the University of Allahabad has a Faculty of Commerce, the other Universities neither. The possibility of developing local arrangements for commercial education has been engaging attention for many years, and experiments have been tried with varying success. Information in detail will be found in the annual education reports."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Introduction of agricultural, commercial and industrial subjects by the Education Department.

17. "Will the Government kindly state whether the Punjab Education Department is considering the advisability of introducing into the Secondary Schools Agricultural, Commercial or Industrial subjects as elective compulsory subjects?"

The Hon'ble Mr. Godley replied :—

"No proposal has been put forward for making the special subjects referred to by the Hon'ble Member compulsory in schools for general education. They can only be taught where there is provision for teaching them effectively."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Introduction of elective system in certain municipalities.

18. "The last Municipal Administration Report shows that there are in the Province 30 municipalities where the elective system is not yet introduced. Will the Government be pleased to state what steps they have taken to find out whether in these towns local feeling in favour of election exists? Will the Government kindly state if the right of election is to be reintroduced in Bhiwani and introduced in the new town of Dera Ghazi Khan?"

The Hon'ble Mr. Lumsden replied :—

"No special steps have been taken by Government to ascertain whether in the municipalities referred to any local feeling in favour of election exists nor does Government consider that any action of the kind is required in view of its expressed readiness to consider any proposals submitted. At Hissar the reintroduction of the elective system has recently been sanctioned."

"A further report in connection with the restoration of the right of election in the case of Bhiwani is awaited. As regards Dera Ghazi Khan Government have decided after full consideration that the elective system, which has never been in force trans-Indus, could not in the public interest be advantageously introduced at the present time."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Municipalities and notified area committees in the Punjab in 1901 and at the present time.

19. "What was the total number of municipalities in the Punjab in 1901 and what is the number now? What was the number of notified area committees in 1901 and what is it now? Will the Government be pleased to enlighten this Council with the circumstances which led to an increase in the number of notified area committees? How many municipalities were converted into notified area committees during the same period and for what principal reasons common to each case?"

[Mr. Lumsden ; Rai Bahadur Ram Saran Das ; Mr. Barron.]

The Hon'ble Mr. Lumsden replied :—

"In 1901 there were inclusive of Delhi, 137 municipalities and 46 notified areas in the Province. The respective figures at the present time are 100 and 98

"Since 1901, 32 new notified areas, mainly market towns in the colonies, have been constituted, while 14, including two transferred to the Delhi Province, have been removed from the list.

"During the period in question 34 municipalities have been converted into notified areas. These were mostly towns of small size and importance to the conditions of which the elaborate administrative machinery of a municipality was hardly suited. In the few remaining cases the alteration was due to persistent inefficiency or the virulence of faction feeling."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

20. "Will the Government be pleased to say which districts of the Province having municipalities do not yet participate in Council elections and what steps have Government taken or proposed to take to enable at least one municipality in each district to vote for Council elections? Is the franchise entitling municipalities to vote for Council elections the same in this Province as it is in other major Provinces of India."

Municipalities having right of voting at Council elections.

The Hon'ble Mr. Barron replied :—

"The districts in which no municipalities have the right of voting at Council elections are Kangra, Attock, Mianwali, Montgomery and Muzaffargarh. The municipalities in these districts are small, and Government does not propose to extend the franchise to any of them at present. The District Boards of these districts however share the right of electing representatives to this Council with the other District Boards in the Province.

The regulations regarding the qualifications of municipal electorates vary in all the Provinces in India."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

21. "In order to push on sanitary reform will the Government kindly consider the desirability of giving to the Sanitary Board some initiative also in the framing of Sanitary Schemes?"

Grant of initiative to Sanitary Board in framing sanitary schemes.

The Hon'ble Mr. Lumsden replied :—

"Under the existing rules, a copy of which is put on the table, the Sanitary Board already possesses the widest powers of initiative in respect of sanitary schemes and it is not understood what further action the Hon'ble Member considers desirable."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

22. (a) "Are Government aware that village *sahukars* are of late being mulcted of large sums of money by agriculturists who in spite of owning valuable and extensive lands, are declared insolvents under the Insolvency Act by courts of law?"

Extension of payment by dishonest debtors of their debts.

(b) Is it a fact that debts due to Agricultural Co-operative Banks are given preference of payment by Insolvency Courts, and that the *sahukar* is deprived of all save a pittance of his dues in ordinary cases and of all his outstandings in case of debtor agriculturist's death?

(c) Will Government please inform this Council whether they have received any representations, private and official, giving concrete instances of such hardships and frauds, and, if so, what action have Government taken thereon?"

[*Mr. Craik ; Rai Bahadur Ram Saran Das ; Colonel Hendley.*]

The Hon'ble Mr. Craik replied :—

"Government is aware that the Provincial Insolvency Act is in certain cases used by dishonest debtors to evade payment of their just debts. The question of amending the Act has recently been the subject of correspondence between the Punjab Government and the Government of India. Government has received many communications from judicial officers and official receivers pointing out defects in the Act.

"Under sections 19—21 of the Co-operative Societies Act, 1912, a registered society is given priority over other creditors in enforcing its claims against members or past members of the society."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Introduction
of jury system
of trial of
Indians in the
Punjab.

23. "Will Government be pleased to say if there is any town or district in the Punjab where the jury system of trial for Indian accused has been established? If in none will Government state if it is proposed to introduce this system in the important towns and districts at least?"

The Hon'ble Mr. Craik replied :—

"The reference in the question is apparently to section 269, Criminal Procedure Code. No order under that section has hitherto been made by the Government of the Punjab. In this Province an Indian is only tried by a jury (a) if committed to trial before the Chief Court (*vide* section 267) or (b) if accused before a District Magistrate or committed to trial before a court of Sessions jointly with an European British subject, who claims a jury, and if such Indian does not claim to be tried separately (*vide* section 452). Government see no good reason for introducing the jury system for Indian accused in any part of the Province at present. This is also the view of the Hon'ble Judges of the Chief Court."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Itinerating
Sub-Assistant
Surgeons in
malaria stricken
places.

24. "Is the practice in certain other provinces of sending out Sub-Assistant Surgeons and other medical men for the relief of villages where malaria was considered most to prevail observed in this Province, and if not, will Government be pleased to say whether they propose, to adopt it for the benefit of Malaria stricken places in the Punjab?"

The Hon'ble Colonel Hendley replied :—

"The Local Government has provided 32 pairs of fully equipped medical panniers kept stocked ready for immediate use at the headquarters stations of all Divisions, and on an outbreak of Malaria in epidemic form in any particular district, the Civil Surgeon applies to the headquarters of his Division for a pair and on receipt he sends a Sub-Assistant Surgeon with them who tours from village to village administering quinine and affording medical aid generally as he goes along.

In the districts of Hissar, Karnal, Hoshiarpur, Lyallpur, Montgomery and Multan, the District Boards have established permanent itinerating dispensaries and the recurring and other charges are all met from District Board Funds."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Sir J. B.
Lyall's report
on Land Revenue
Settlement in
Kangra
Forests.

25. "Will Government be pleased to lay on the Council table the précis of correspondence on the subject of Kangra District forests drawn up by Sir J. B. Lyall and mentioned in the note to paragraph 29 of his report on Land Revenue Settlement in the Kangra Forest? Will Government be pleased also to lay on the table all correspondence referred to in paragraph 191 (and in the note thereunder) of his report alluded to above?"

[*Mr. Craik ; Rai Bahadur Ram Saran Das ; Mr. Diack.*]

The Hon'ble Mr. Craik replied :—

" A copy* of the précis referred to in the first part of the question is laid on the table.

" For the correspondence referred to in the second part of the question a careful search has been made, but the only letter that can be found is Punjab Government letter No. 347, dated 6th June 1867, a copy of which is laid on the table."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

26. " Will the Government kindly state the circumstances under which almost all classes of agricultural cattle have decreased in the districts of Kangra, Hoshiarpur, Jhelum and Rawalpindi during the years 1909 to 1914 ? Will the Government kindly state the circumstances which have led to the decrease of cows in the districts of Lyallpur, Lahore and Sialkot during the same period ? What is the average number of cattle yearly exported from the Punjab ? In view of the decrease in the cattle population do Government propose to prohibit cattle export ?" Alleged decrease of cattle in certain districts of the Punjab.

The Hon'ble Mr. Diack replied :—

" In all the districts named in the Hon'ble Member's question there has been a large increase during the quinquennium in cow buffaloes and a decrease in male buffaloes. Plough cattle have increased considerably in every district except Kangra and cows have decreased except in Lahore. The head of young stock has increased in Hoshiarpur, but has fallen in Kangra, Jhelum and Rawalpindi. In Kangra the decrease has not been serious. Rawalpindi and Jhelum were hard hit by the fodder scarcity of 1911 and 1912, but are still in a more favourable position than at the enumeration preceding that with which the Hon'ble Member suggests a comparison. The diminution in the number of cows in Lyallpur is due partly to the increasing attention which the old pastoral tribes of the district now pay to agriculture and partly to the very great rise in the number of cow buffaloes encouraged by the higher price of ghi and the suitability of stall feeding in a canal irrigated district. The decrease in cows in Sialkot is trifling and there has been a very large increase in Lahore. Statistics showing the average annual export of cattle from the province are not available, but the cattle population increased during the quinquennium preceding the last enumeration in 1914 under every head except 'male buffaloes.'

" Government does not propose to prohibit export."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

27. " Is the Government aware that sheep have decreased in the Jullundur, Ambala and Rawalpindi divisions during the years 1909 to 1914 ? Will the Government kindly state whether in the Jullundur Division this decrease is due to the enhancement of rates on *Gaddis'* flocks ? Will they also be pleased to explain the causes in other divisions mentioned ?" Decrease of sheep in certain districts in the Punjab.

The Hon'ble Mr. Diack replied :—

" Between 1909 and 1914 the number of sheep decreased in the Jullundur and Rawalpindi divisions, but increased in the Ambala Division. The decrease in the Jullundur Division took place in the Hoshiarpur, Ferozepore and Kangra districts. Fluctuations in this and other divisions were due chiefly to the amount of grazing available, and in several districts, particularly Rawalpindi, Attock and Shahpur, the quinquennium, which included seasons of poor grazing like kharif 1912 and rabi 1913, was unfavourable to graziers. In Kangra there was a very large increase in the quinquennium ending 1909 and the decrease in the following quinquennium was only a partial set-back

[*Rai Bahadur Bakhshi Sohan Lal ; Mr. Lumsden ; Mr. Godley.*]

due, it is believed, to disease. In Hoshiarpur restrictions on browsing on the area in the Siwaliks which is being regenerated by reafforestation have caused a reduction in the stock of sheep and goats. The enhancement of rates on *Gaddis'* flocks does not appear as yet to have had any effect on the numbers."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

Educational
expenditure
of the district
boards.

28. "With reference to the remarks of District and Divisional Officers quoted in the review of the District Board Report for the year 1914-15 regarding the educational expenditure of the district boards, is Government aware that in comparison with other major provinces in India the percent age of income from fees in Board Schools to the total revenue of district boards is the largest, and will the Government in view of this fact be pleased to direct that the boards might expend up to 33 percent. of their total receipts on education ?"

The Hon'ble Mr. Lumsden replied :—

"Government is aware of the fact mentioned in the first part of the question put by the Hon'ble Member. A minimum standard of expenditure on education by district boards was formerly fixed but was abolished in 1903 as it was found impossible in practice to insist on full compliance with directions which from their very nature could make no allowance for the varying conditions of different districts. Government is therefore not disposed to revive a system which has proved unworkable in the past and which would involve an interference with the discretion of district boards entirely at variance with the policy of Government. As a matter of fact the present percentage of expenditure by district boards in the Punjab on education compares most favourably with the figures of most other provinces in India."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

Spread
of
industrial edu-
cation.

29. "Will the Government be pleased to state what progress has been made since the publication of Mr. Hamilton's note in the direction of spreading industrial education in the Province and diverting public attention from a purely literary to technical education ; what inducements or encouragements have been held out to young men to attract them to technical schools ; and what proportion of the students, successful in the Matriculation Examination in each of the last five years, have been attracted to the Technical Schools ?"

The Hon'ble Mr. Godley replied :—

"The Hon'ble Member will find accounts of the progress of technical education in the Province during recent years given in the annual education reports, and I shall be glad to supply him with any additional information which he may require. A number of scholarships and stipends are provided for students entering the various technical and industrial institutions. I regret that no statistics are obtainable showing the number of students who have joined technical institutions each year after passing the Matriculation Examination, but the figures of attendance for the year in several unjab technical institutions are given in detail in the annual education reports."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

Senior and
junior vernacu-
lar teachers.

30. "Will the Government be pleased to state if it is correct that according to Educational Code and Departmental orders a Junior Vernacular teacher has to pass a higher examination in order to qualify himself for a post of Senior Vernacular Teacher, but the salaries and prospects of teachers in these two branches of the service are the same, *viz.*, rising from Rs. 20 to Rs. 30 per mensem ?"

[Mr. Godley ; Rai Bahadur Bakhshi Sohan Lal ; Mr. Lumsden.]

"If so, is there any proposal for consideration before the Government to increase the salary of the Senior Vernacular teacher so as to distinguish his status from that of Junior Vernacular teacher as regards emoluments ?"

The Hon'ble Mr. Godley replied :—

"The statement that a teacher holding a Junior Vernacular certificate obtains a Senior Vernacular certificate by passing a higher examination is correct. Teachers holding either of these certificates are eligible for employment in Government, board or private schools, at rates of pay which differ according to circumstances. The practice in Government schools is to engage vernacular teachers holding senior certificates, if candidates are available, and the rate of pay offered is as stated in the question. No difficulty has hitherto been experienced in filling such posts. In board schools the minimum rates of pay are Rs. 15 per mensem for a head teacher and Rs. 12 for an assistant, but the actual rates of payment vary, and there is no proposal to enforce uniformity in this respect, or to fix rates according to the examination passed."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

31. "Will the Government be pleased to state how far sanitation and hygiene are taught as compulsory subjects for public examinations in rural and urban schools as well as in Training Colleges and Normal Schools ?" Teaching of hygiene and sanitation.

The Hon'ble Mr. Godley replied :—

"Sanitation and hygiene are taught in the Punjab schools through the medium of text books, details of which will be found in the Education Code and the University calendar. In the Training College and Normal Schools courses of lectures on the subject, delivered by medical officers, have recently been instituted."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

32. "Have the recommendations of Government to Heads of Departments to purchase for official use articles of local manufactures duly approved and commended resulted in any benefit in the majority of cases to the local manufacturers ; and will the Government be pleased to order the purchase of such approved articles of indigenous manufactures by the store department every year and direct their issue to Heads of Departments along with other stores, European or Indian ?" Purchase of articles of local manufacture for official use.

The Hon'ble Mr. Lumsden replied :—

"Government is unable to say what benefit has been obtained by local manufacturers from the purchase for official use of the articles which they produce : it is to be presumed that they secure their ordinary trade profit. The first rule of the general rules for the supply of articles for the public service lays down that all articles which are produced in India in the form of raw material, or are manufactured in India from materials produced in India, should by preference be purchased locally provided that the quality is sufficiently good for the purpose and the price not unfavourable, while subject to certain conditions, preference is also given to articles manufactured in India from imported materials. The Lieutenant Governor does not consider any addition necessary to these very definite instructions for Government has no reason to believe that they are not given effect to by Heads of Departments."

2. "It is not understood to what Stores Department the Hon'ble Member refers. The Stores Department is under the control of the India Office, and exists for the purpose of supplying articles which must be obtained from Europe."

[*Rai Bahadur Bakhshi Sohan Lal ; Mr. Diack ; Mr. Fagan.*]

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

Kangra Forest Settlement made by Mr. Anderson.

33. " With reference to my question No. 32 in the Council of 25th September 1915 and the reply of the Hon'ble Mr. Diack, will the Government be pleased to state the period fixed for the continuation of the Kangra Forest Settlement made by Mr. Alexander Anderson ? "

The Hon'ble Mr. Diack replied :—

" No period has been fixed by Government for the continuance of the Kangra Forest Settlement made by Mr. Alexander Anderson, nor does the Indian Forest Act contemplate a period being fixed. A forest settlement is a necessary preliminary to a forest being declared reserved under Chapter II or protected under Chapter IV, and once the forest has been notified is not ordinarily liable to revision. "

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

Travelling allowance of Tahsildars.

34. " Will the Government be pleased to state—

(a) whether it is correct or not that the Tahsildars are allowed only one rupee per diem as travelling allowance unlike the other officers of equal rank who are allowed Rs. 3 per diem ;

(b) whether having regard to the recent orders requiring the Tahsildars to pay from their own pocket for the carriage of their private luggage according to the Civil Service Regulations, will the Government be pleased to state if there is any proposal to allow the Tahsildars travelling allowance according to the scale which is prescribed by Civil Service Regulations for the officers of equal status with Tahsildars instead of Re. 1 per diem ? "

The Hon'ble Mr. Fagan replied :—

" (a) It is correct that Tahsildars are allowed Re. 1 per diem travelling allowance. In this connection the Hon'ble Member is referred to the answers given to the Hon'ble Malik Muhammad Amin Khan at the Council meeting on the 19th September 1913 and to the Hon'ble Rai Bahadur Hari Chand on the 20th December 1913.

(b) Tahsildars like other touring officers are required to pay for the carriage of their private luggage although unlike the generality of officers they are allowed free carriage for their tents. There is nothing new in this, and Government is not aware to what ' recent orders ' the Hon'ble Member alludes. There is no proposal before Government to alter the travelling allowance admissible to Tahsildars. "

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

Number of villages in which country spirits are sold : proposal for reduction of number of liquor shops in them.

35. " Will the Government be pleased to lay on the table for the information of Council a statement showing the number of villages in each district in which country spirits are sold, and is there any proposal before the Government to reduce in villages the number of shops for sale of liquor ? "

The Hon'ble Mr. Fagan replied :—

" The number of villages in each district in which country spirits are sold is shown in the statement laid on the table. Out of 3,000 villages in the Province there are liquor shops in only 500. There is no special proposal before Government for reducing in villages the number of shops for the sale of liquor, but reductions are made from time to time wherever feasible. The most recent expression of the policy of Government in the matter is contained in paragraph 5, sub-clause 3, of the Government Review of the Excise Report for 1914-15.

[*Rai Bahadur Bakhshi Sohan Lal.*]

(See ANSWER TO QUESTION NO. 35.)

Numbers of villages in each district of the Punjab in which country spirits are sold.

Division.	District.	No. of villages.
Ambala	Hissar	6
	Rohtak	3
	Gurgaon	4
	Karnal	10
	Ambala	34
	Simla ... ..	...
	Total	57
Jullundur	Kangra	41
	Hoshiarpur	22
	Jullundur	37
	Ludhiana	30
	Ferozepore	18
	Total	178
Lahore	Lahore	35
	Amritsar	39
	Gurdaspur	26
	Sialkot	24
	Gujranwala	36
	Total	160
Rawalpindi	Gujrat	5
	Shahpur	2
	Jhelum	8
	Rawalpindi	14
	Attock	8
	Mianwali	3
	Total	40
Multan	Montgomery	12
	Lyallpur	23
	Jhang	8
	Multan	6
	Muzaffargarh	9
	Dera Ghazi Khan	9
	Total	67
GRAND TOTAL		592

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

36. " Will the Government be pleased to state whether it is correct —

- (a) that at settlement, village abadi lands are outlined by *lal lakir* in the map of the village and are also given a khata and khara numbering :
- (b) that in the *lal lakir* map of the village abadi no internal boundary marks indicating the common open grounds, paths, roads, dharmshalas, and other places of public use are given in the revenue or settlement records ? "

Lal lakir
outlines of the
village abadi
lands. Noting
of the above
in the re-
venue or set-
tlement re-
cords.

[Mr. Diack ; Rai Bahadur Bakhshi Sohan Lal ; Mr. Craik.]

The Hon'ble Mr. Diack replied :—

"The practice is correctly stated in parts (a) and (b) of the question. The Hon'ble Member may refer to paragraph 11, Appendix VII, of Douie's Settlement Manual."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

37. "Will the Government be pleased to state whether there is any proposal for consideration before the Government to adopt the system of *thikri pahra* for guard during night in all the villages of the Province or to adopt any other system for guard in villages in order to prevent commission of offences against property and detect bad characters?"

The Hon'ble Mr. Craik replied :—

"Government does not propose at present to adopt the system of *thikri pahra* for watch and ward throughout the Province. *Thikri pahra* is introduced in particular villages or tracts when local conditions or prevalence of crime or disorder render its application necessary. The system as so worked has proved its value in coping with local and temporary outbreaks of crime."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

38. "Will the Government be pleased to lay on the table for the information of Council a statement showing—

(a) the number of criminal cases of kidnapping and abduction of minor girls in each of the districts of the Punjab during the last five years,

(b) and the proportion of conviction in such cases?"

The Hon'ble Mr. Craik replied :—

"A statement giving the information required by the Hon'ble Member is laid on the table. The statement refers to cases taken up by the police during the period referred to."

Statement showing the number of criminal police cases of kidnapping and abduction of minor girls in the Punjab from 1911-1915.

1	2	3	4
Districts.	Number of criminal cases.	Proportion of convictions in such cases.	REMARKS.
		Per cent.	
Hissar	16	75	
Rohatak	61	32	
Gurgaon	12	58	
Karnal	34	50	
Amlala	56	43	
Simla	9	22	
Hoshiarpur	29	55	
Jalandhar	59	18	
Ludhiana	37	59	
Kangra	20	35	
Ferozepore	36	53	
Lahore	157	38	
Amritsar	63	54	
Gurdaspur	51	41	
Sialkot	49	39	
Gujranwala	100	25	
Montgomery	157	17	
Lyalpur	80	55	
Jhang	32	47	
Multan	32	62.5	
Muzaffargarh	25	76	
Dera Ghazi Khan	14	79	
Gujrat	66	60	
Shahpur	29	65	
Jhelum	30	73	
Rawalpindi	45	69	
Attock	5	80	
Mianwali	24	37.5	
Northern District, Railway	4	75	
Southern District, Railway	7	86	
Total	1,321	43.4	

[*Rai Bahadur Bakhshi Sohan Lal ; Mr. Craik ; Mr. Lumsden ; Mr. Ward.*]

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked:—

39. "Has the attention of the Government been drawn to the widespread evil of Nausar gambling by bad characters who on the road side and in villages and small towns cheat ignorant travellers of their belongings? If so will the Government be pleased to state the measures which it has adopted or intends to adopt for the purpose of stamping out this evil?"

Measures to check the Nausar gambling evil.

The Hon'ble Mr. Craik replied : -

"The attention of Government has not been drawn to this evil and they have no reason to suppose that it is particularly prevalent at present. Nausar gambling is an offence punishable under section 13 of the Gambling Act, III of 1867, and beyond the general application of that Act Government does not consider that any special measures are required."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

40. "Has the attention of the Government been drawn to the resolution on sanitation accepted by Government of India in the meeting of the Imperial Council held on 22nd February 1916, and will the Government be pleased to state whether they propose to set apart a substantial portion of the income from the local cesses for the improvement of sanitation in villages and small towns?"

Sanitation in villages.

The Hon'ble Mr. Lumsden replied :—

"Government has just received a copy of the recent resolution on sanitation accepted by the Government of India. It is not possible at present to give any reply to the latter portion of the Hon'ble Member's question as the matter has not yet come under examination. But the necessary enquiries will now be undertaken."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

41. "Will the Government be pleased to state if it is correct that there is no pacca approach road to the Railway Station Nankana Sahib which is a place of pilgrimage of Sikhs and Hindus and is visited by a very large number of pilgrims and visitors and is in need of metalled roads to connect the Railway Station to the important towns and villages round about for wheeled traffic to convey passengers and for purposes of transport of goods?"

Approach roads to Nankana Sahib railway station.

The Hon'ble Mr. Ward replied :—

"The Deputy Commissioner reports that there is a metalled approach road to Nankana Railway Station, that the District Board have under contemplation metalling the road from Nankana to Manawala, and that no other metalled roads are wanted in this vicinity at present."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

42. "With reference to the observations contained in the Annual Review of the District Board Reports for 1914-15, on the constitution and powers of the District Boards and the devolution of authority to Local Boards or Sub-Committees, will the Government be pleased to state when final orders may be expected on this devolution scheme?"

Powers of the District Boards and devolution of authority to Local Boards.

The Hon'ble Mr. Lumsden replied :—

"The general question referred to by the Hon'ble Member is still under the consideration of the Local Government, and it is not possible at this stage to state when final orders may be expected."

[*Lala Kashi Ram ; Mr. Lumsden ; Mr. Diack.*]

The Hon'ble Lala Kashi Ram asked :—

Introduction
of municipal
elective sys-
tem in Zira
and Moga.

43. "With reference to the statement appearing in the proceedings of His Honour the Lieutenant-Governor of the Punjab in the Boards and Committees Department, No. 787, dated 29th November 1913, to the effect that the elective system has been introduced in Zira and Moga in the Ferozepore District, will Government be pleased to state if the people of Moga submitted to the Government a petition or memorial complaining that the elective system is not in force in that area and praying for its early introduction? Will the Government be pleased to state what action, if any, has so far been taken in the matter?"

"The Hon'ble Mr. Lumsden replied :—

"In the statement referred to by the Hon'ble Member Moga was owing to a regrettable error a misprint for Muktsar, a municipal town in the same district. A petition was received last December from certain residents in the town of Moga, praying for the introduction of the elective system. The petition was forwarded to the Commissioner of the Division for disposal and petitioners were informed accordingly."

The Hon'ble Lala Kashi Ram asked :—

Reason for not
introducing
the elective
system in
Moga.

44. "Will the Government be pleased to state if it is a fact that the elective system has not been introduced in Moga up to now and the reason why?"

The Hon'ble Mr. Lumsden replied :—

"The elective system has not been introduced in Moga. Moga is not a municipality but a notified area, and the elective system does not obtain in any notified area in the Province."

The Hon'ble Lala Kashi Ram asked :—

Commuta-
tion of Upper
Subordinates'
pensions.

45. "Will the Government be pleased to state how many petitions by Upper Subordinates were received for commutation of pensions and how many of these were allowed?"

The Hon'ble Mr. Lumsden replied :—

"Forty-seven applications for commutation of pensions have been received by Government from non-gazetted officers in superior service in the current financial year. In 21 cases commutation of a portion of the pension was sanctioned, and five applications are pending."

The Hon'ble Lala Kashi Ram asked :—

Recruitment
from agricul-
tural tribes.

46. "Will Government be pleased to lay on the table statistics regarding recruitment, showing the number of recruits supplied by each tribe, notified as an agricultural tribe, in the several districts of the Province—

(a) For 10 years before the passing of the Land Alienation Act;

(b) For a similar period after the Act?"

The Hon'ble Mr. Diack replied :—

"The information which the Hon'ble Member requires is not available. The statistics of recruitment are not compiled according to agricultural tribes but according to the broad classes which are recognized by recruiting officers, e.g., (1) Sikhs including Khatri Sikhs; (2) Punjabi Muhammadans; (3) Jats; (4) Rajputs (including those belonging to the United Provinces); and (5) Hindustani Muhammadans.

[*Lala Kashi Ram ; Mr. Diack ; The President.*]

The Hon'ble Lala Kashi Ram asked a supplementary question :—

" Will Government be pleased to have these statistics prepared so as to enable some Hon'ble Member to put forward a resolution before the Council ? "

The Hon'ble Mr. Diack replied :—

" I should like to have notice of that question. "

The Hon'ble Lala Kashi Ram asked :—

" Will the Hon'ble Member accept this as notice or will he require fresh notice ? "

His Honour the President :—

" I think fresh notice should be given. The compilation of statistics requires a good deal of time. "

The Hon'ble Lala Kashi Ram asked :—

47. " Will the Government be pleased to state the total quantity of agricultural land held by Arains and Kambois in this Province —

Agricultural
land held by
Arains and
Kambois.

(a) in June 1901, and

(b) also in June 1915 or such earlier period immediately preceding June 1915 for which statistics are available ?

The Hon'ble Mr. Diack replied :—

" A classification of the land of the province according to the tribe of the owner has never been undertaken. Such a classification is made in each district at settlement, but a provincial return for the whole province such as the Hon'ble Member desires has not been compiled for any year, and figures cannot be given for either 1901 or 1915. "

The Hon'ble Lala Kashi Ram asked :—

48. " Will the Government be pleased to state if it is a fact that in a case decided by the Deputy Commissioner of Ferozepore in May last (Lal Singh, etc., of Sukheki, Tahsil Zira) under the Alienation of Land Act, Punjab, some agriculturists wanted to sell their lands for paying their debts, but members of the agricultural tribes would not pay more than Rs. 9,000 on account of which it was offered to a non-agriculturist, who paid Rs. 16,000 for it ?

Sale of land
by agricul-
turists.

The Hon'ble Mr. Diack replied :—

" Government has no information of the case to which reference is made. "

The Hon'ble Lala Kashi Ram asked a supplementary question :—

" Will Government make enquiries on this point ? "

The Hon'ble Mr. Diack replied :—

" The enquiry is being made. "

The Hon'ble Lala Kashi Ram asked :—

49. " Will Government be pleased to state if it is not a fact that members of agricultural tribes, who are compelled to sell their lands without

Losses on
sales by mem-
bers of agri-
cultural tribes

[*Mr. Diack ; Lala Kashi Ram ; Mr. Craik.*]

getting an opportunity to sell to non-agriculturists, suffer losses and have to part with their lands at low prices ? ”

The Hon'ble Mr. Diack replied :—

“ Government are not aware that vendors, who are members of agricultural tribes, obtain lower prices than they would obtain if permitted to sell to non-agriculturists. In recent reports prepared by Settlement Officers there is no indication that agriculturists offer lower purchase prices than non agriculturists. In the Jullundur and Nakodar tahsils, for instance, the sale prices paid by purchasers, members of agricultural tribes, very largely exceeded the prices paid by those of other tribes, in all circles but one, and there the prices were practically the same.”

The Hon'ble Lala Kashi Ram asked :—

Recruits from
agricultural
tribes.

50. “ Will Government be pleased to state to what tribes of agriculturists, if any, such sales take place, and whether these tribes are supplying recruits for the army in larger numbers than before the passing of the Act? If so, will the Government be pleased to state the number of recruits from these tribes since the commencement of the present war ? ”

The Hon'ble Mr. Diack replied :—

“ The information asked for as to recruiting is not available, as I have already explained, and in any case it would be impossible for Government to enter into the comparisons and detailed enquiries that the question suggests. ”

The Hon'ble Lala Kashi Ram asked :—

Working of
the Alienation
of Land
Act.

51. “ Will Government be pleased to state if they have received any memorial from the *sahukars* of Gurdaspur complaining against the effects of the working of the Alienation of Land Act? If so, will the Government be pleased to lay on the table a copy of the said memorial, and state what action, if any, the Government have taken or propose to take on the said memorial ? ”

The Hon'ble Mr. Diack replied :—

No such memorial appears to have been received.

The Hon'ble Lala Kashi Ram asked :—

Land law
hampering
educational
progress.

52. “ Has the attention of Government been drawn to an article in the *Tribune*, dated 10th May 1913, page 1, headed ‘ How land laws hamper educational progress ? ’ If so, what steps Government has taken to prevent recurrence of such incidents? Has any notification been issued under section 8 (2) Act I of 1913 (Punjab) or intended to be issued in the immediate future declaring lands, required for industrial, educational and commercial purposes exempt from pre-emption laws ? ”

The Hon'ble Mr. Craik replied :—

“ The attention of Government has not hitherto been drawn to the article, which it is observed was published nearly two years ago. Government is always prepared to consider proposals from District Authorities to exempt any land or class of land from the right of pre-emption by a notification under section 8 (2) of Act I of 1913. The only notification hitherto issued under that section is No. 148 of 3rd March 1910, which declared that no right of pre-emption existed in respect of agricultural land and village immovable property within the present or future limits of the Sialkot Municipality.

[*Lala Kashi Ram ; Mr. Craik.*]

In this connection the Hon'ble Member's attention is drawn to the provisions of section 9 of the Act, which are as follows :—

"Notwithstanding anything in this Act, a right of pre-emption shall not exist in respect of any sale made by or to the Government or by or to any local authority or to any Company under the provisions of Part VII of the Land Acquisition Act, 1894, or in respect of any sale sanctioned by the Deputy Commissioner under section 3 (2) of the Punjab Alienation of Land Act, 1901". I also draw the attention of the Hon'ble Member to the press communique of 15th August 1911, which was as follows :—

Press communique.

Dated Lahore, the 15th of August 1911.

In his speech at the Industrial Conference at Lahore in February last it will be remembered that the Hon'ble Mr. Douie remarked as follows :—

"I admit our obligation to see that our land laws do not hamper industrial development. Two new provisions in the Pre-emption Bill are an earnest of the wish of Government to facilitate the acquisition of land for factory sites. When they have become law, and have been reinforced by executive instructions as to the working of section 3 (2) of the Alienation of Land Act, I think no one will have reason to complain that our land legislation, in its practical working acts as a restraint on trade."

By Resolution No. 9 passed at that Conference it was urged that "Government should take early measures to remove the obstacles to the acquisition of sites required for factories and for industrial and commercial purposes caused by the existing provisions of the Pre-emption Act and the Land Alienation Act read with the executive instructions."

Accordingly Deputy Commissioners have now, by Correction Slip No. 65 to the Land Administration Manual, been instructed to permit sales where the object is to purchase land as a site for a workshop or factory or where the land is a building site in close proximity to a town or village site.

As regards the obstacles presented by the Pre-emption Act when the new Pre-emption Bill becomes law, it is hoped that all difficulties connected with pre-emption will disappear, but in the meantime Government is willing on a recommendation being made to them to continue the practice of excluding under section 7 (2) of the Punjab Pre-emption Act, 1905, any particular block of land which may be required for industrial purposes and regarding which a contract of sale will be completed, provided the land is freed from possible claims by pre-emption".

The policy of Government in regard to the subject of this question is unchanged.

The Hon'ble Lala Kashi Ram asked :—

53. "With reference to the suggestion made by Pandit Moti Ram, Pleader, referred to in the Punjab Government communique published in the *Tribune*, dated 19th December 1915, for granting lands to such Hindu sufferers as have been rendered destitute by the recent dacoities in the western districts, of the Punjab, will Government be pleased to state if it proposes to do anything in this direction?"

Grants of land to Hindu sufferers from dacoities in western districts of the Punjab.

The Hon'ble Mr. Craik replied :—

"Government has already, as a special case, sanctioned grants of land, aggregating 20 rectangles (500 acres) on peasant terms for sufferers in Ahmadpur where the losses of property have been most serious, and the Commissioner has appointed a local committee of Hindu gentlemen to investigate cases of deserving applicants and make suitable recommendations for the distribution of this area. No further grants are contemplated."

[*Lala Kashi Ram ; Mr. Craik ; Mr. Godley.*]

The Hon'ble Lala Kashi Ram asked a supplementary question :—

" Will Government be pleased to state whether they accept the principle underlying the grant of compensation to Moslem sufferers in Candy and Colombo riots as embodied in the despatches lately published by the Home Government in the Blue Book C. D. 3167 presented to Parliament in January last ? "

The Hon'ble Mr. Craik replied :—

" I must ask for notice of that question. "

The Hon'ble Lala Kashi Ram asked :—

Acquisition of
land for pri-
vate school
buildings and
play-grounds.

54. " Will Government be pleased to state the number of applications, if any, received by the Educational Officers or District Officers of Government during the last 5 years by private recognised schools for acquisition of land by Government for school buildings or play-grounds. How many, if any, such applications were allowed ? If the reply to the question be in the negative, will Government consider the desirability of taking some action for affording the very necessary help to meet such cases ? "

The Hon'ble Mr. Godley replied :—

" Requests or informal suggestions have occasionally been made that Government should acquire land for privately managed schools under the Act. No separate record has been kept of such applications, and the school managers concerned have been informed that it is impossible to comply with their requests, as the acquisition of land for privately-owned and managed institutions is not held to be a public purpose within the meaning of the Act. As to the latter part of the question the Hon'ble Member is referred to the answer given to the Hon'ble Mr. Bhagat Ram on the same subject "

The Hon'ble Lala Kashi Ram asked :—

Increase in
the expendi-
ture on educa-
tion.

55. " (a) Is it a fact that as stated by me in my speech of April 22nd, between 1910 and 1913-14, the provincial share of expenditure on education increased from Rs. 18½ lakhs to Rs. 28½ lakhs, or by 10 lakhs and that out of this a sum of Rs. 7½ lakhs represents increased expenditure on buildings and equipments leaving only 2½ lakhs for expenditure on tutorial staff and Inspectorate ?

"(b) If the answer be in the affirmative, will the Government be pleased to state what portion of this latter sum has been spent in each of the last five years on Primary Education ?

"(c) Will the Government be pleased to consider the desirability of reversing the present policy of spending Provincial grants on buildings and equipments in so far as it concerns Primary and Secondary Education, and provide for recurring maintenance grants wherever private bodies undertake to build school houses at their own expenditure and raise a reasonable sum of money for up-keep by means of subscription among themselves ? "

The Hon'ble Mr. Godley replied :—

" The Hon'ble Member has correctly stated that the educational expenditure classed as Provincial was greater in 1913-14 than in 1909-10 by about 10 lakhs, and that nearly three-quarters of this difference was due to increased expenditure on buildings and equipment. The explanation is that in 1909-10 expenditure on buildings fell to an abnormally low level, owing to the state of the Provincial finances ; whereas in 1913-14 large sums were allotted for the purpose both from Imperial and Provincial Revenues. It would obviously be a mistake to assume, as is apparently done in the third part of the question, that

[*Lala Kashi Ram ; Mr. Barron.*]

money specifically assigned for capital expenditure in years of prosperity could be spent on increasing annually recurring charges, such as expenditure on salaries and maintenance grants. At the same time it may be mentioned that expenditure from provincial funds on the latter objects rose from Rs. 10,85,168 in 1909-10 to Rs. 13,07,724 in 1913-14, and Rs. 14,48,667 in 1914-15, and that capital expenditure on buildings will show a large decrease in the next financial year owing to the cessation of Imperial grants and the restriction of Provincial expenditure. As regards the second part of the Hon'ble Member's question, Provincial expenditure for primary education is mostly incurred in the form of grants to local bodies, and this appears in the educational statistics as expenditure from district and municipal funds. Even if the case were otherwise, there is no means of exactly distinguishing between the two departments of education in respect of expenditure. Primary education, for instance, is largely imparted in secondary schools, and inspection and training institutions serve both purposes. Such a division, therefore, as that suggested would be purely arbitrary and statistically of no value."

The Hon'ble Lala Kashi Ram asked :—

56 "Is it a fact that owing to the departure of troops to the front the rental value of most of the bungalows in the Punjab Cantonments has deteriorated?"

Deterioration of rental value of bungalows in cantonments in the Punjab.

The Hon'ble Mr. Barron replied :—

"Government has no information on the subject, but is prepared to believe that in some cantonments, where the garrisons have not been up to full peace strength during the past year, rents may have fallen in conformity with the reduced demand for accommodation."

The Hon'ble Lala Kashi Ram asked a supplementary question :—

"Will Government be pleased to state if they have received memorials from residents in cantonments of certain places?"

The Hon'ble Mr. Barron replied :—

"I am not aware of any memorials."

The Hon'ble Lala Kashi Ram asked :—

57. "Will the Government be pleased to lay on the table a statement showing the names of newspapers in the Punjab which since 1913 have been called upon to furnish security under the Press Act, of newspapers of which the security has been enhanced, and newspapers which, after being required to furnish security, have ceased publication?"

Newspapers asked to furnish security under the Press Act.

The Hon'ble Mr. Barron replied :—

"The statement asked for by the Hon'ble Member has been laid on the table."

STATEMENT.

Names of newspapers called on to deposit security since 31st December 1913.

Bijli.
Khalsa Sewak.
Nur Afshan.
Zamindar.
Akbar-i-Am.
Nirbal Sewak.
Haq Pasand.
Vyas.
Siraj-ul-Akbar.

[Mr. Barrow ; Lala Kashi Ram ; Mr. Barron ; Mr. Ward.]

Names of newspapers of which the security has been enhanced since 31st December 1913.

Akhbar-i-Am. (Order subsequently waived).
Paigham-i-Salah.
Shanti.
Hindu.

Names of newspapers which, after being required to deposit security, ceased publication since 31st December 1913.

Bijli.
Khalsa Sowak.
Nirbal Sowak.
Vyas.
Haq Pasand.
Siraj-ul-Akhbar.

The Hon'ble Lala Kashi Ram asked :—

Appointment
of an Indian
as an Under-
Secretary.

58. "Will the Government be pleased to consider favourably the desirability of appointing an Indian as one of the Under-Secretaries as has been the practice in some other Provinces and as was tried temporarily in our own Province not long ago?"

The Hon'ble Mr. Barron replied :—

"One of the three Under-Secretaryships is 'listed' as open to members of the Provincial Civil Service, but this does not mean that it is confined to Indian members of that service. Indian members of the Civil Service are also eligible for appointment as Under-Secretaries. When a vacancy occurs Government endeavours to appoint the most suitable officer whether of the Provincial or the Imperial Civil Service available for the post who possesses the necessary qualifications."

The Hon'ble Lala Kashi Ram asked :—

Statement
of irrigated
area and irri-
gation reve-
nue.

59. "Will the Government be pleased to lay on the table a statement showing separately for each year since 1907-08—

- (1) the area irrigated by major canals ;
- (2) irrigation revenue due to extension of irrigation under water-rates as originally fixed ;
- (3) irrigation revenue due to the enhancement of the water-rate subsequently made under each of the major canal works ?"

The Hon'ble Mr. Ward replied :—

"Statement A gives the information about the annual irrigation from the major canals that has been asked for separately for each canal and for each year from 1907-08 to date.

"The extension of irrigation is apparent in the columns of the statement for the new canals.

"There has been no enhancement of the water rate, properly speaking. The new schedule of occupiers' rates introduced on the Western Jumna Canal in 1910 was in connection with the settlement. Statement B shows that it has resulted in a reduction of the average rate from Rs. 2.90 to 3.79 per acre or about $\frac{1}{2}$ per cent. probably due to favourable rates for fodder crops and waterings before ploughing, a feature of this schedule.

"On the Indus Canals the numbers of schedules originally in force have been reduced and the canal systems regrouped, but as will be seen by comparing the years 1908-09 and 1913-14 the increase is nominal, only about $\frac{1}{4}$ per cent.

"On the Lower Chenab Canal and Lower Jhelum Canal schedules B at lower rates have been introduced in zones whose lands are inferior in quality."

[*Sardar Gajjan Singh ; Mr. Lumsden ; Mr. Craik ; Mr. Ward.*]

The Hon'ble Sardar Bahadur Sardar Gajjan Singh asked :—

60. " Will the Government be pleased to state how much money has been spent during the last three years in each district of the Cis-Sutlej Group for the improvement of village sanitation ? "

Money spent for village sanitation improvement in Cis-Sutlej Group districts.

The Hon'ble Mr. Lumsden replied :—

" It is not possible to give the exact figures of expenditure on village sanitation during the past three years without a reference to the District Boards concerned, but it is believed that the sums shown in the statement placed on the table which come to a total of Rs. 1,64,039 for the 7 districts concerned afford a tolerably accurate guide. In addition two special grants aggregating Rs. 7,294 were sanctioned by the Sanitary Board in 1914-15 for the Karnal District. "

Serial No.	Name of District.	SANITATION CHARGES.			
		1912-13.	1913-14.	1914-15.	Total.
		Rs.	Rs.	Rs.	Rs.
1	Hissar	13,476	32,899	13,771	60,146
2	Rohtak	10,381	15,373	4,669	30,423
3	Gurgaon	6,690	4,883	3,197	14,770
4	Karnal	919	610	14,889	16,418
5	Ambala	2,505	3,927	2,776	9,208
6	Ludhiana	2,797	8,248	16,012	27,057
7	Ferozepore	1,411	2,178	2,426	6,015
	Total	38,181	68,118	57,740	1,64,039

The Hon'ble Sardar Bahadur Sardar Gajjan Singh asked :—

61. Will the Government be pleased to state the number of Sub-Inspectors, Inspectors and Deputy Superintendents of Police recruited from the agricultural classes of the Cis-Sutlej districts from 1910 to 1915 ?

Folks employed recruited from agricultural classes of the Cis-Sutlej districts.

The Hon'ble Mr. Craik replied :—

" The figures are as follows :—

Deputy Superintendents	...	...	Nil.
Inspectors	...	...	3
Sub-Inspectors	...	...	13 "

The Hon'ble Sardar Bahadur Sardar Gajjan Singh asked :—

62. " Will the Government be pleased to consider the desirability of devising means to improve the water supply at the tail ends of Rajbahas in order to remove the grievances of the proprietors holding land near the tail ends ? "

Water supply at the tail ends of Rajbahas.

The Hon'ble Mr. Ward replied :—

" The equitable distribution of the supply of water has always received the earnest attention of Government, and the mere fact that Government

[*Sardar Gajjan Singh ; Mr. Ward ; Mr. Barron.*]

grants parcels of arid land so small as a quarter of a rectangle in some cases and guarantees that the owner shall receive the water needed to raise profitable crops, however remote he may be from the river, shows that the existing means of distribution is performing an amazing task with remarkable efficiency. It is true that whenever anything goes wrong with the canal or its distributaries the trouble is more likely to be felt by irrigators at the tail of the Rajbahas than by those higher up. The share of the supply due to the tail watercourse may be as little as one or two per cent of the whole supply due to the distributary, and it is obvious that the earthen channel, subject as it is to rapid deterioration from silt and from burrowing animals and other causes, must be in a very high state of efficiency to work successfully to so narrow a margin. The prosperity of the tail irrigators must therefore depend more on the vigilance and efficiency of the staff than on machines, but in the matter of Modules and such like devices Government has done much in the past to improve the regulating apparatus and is still working at improvements that will when perfected give the engineer greater control over the supply and render the distribution even better than it is now.

"In order to insure that this matter received the full attention that its importance merits the Chief Engineer took the earliest possible opportunity to tour over the tail channels of the Lower Jhelum and Lower Chenab Canals in the Jhang District and also over many channels of the Lower Bari Doab and Upper Chenab Canals to see the state of the channels and of the irrigation for himself, and in doing so met on the spot a large number of irrigators whose lands are at the tail ends of the distributaries. He found the local officers keenly alive to the interests of this tail irrigation and the irrigators with great confidence in their officers; for some years there had been no real difficulties in the villages inspected; but as already said the irrigator here as elsewhere on the canal systems must ever remain dependent on the efficiency of the staff."

The Hon'ble Sardar Bahadur Sardar Gajjan Singh asked :—

Naib Zilladars
and Zilladars
recruited
from agricul-
tural classes.

63. "Will Government be pleased to state the number of Naib Zilladars and Zilladars recruited from the agricultural classes of the Cis-Sutlej districts from 1910 to 1915?"

Thé Hon'ble Mr. Ward replied :—

"The number of Zilladars recruited from the agricultural classes of the Cis-Sutlej districts from 1910 to 1915 is four out of eight vacancies filled from these districts. There is no establishment of Naib Zilladars in the Irrigation Branch of the Public Works Department."

The Hon'ble Sardar Bahadur Sardar Gajjan Singh asked :—

Increase in
the number of
District
Boards' repre-
sentatives in
the Punjab
Legislative
Council.

64. "In view of the fact that the District Boards represent a very great majority of the population of this province has the Government considered the desirability of increasing the number of their representatives in the Punjab Legislative Council?"

The Hon'ble Mr. Barron replied :—

"The Hon'ble Member will have learnt from a recent communication in the Press that at the next election the District Boards of the Province will have the right to send five representatives to the new Council, one for each Revenue division, instead of three under the present system."

[*Rai Bahadur Ram Sarn Das ; Mr. Lumsden.*]

RESOLUTION THAT THE STRENGTH OF THE PUNJAB LEGISLATIVE COUNCIL BE RAISED TO ITS FULL LIMIT.

The Hon'ble Rai Bahadur Ram Sarn Das :—"Your Honour,—On the 20th February last when I gave notice of the resolution standing in my name, I little thought that my task would be so easy as it is to-day. Your Honour's Government have since issued a Press *Communiqué* giving the outlines of the manner in which this Council will be enlarged. My task is, therefore, much simpler and I have nothing to say but to heartily thank Your Honour for the statesmanlike view Your Honour took of this question from the very beginning. It will be remembered that on the 25th May last I drew pointed attention to the strength of the Punjab Council in my budget speech. Your Honour very graciously promised to give due consideration to the suggestion for the enlargement of this Council. We waited for the better part of a year. No doubt, Your Honour's Government had moved in the matter but the end of the present term of Council being well nigh in sight I gave notice of the resolution standing in my name, with which it will be unnecessary to proceed further now that the Press *Communiqué* has been issued. While conveying to Your Honour the most grateful thanks of this Council as well as of the people of the Punjab whom it represents, I must say a word with regard to the political status given to the Punjab and the position this Council occupies among the Legislative Councils of India. Does the Province which is justly styled the swordhand of India and which feeds India's teeming millions and large populations outside this continent with her wheat, the land whose sons now as ever are fighting the Empire's battle far and near, whose policemen are in requisition wherever the British have to deal with non-European races in the Eastern or Western Hemisphere, whose engineers, overseers and medical men have spread over the Indian Continent and are head and shoulders above their compeers in courage, manliness and devotion to duty, does that Province, I ask in all humility of spirit but with the greatest emphasis I can command, deserve a better political status than it now enjoys, and does not that Province deserve to have her Council enlarged? I pause for a reply and would earnestly beseech Your Honour and higher authorities concerned to bestow due attention to this question.

"The enlargement of this Council, howsoever imperfect it may be in distributing the franchise and in the grouping of electorates (and this is perhaps not the time to criticise these details) is a right step in advance and will go to some extent to solve the problem alluded to above. Bearing in mind Your Honour's services to the peace and contentment of the Punjab during these troublous times if Your Honour will be so good as to help in the grant to this Province of the status which is its rightful due, Your Honour will be for ever remembered as the greatest and most far seeing Lieutenant-Governor after Sir John Lawrence.

"With these remarks I beg to withdraw the Resolution standing in my name—

"That this Council recommends to the Government that the strength of the Punjab Legislative Council be raised to the full statutory limit of thirty."

PUNJAB DISTRICT BOARDS AMENDMENT BILL.

The Hon'ble Mr. Lumsden :—"Your Honour,—I beg to move for leave to introduce a Bill further to amend the Punjab District Boards Act, No. XX of 1883. The amending Bill is a very short one and its purpose has been clearly explained in the Statement of Objects and Reasons which is in the hands of Hon'ble Members. I do not think it therefore necessary at this stage to

[Mr. Lumsden ; Lala Kashi Ram ; Mr. Barron ; His Honour the President.]

make any lengthy disquisition on the subject. I should, however, like to emphasize the purely permissive and extremely cautious nature of the Bill. It will be observed that Government is arrogating to itself no power to impose a cess, all initiative must come from the district boards. So long as the district boards do not move in the matter, the Bill remains a dead letter. In the second place the Bill is of an extremely cautious nature. The ordinary district board taxation is very carefully safeguarded. Three resolutions are required before a tax can be imposed by a district board, and apart from that, any scheme for imposing taxation is closely scrutinized by Government and the district board proposals are subject to Government sanction ; but in this case, apart from the ordinary precautions, two further most stringent conditions have been added. The first of these is that a three-fourths majority is required before any resolution can be passed. The second is that not less than 6 months shall elapse between the first and the last resolutions. Now let us suppose that a district board, carried away in a rush of enthusiasm or possibly suddenly attacked by an acute spasm of mental aberration, passes this first resolution, what happens? During the month which is allowed for objections the members of the district board will receive the reproaches of all their friends relations and others, and the district board office will be flooded with objections of all kinds. In that case, it will be a chastened board which meets to pass the second resolution and the chances of that resolution ever coming before Government are very small. We all know how even genuine enthusiasm has a way of fading away, and the corrective influence of public opinion will go far to correct any mental disability. If that be the case in regard to the second resolution, what can we think of the third resolution which will come on a long time afterwards, at least 5 months after the second resolution? We may safely assume then that any resolution which reaches its final stage will be based on no wild gust of enthusiasm, but will be based on solid reason. I consider, therefore, that this Bill cannot but appeal to all those who welcome any step towards the development of local self-government, and that those who are apt to regard with suspicion any move from the *status quo* may, in view of the safeguards which I have detailed, be perfectly assured that no very violent disruption will ensue if the Bill be passed. The other clauses in the Bill merely provide that the money thus specially raised shall not be diverted from its proper purpose. I beg, therefore, to move for leave to introduce this Bill.

The Hon'ble Lala Kashi Ram :—" Your Honour,—I beg leave to move a slight amendment to the motion to the subject standing before the Council. I find that the motion is for leave to introduce a Bill further to amend the Punjab District Boards Act, to introduce the Bill and to move that it be published in the *Punjab Gazette* in English and Urdu and to move that it be referred to a Select Committee with instructions to report in a fortnight. So far as I understand."

The Hon'ble Mr. Barron :—" Your Honour,—I rise to a point of order. We are at present asking for leave to introduce the Bill."

His Honour the President :—" At present the motion is that leave be given to introduce the Bill. The Hon'ble Member's remarks may be made at the subsequent motion when leave is given."

"The motion before the Council is that leave be given to introduce a Bill further to amend the Punjab District Boards Act, 1883."

The motion was put and agreed to.

The Hon'ble Mr. Lumsden :—" Your Honour,—I beg to introduce the Bill and to move that it be published in the *Punjab Gazette* both in English and in Urdu, and move that it be referred to a Select Committee consisting of the

[Mr. Lumsden ; Lala Kashi Ram ; His Honour the President ;
Mr. Gracey.]

Hon'ble Mr. Fagan, The Hon'ble Sardar Gajjan Singh, The Hon'ble Bakhshi Sohan Lal, The Hon'ble Malik Muhammad Amin Khan, The Hon'ble Mr. Gracey and the Mover with instructions to report in a fortnight."

The Hon'ble Lala Kashi Ram :—" Your Honour.—It is with reference to these two points that I wish to make some remarks for Your Honour's consideration. The first thing is that the copy of the rules that I have on the subject relating to motions says that when a Bill is introduced for the purpose of consideration (I am referring to Rule No. 9) the Member in charge shall make one or more of the following motions—(a) that the Bill be referred to a Select Committee, (b) that the Bill be taken into consideration, (c) that the Bill be circulated for the purpose of eliciting opinion thereon. Your Honour will observe that there is no corresponding motion to that given in clause (b) of the motion now before Council, that it should be published in the *Punjab Gazette* in English and Urdu. I want, however, to be enlightened on the subject of this motion. Is it intended not to invite public opinion upon it because the rules, as they stand, say that it should be circulated for public opinion? There is no mention that there is any authority to amend this rule and to ask for leave simply to the publication of the Bill in the *Punjab Gazette*, English and Urdu. Your Honour will observe that the clause relating to the eliciting of opinion is omitted. Is it intended to pass this Bill without inviting opinion upon it? If so, Your Honour, I should like to know what is the object of waiting fifteen days for the report of the Select Committee? My opinion is that, if this Bill is passed in this Council without receiving the opinion of the public, the Bill receives very scant consideration and, as a matter of fact, is not properly understood by a large majority of the Members. My experience with regard to the Registration of Medical Practitioners Bill is to the same effect. It was not until the other day that, owing to the courtesy and kindness of the Hon'ble Secretary of this Council, I was supplied with a mass of information on the subject. Until then I may here confess before Your Honour that I had not understood the full effects of the introduction of the Bill or its consequence upon the interests of the Province. I submit that although I perfectly agree at this time as to the simple nature of the measure, we do not know what the public may have to say for or against it and it is always better to have the opinion of the public before the Council and before Hon'ble Members before they proceed to give their whole opinion for or against the measure. So, if the Hon'ble Member who is moving this motion means that the Bill is not to be circulated for opinion, I oppose it on the grounds I have already stated."

His Honour the President :—" Then I take the Hon'ble Member's motion to be (a) that the Bill may be introduced, (b) that it be published in the *Gazette* for information, and (c) that the referring of the Bill to Select Committee be postponed."

The Hon'ble Lala Kashi Ram :—" The amendment I propose, Your Honour, is that it should be in the words of Rule 9, clause 1, of the Regulations on the subject of making laws, that the Bill be circulated for the purpose of eliciting opinion. There should be no limitation of the papers in which it is published. If it is desired to confine publication to these two publications, the English and Urdu *Gazette*, I have no objection, but if the Legislative Department has been in the habit of publishing it in the Indian Press and the English Press also, I submit that publication need not be limited to those papers."

His Honour the President :—" The Secretary to the Council will explain the matter."

The Hon'ble Mr. Gracey :—" Your Honour,—The motion that the Bill be published in the *Punjab Gazette* is simply in the form of Rule 7, that the Bill be published in the *Punjab Gazette* and such other papers as the Lieutenant-Governor may direct."

[*Lala Kashi Ram ; Mr. Gracey ; Mr. Barron ; His Honour the President ; Rai Bahadur Bakhshi Sohan Lal ; Mr. Lumsden.*]

The Hon'ble Lala Kashi Ram :—" Your Honour, -I respectfully beg leave to observe that at this stage Rule No. 9 applies."

The Hon'ble Mr. Gracey :—" Rule 9 reads as follows :—

" When a Bill is introduced or on some subsequent occasion, the member in charge shall make one or more of the following motions, (a) that the Bill be referred to a Select Committee, (b) that the Bill be taken into consideration, (c) that the Bill be circulated for the purpose of eliciting opinion thereon.

" There is no proposal, I understand, that the Bill should be circulated for the purposes of eliciting opinion."

The Hon'ble Mr. Barron :—" It is for the Hon'ble Member to put a motion that the Bill be circulated."

The Hon'ble Mr. Kashi Ram :—" I am prepared to amend my motion to that extent, that the Bill be circulated for opinion thereon before it is referred to Select Committee."

His Honour the President :—" The amendment before the Council is that the Bill be circulated for opinion before it is referred to Select Committee."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal :—" I support this amendment."

The Hon'ble Mr. Lumsden :—" Your Honour,—I am quite prepared to accept this amendment if it is the wish of the Hon'ble Members that this Bill should be circulated. We proposed to dispense with circulation because the Bill was of such an extremely simple nature and because, as I have already explained, its power was entirely dependent upon, the initiative of the district boards themselves. It seemed to me in these circumstances that it was not necessary to circulate it for opinion."

His Honour the President :—" The motion, as altered by the amendment which has been accepted by Government, is that the Bill be introduced, that it be published in the *Punjab Gazette* in English and Urdu, and that it be circulated for opinion. The reference to Select Committee will come after the Bill has been circulated. Will that meet the Hon'ble Member's wishes ? "

The Hon'ble Lala Kashi Ram :—" Yes, Your Honour."

His Honour the President :—" The motion which has been accepted by Government is that —

(a) the Bill be published in the *Punjab Government Gazette*, English and Urdu,

(b) be circulated for the purpose of eliciting opinion.

" The reference to the Select Committee will be made later on. Will that meet with the Hon'ble Member's wishes ? "

The Hon'ble Lala Kashi Ram :—" Yes, Your Honour. "

The motion was put and agreed to.

REVISED FINANCIAL STATEMENT FOR 1916-17.*

The Hon'ble Mr. Lumsden :—" Your Honour,—In introducing the Financial Statement to-day I find myself in a position of extreme difficulty and with Your Honour's permission I may briefly refer to the difficulties which beset me. I do not say this with any desire to disarm honest criticism—and by honest criticism I mean that criticism which proceeds from a genuine desire for public weal and is not actuated by any motives of self-seeking or self-interest—I say I have no desire to disarm honest criticism, but I trust that, in view of

*See appendix D.

[*Mr. Lumsden.*]

these difficulties the Hon'ble Members will be inclined to make some slight allowance for any shortcomings that might be too obvious. In the first place I was appointed to my present office after the work of the budget had very considerably advanced. The work is of a very technical character, and it was difficult for a new-comer plunged into the middle of the budget work to grasp it in a short time. It is also rather unfortunate for me that my first appearance in this Council should coincide with my chief work during the year. In the second place I have been left an unfortunate legacy by my predecessor, I am sure all the Hon'ble Members present here will join with me in congratulating the Hon'ble Mr. Mant on his new appointment. At the same time I have a personal grievance against him, because he has accustomed this Council to so high a standard in financial matters that he has made it extremely difficult for any successor to live up to it. In the third place I cannot hope that my subject to-day will prove very interesting. The Hon'ble Members have been accustomed to a series of prosperity budgets, and the statement which I have to place before them to-day is not of that character. In fact I think it would tax the financial genius of even Mr. Mant to find any text more suitable for to-day's proceedings than the somewhat hackneyed one—'Blessed are those that expect nothing, for they shall not be disappointed.' In the 17th century there lived a certain Chevalier D'Eon de Beaumont who was a notorious character and a great adventurer. On one occasion when detailing to one of his patrons his various qualifications he offered among other things to spend the revenues of the kingdom of France in one year and to write a treatise on economy in the next. He argued that that no one could really know anything about economy unless he had experience as a spendthrift. He assured his patron that a book written under such circumstances would be a tremendous draw to the general public who would all flock to read a treatise which they would otherwise not have looked at. To-day I am in a more unfortunate position. I have not even the glamour of past misdeeds with which to soften my statement of to-day. I have not even the satisfaction of suggesting that on some future occasion this Province may plunge into a course of wild extravagance. I cannot hope therefore that my speech will prove interesting to the Hon'ble Members, and I am sure that there will be many disappointments under various heads. At the same time I would ask them to believe that we have done our best to distribute the loaves in a year when there are no fishes, and I am sure that the Hon'ble Members will do their best to realise the difficulties with which the present budget has been fraught. There is one gleam of light in the situation, and that is this that in view of the special character of the budget, which consists so largely of purely routine recurring expenditure, it will not be necessary for me to make any set speech, and I thus shall be able to practise what I preach and effect economy both of time and paper.

"Before proceeding to discuss the estimate in a very short and brief way I should like to do my best to dissipate an unfortunate impression which seem to be prevalent. I have been unable to understand how this impression originated. It apparently has two forms. The one form is that the Financial Department of this Government consists of a large and gloomy safe—a repository of dark secrets. This safe is kept sternly locked lest any ray of the light of publicity should penetrate its darkness. I am very sorry to disappoint the Hon'ble Members, for the unknown has always its attractions, and I am afraid I shall be shattering some of the cherished illusions when I confess that though I have been nearly 3½ months working in this office, I have not only not received any key to this wonderful safe but have been unable to find any trace of its existence. In the other form the impression takes the Financial Secretary is represented as a kind of conjurer waving a magic wand over a mass of figures. There is, certainly very considerable truth as regards the mass of figures, but unfortunately Government

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does not provide the Financial Secretary with that magic wand, and in fact a more suitable implement for the work which he has to do, would be a spade. It is not however this part of the suggestion that calls for notice. It is the further assumption that a Financial Secretary uses his magic wand not with any object of marshalling these figures into any law or order, but in order to make confusion worse confounded, or if I may say so without irreverence darkens counsel with figures. I have been through the various extremely lucid memoranda submitted by my predecessor during the past years and I have examined the lengthy statements which have been provided, and I have really been quite unable to understand how this impression originated. It seems to me that if any Department of Government places all its cards on the table it is the Financial Department of the Government, which year after year comes before this Council with a full, true and particular account of all its doings. During the present year we have not only submitted all the information previously given in former years, but we have in addition made one or two small alterations simply for the convenience of the members and at a considerable inconvenience to ourselves. We have on this occasion placed our draft statement about a week before the meeting in the hands of the Members so that they may have every opportunity of acquainting themselves with the facts before the date of the meeting. This change has been effected by issuing the statement upon the provisional orders of the Government of India instead of waiting as in previous years for the final orders. In doing so we run the great risk of having to make very considerable alterations in the statement at the last moment. But as the Hon'ble Members last year seemed to have a cause of complaint in the fact that this statement reached them only a day before the meeting, we have undertaken to run the risk provided the Members really appreciate the change. Another small change will be found in the fact that Schedule B which contains minor heads has been cut up and each head in the schedule has been placed in the body of the memo. above the connected explanation. It is hoped in this way that the Hon'ble Members will find it easy to refer to figures when reading the explanations submitted.

"Another change which has been made for the first time this year is the addition of a statement of re-appropriations exceeding Rs. 10,000 which have been sanctioned by the Local Government during the course of the year. This is a new departure entered into simply with a wish to meet the desire of Members who complained that they did not understand, and had no opportunity of criticising, any re-appropriations made. I trust the present statement furnished will remove all cause of complaint on this score. I confess that I am not sure whether we are not supplying the Hon'ble Members with too vast mass of information and so far from thinking that there is any truth in the impression that we were concealing or withholding any information, it seems to me that the real danger is that the information supplied is so extensive that Members will not be able to absorb it and that it may possibly produce an attack of financial indigestion.

"I propose to run through the estimates very rapidly because I trust that Members have taken advantage of the days that have intervened between the receipt of the statement and the present meeting in order to make themselves acquainted with the various changes that have occurred. It will be observed to begin with that our balance with which we began this financial year was about 1½ lakhs less than we expected. It will also be observed that the revenue and the income during the year has been no less than 8½ lakhs short of anticipations. This 8½ lakhs has been largely off-set by the grant of Rs. 6,85,000 received from the Imperial Government under our 41 lakhs net guarantee under the head Irrigation. Thus the net result is a reduction of 1½ lakhs. The chief decreases expected are under the heads I—Land Revenue, V—Excise, XVI-A—Law and Justice—Courts of Law, XVI-B—Law and

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Justice—Jails, XXV—Miscellaneous and XXIX—Irrigation—Major Works. These decreases were partially balanced by increases under the heads IV—Stamps, VIII—Income Tax, IX—Forests and XVII—Police.

"On the expenditure side, however, we were able to make large reductions by a policy of drastic curtailment. You will observe that while providing for an expenditure of Rs. 4,91,64,000 we now estimate that expenditure at the limited amount of Rs. 4,77,32,000. The net result of all this is that though this year's budget was framed so as to admit of a deficit of about 3½ lakhs we hope to be able to close the year with a balance increased by about 8 lakhs. Next year we are pursuing the same policy of drastic curtailment as regards expenditure and even making an allowance for the shortage that we anticipate owing to the poor harvest prospects during the ensuing Rabi we hope that the reduction of the provincial balance at the close of the ensuing year will amount to only Rs. 4,82,000. The actual reduction in receipts is estimated at no less than 12 lakhs, but against that our expected surplus balance which I have just mentioned will reduce the net deficit to 4 lakhs. On the expenditure side we have been obliged to allow for an extra lakh so that we have a total of just under five lakhs, as our probable deficit on the year's work. But with regard to this extra lakh on the expenditure side I should like to explain that we have really been able to reduce expenditure by one lakh, because we have in view of the unsettled conditions that are prevailing raised our reserve from three to five lakhs and we do not propose to use this reserve unless some abnormal happenings occur. We anticipate this year decreases under I—Land Revenue, V—Excise, IX—Forests, and in the second part of the head XXIX—Irrigation, that is Indirect Receipts—portion of Land Revenue due to Irrigation, which fluctuates along with No. I Land Revenue. On the other hand we hope for some slight increases under the head VIII—Income Tax, XVII—Police and the first part of the Irrigation head XXIX—Direct Receipts. On the expenditure side there are considerable increases under the heads 3—Land Revenue, 20—Police, 29—Superannuation Allowances and Pensions, 32—Miscellaneous and 42—Irrigation. Explanations of these figures are given in the Memorandum, and I do not propose to waste the time of the Members in repeating what has already been said. On the other hand we have effected a large number of small economies under most of the heads, and under two or three heads very important decreases are expected especially under the head 45—Civil Works, that unfortunate head, which may be taken as the provincial barometer in the Financial Department. If 45—Civil Works shows a swollen figure we may feel sure that the finances are in a prosperous condition. On the other hand this is the first head to be affected when retrenchment has to be made by Government. The net result of all this is that we hope to end the ensuing year with a provincial balance of about 3 lakhs higher than the balance with which we began the present year. That position is so far satisfactory. During the two years of unprecedented conditions we have been able, it is true, by strict economy, not only to conserve our provincial balance intact, but actually to increase it by 3 lakhs. We are at the same time maintaining all existing sanctions, we are repeating all the recurring grants, we are in anticipation of sanction providing a considerable sum amounting to 3 lakhs for the new and much needed police reform scheme and we are also giving as last year a special grant of 3½ lakhs for the development of the new colonies in the shape of roads. We have also been able to allow sums, small sums it is true, but still some perceptible addition to the expenditure on education and also to set aside an amount about Rs. 30,000 with a view to the introduction of the scheme for the reformation of criminal tribes. But I should not be doing my duty if I allow the Hon'ble Members to go away under the impression that if during the two years of War we are able to add

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three lakhs to our balances, on that we may account confidently hope that after the War is ended, we shall have large sums to spend. It is necessary to consider first how this figure of three lakhs has been obtained. We have, it is true, been disappointed on the revenue side in various ways. Our income especially from Land Revenue is not up to our expectations and so far we may count on an improvement, but it must not be forgotten that our revenue at the present time is not all ordinary income. It is swollen by much of what is really capital. We are including in our accounts our share of the proceeds of the sales of Government lands, of which there is a finite quantity, and on that account this source of income must in course of time come to an end. On the expenditure side our curtailment has, as I have stated, been of a most drastic nature. I should like to give the Hon'ble Members one or two instances of what I mean. During the years 1913-14 and 1914-15 we were able to place before the Finance Committee sums of new expenditure—the so-called unallotted expenditure, which it is the business of the Finance Committee to distribute among the various heads amounting to no less than 50 lakhs each year. Last year, that is to say, in connection with the present financial year, the Finance Sub-Committee had before them the sum of 20½ lakhs. This year all that we could spare for the first meeting of Finance Sub-Committee was just over 1½ lakhs and that attenuated sum had further to be reduced before the second meeting by no less than 3 lakhs. In other words the total unallotted, that is to say, the new expenditure which we have been able to provide for the coming year is only one-seventh of what it was during the years 1913-14 and 1914-15. Take another case. As the Hon'ble Members know all Departments submit lists of major and minor works in order of urgency. The proposals submitted for the ensuing year amounted to about 30½ lakhs. When these came before Government they had at once to be reduced, but eventually Government provisionally sanctioned about 15½ lakhs. The actual amount which you will now find in these estimates is less than 5½, that is to say, about one-sixth of what the Departments asked for. All Departments co-operated most heartily in the scheme of retrenchment, they have sacrificed their most promising schemes without complaint, but when the War is over it is perfectly certain that these Departments will not accept similar curtailment with the same splendid resignation and they will ask and will be entitled to ask, that some portion at least of their schemes be included in future estimates. We have thus on the one hand a swollen revenue and on the other the expenditure figures which are quite abnormal and which are certain to increase. My predecessor pointed out last year most clearly that while the ordinary revenue of this Province was sufficient to cover the ordinary expenditure connected with the primary functions of Government, the maintenance of law and order and the administration of justice, there was really no large margin for any expenditure under which new schemes whether for education or sanitation or whatever other purpose, could be made, and I desire to emphasize these words because it seems to me that they are apt to be overlooked.

"I should like before concluding to say one or two words as regards the two heads which I have mentioned—sanitation and education. I have no wish to enter into any comparison as to the relative importance of the two or to answer the perplexing question as to whether one must live to be educated or whether one must be educated in order to live. But I should like to try and persuade the Members that the importance of these heads has not been overlooked. As a matter of fact if any head in this budget has received undue preference, it is the head of education. If the Hon'ble Members will refer to page 28 of the Memorandum, they will see that the assignment from the Government of India for the improvement of education has now been exhausted. The whole extra provision aggregating Rs. 1,33,000 for recurring expenditure plus Rs. 1,11,000 for building grants will fall

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on provincial revenues. I have nothing to say with regard to Rs. 1,33,000 of recurring expenditure, though I should just like to point out that it represents nearly $\frac{1}{4}$ th of the total income from our investment of one crore. As regards the Rs. 1,11,000 for a building grant, I may say with perfect confidence that only a small proportion would have had any chance of finding itself in the estimate for the ensuing year had it not been for the fact that under the system previously in force which I have endeavoured to explain in my Memorandum, this sum represents previous sanctions which we have felt bound to implement. Had this Rs. 1,11,000, as it would have done under the new scheme, found a place in the unallotted expenditure for discussion by the Finance Committee, I am perfectly certain that not more than 50 per cent. at the outside would have found its way into the sanctioned budget. In other words education by a lucky chance has gained something like Rs. 55,000. I have pointed out in my Memorandum that there has been an enormous increase under this head during the past three or four years, and if the Hon'ble Members will refer back to the year 1912-13 they will find that our present figures compare most favourably with those of that year.

"As regards sanitation, the case is somewhat different. We have not been able to make any large allotment for sanitation beyond the ordinary 3 lakhs placed at the disposal of the Sanitary Board. There are two reasons for this. The first is that under the rules we expect local bodies to contribute one-half of the cost of all local projects. It is a well-known fact, human nature being what it is, people do not appreciate what costs them nothing, and this rule is of a most salutary nature, but at the same time it may possibly defer schemes especially at a time like this when it is not possible for Government to assist the local bodies by granting loans. I may mention in this connection that whereas we applied for 10½ lakhs for loans on behalf of municipal committees during the present year we are now only asking for just over 1 lakh for the ensuing year. The second reason is that sanitation schemes are as a rule somewhat difficult of inception and require much preliminary thought and examination. The supporters of sanitary development will however find comfort in the final paragraph of the Memorandum. Unlike education, under which head the whole of our grants have been expended and as regards which the whole of the ensuing grants are included in ordinary expenditure, sanitation will have at its credit at the close of the next year a sum of no less than 12 lakhs. That sum is of course included in the ordinary provincial balance, but it is earmarked for the special purpose and cannot be diverted to any other object. When the War is over, when schemes are ready and when local bodies are in a position to finance these schemes, application has only to be made for this sum of 12 lakhs and we are practically bound to give it. I trust therefore that those who are anxious for every sort of progress under these two heads will feel satisfied that they have been treated as fairly and as generously as possible. I need only refer to two other points. The first of these is a slight change which has been made in the estimates since the publication of the Memorandum owing to favourable receipts under the head Land Revenue—Sale-proceeds. If the Hon'ble Members will turn to page 8 of the Memorandum they will find that the estimates originally provided for 25 lakhs under this head. The actuals received up to the end of December were however so disappointing that we found it necessary to reduce the figure by 2 lakhs. Since then there has been an unexpected rush of payments and we have been able to revert to our original estimate.

"The other point which I should like to notice is the effect of the new taxation upon our budget. As the Hon'ble Members are aware there are increases of taxation under the heads Excise and Income-Tax. It is estimated that the increase under the head Income-Tax will amount to Rs. 2,25,000 and that the increase under the head Excise will be about Rs. 55,000. This Province, however, does not benefit in any way by these special additions. If Hon'ble Members will turn to Appendix A, they will

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see that these sums of Rs. 55,000 and Rs. 2,25,000 appear as an assignment from Provincial to Imperial, that is to say, the Imperial Government reserve to themselves the entire anticipated benefits of the new taxation.

"I feel that my statement of to-day must have created some feeling of disappointment, and I sincerely regret that it has been necessary for me to detail figures which are not satisfactory as one could have hoped. It may be thought that as a Scotchman a position of the kind would appeal to me, but I can assure the Hon'ble Members that the position, financially speaking 'of the fury with the abhorred shears' is one for which I have no liking. As a matter of fact, the proverbial caniness of the Scotch is entirely different from what is proverbially supposed. It is not a dislike of productive expenditure, but a feeling that wild reckless extravagance is not a thing to be encouraged and I hope the Hon'ble Members will realise the distinction. Just in the same way as all departments have co-ordinated most cordially in the present work of retrenchment and have sacrificed their pet projects with cheeriness and readiness, in the same way I feel sure that the Province at large, which has given so generously both as regards men and as regards money, will accept with equal readiness the disappointments and sacrifices which it is called upon to make regarding these as a small further contribution in the interests of humanity in connection with the stupendous conflict that is being waged between might and right. With these remarks I beg to introduce the Financial Statement.

"Your Honour, before sitting down I should like to lay before this Council certain heads of which I am Member in charge. The heads are XII—Interest, XII—Receipts in aid of Superannuation, XXIII—Stationery and Printing and XXV—Miscellaneous. All these heads are on the income side. On the expenditure side there are the heads 1—Refunds and Drawbacks, 13—Interest on Ordinary Debt, 29—Superannuation Allowances and Pensions, 30—Stationery and Printing, 32—Miscellaneous and 36—Reduction or Avoidance of Debt. I have nothing to add to the explanations which will be found in the Memorandum. There are few changes in regard to them, and any changes that there are have been fully dealt with and explained. I therefore merely beg formally to introduce these heads."

The Hon'ble Mr. Diack :—"Your Honour, the income from land revenue bulks so largely on the receipts side of the budget, and the vicissitudes of season affecting it are so fully discussed in the Finance Member's Memorandum, which Hon'ble Members have had an opportunity of studying, that in introducing the budget I need only refer to its main features.

"Collections of land revenue during the current year have been affected by two well-marked but opposed influences—the success of the rabi and the failure of the kharif. The spring harvest was excellent, especially in districts under fluctuating assessment, and receipts in consequence considerably exceeded anticipations. With the rabi instalment, over Rs. 5 lakhs or almost the whole of the budget estimate for the year were recovered from outstanding balances of fixed land revenue, while the assessed and collected demand on account of fluctuating land revenue was unusually large. If we had had, as we expected when the budget was framed, a normal kharif the receipts from ordinary land revenue would probably have been much in excess of previous realizations. The kharif, however, was a failure. Rs. 7 lakhs of the fixed demand for the harvest have been placed under suspension and the revised estimate is 213 lakhs round as compared with the budget estimate of 223 lakhs round. The collections of fluctuating land revenue judged by the demands framed by Collectors on the results of the harvest will be considerably down, but in consequence of the favourable rabi preceding it the revised under this head is 132 lakhs compared

[*Mr. Diack ; Mr. Fagan.*]

with a budget of 127 lakhs round. The total yield from ordinary land revenue for the year is therefore expected to be nearly 347 lakhs, or short of the budget estimate by roughly Rs. 3½ lakhs.

"The budget for next year is considerably below both the anticipations we formed for this year and the reality which we now expect to receive. Unfortunately the unfavourable conditions of the kharif have persisted at least in portions of the province and we cannot look forward to a very successful rabi. If suspensions of the current fixed demand are not necessary it is at least unlikely that collections on account of arrears of past years will be large and the yield of fluctuating land revenue cannot be placed at the high figure of the present year. The important harvest is the rabi and it is unfortunately by this time clear that the crop now on the ground will fall a good deal short of the normal. We budget for 215½ lakhs under fixed and 115½ lakhs under fluctuating; total 331 lakhs round. The variations in the other heads which bring up the total income under the land revenue head to Rs. 3,68,75,000 are not considerable in amount and are fully explained at the commencement of part II of the Memorandum.

"The expenditure under head 3—Land Revenue has been reduced from Rs. 52,90,000 in the budget to Rs. 50,34,000 in the revised by the postponement of the formation of the Sheikhpura District and of the revision of clerical establishments, and is raised to Rs. 51,44,000 in the budget for 1916-17 by expenditure to which we are committed by notifications issued some time ago under Punjab Act II of 1900, for the preservation of land in the Sewaliks. Expenditure on settlements, which is included under this head, continues to decrease. The outgoings of the year are now expected to fall somewhat below the provision made in the budget, excess expenditure in settlements being more than covered by the surplus due to the postponement of certain expenditure on colonization. The provision for next year is Rs. 8½ lakhs. The settlements of Sialkot, Shahpur, Lahore and Gujrat will be completed early in the new financial year, probably in April or May, but in October work in the Ambala Settlement, at present confined to two tahsils, will be extended to all five and the settlement of Dera Ghazi Khan will also in all probability be begun.

"The variations under head XXI income and head 26 of expenditure do not require any remarks supplementary to the explanations given in the Memorandum."

The Hon'ble Mr. Fagan :—"Your Honour, I beg leave to introduce the revenue heads IV—Stamps, V—Excise, VIII—Income Tax and the corresponding expenditure heads 6, 7 and 10. The cautious budget estimate under Excise for the current year anticipated an increase approximately of 1.32 lakhs over the last actuals then available, that is those of the year 1913-14. In framing the revised budget it has been found impossible to maintain the anticipation, and accordingly the Excise receipts for the current year are now estimated at approximately 2 lakhs below the figure taken in the original budget, and about ¼ lakh below the actuals of the last financial year, 1914-15. The decrease is mainly under the head foreign spirit and fermented liquors, that under country spirits and country liquors being comparatively small, while under opium receipts an increase is anticipated. The continuance of the war has been the main factor in this result, the absence of the troops at the various fronts having caused a decrease in the consumption of foreign spirit and beer, while the high food prices have also probably discouraged the consumption of these beverages by the Indian town population. The comparatively small decrease in country spirits and fermented liquors is due mainly to an expected decrease in still-head duty consequent on a probable contraction of consumption. I may observe that the anticipated receipts from this source,

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still-head duty, are less than the actuals realised in 1912-13 and 1913-14 with a lower scale of duty. On the other hand the enhancement of Rs. 5 per seer in the issue price of opium, which took place on the 1st of April last, has apparently not discouraged consumption of the drug. Indeed the opium receipts are expected to yield $1\frac{1}{2}$ lakhs more than the original forecast for the current year. Caution in framing the budget for 1916-17 is obviously necessary. There is very little, if anything, to add to the remarks made in the Financial Secretary's Memorandum. The results of the impending enhancement of duty on foreign liquors have of course to be discounted for probable reduction in consumption, while a decrease of about 2 lakhs shown by the results of the recent auctions of vend licenses for country spirit and liquors indicate that the licensees anticipate reduced consumption which must of course necessarily react on still-head duty receipts. As regards the expenditure head No. 7, it may be of interest to note that the special campaign against illicit distillation is at present in vigorous progress in 10 districts and that several important seizures have been made recently.

"I do not think that any remarks are called for from me on the subject of Stamps.

"As regards Income-Tax, with reference to the expenditure head 10, increased provision for collection of the tax, it may be of interest to observe that the attention of Government has recently been drawn to the necessity of improving the assessment of the tax, especially in the larger towns of the Province. For reasons, which it is perhaps scarcely necessary for me to explain to the Council, the task is one of considerable difficulty and probably requires an agency somewhat more expert than that to which it has in the main been entrusted in the past. The experience gained by the deputation of special officers for short periods to revise assessments in towns has shown that by such measures not only is the yield of the tax substantially increased, but also a more equitable distribution is secured and Government has accordingly decided to extend the scope of the experiment and has sanctioned the entertainment of a special staff for a year to revise assessments in towns of the Lahore and Jullundur Divisions. I do not think any more remarks are required from me, and I therefore beg leave to introduce the heads which I have above specified."

The Hon'ble Mr. Barron:—"I beg to introduce the expenditure head 18-General Administration. The total expenditure under this head remains at about the usual figure of $12\frac{1}{2}$ lakhs. I do not think there is any special feature calling for remarks this year. I introduce the head No. 18—Expenditure."

The Hon'ble Mr. Craik:—"Your Honour, I propose to follow the example set by my predecessor, the Hon'ble Mr. Thompson, in last year's debate, and in dealing with the different heads of Budget of which I am in charge. I propose to discuss only one or two points of general interest and not to attempt any detailed examination of the figures. The Memorandum by the Hon'ble Finance Member is so full and lucid and the necessity for strict economy imposed by the War has made any important changes so impossible, that there is not very much to be added under the heads of which I am in charge. The Hon'ble Members will perhaps be glad to be spared for a few minutes from the somewhat severe mental efforts imposed by the consideration of purely financial details on those of them who, like myself, have not the financial sense highly developed.

"The first head with which I have to deal is IX—Forests and the corresponding head 11—on the expenditure side. With regard to the Forest Department perhaps the most interesting and special feature of the year is the success which has attended the new resin factory started at Jallo. The Hon'ble Members will see that reference is made in the Memorandum to the increase in receipts, Rs. 30,000, obtained from this source, and though no great expansion

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of business can be anticipated in the present condition of trade, there is every reason to hope that with the return of more normal conditions the State will derive a steadily increasing profit from what was formerly a waste product of its forests. The quality of the turpentine and pure resin manufactured at Jallo compares favourably with the products of the older factory at Bhawali in the United Provinces, but the latter has an advantage in its more central situation involving smaller freight charges. In order, however, to eliminate competition the Manager of the United Provinces factory has been appointed joint sales manager for both provinces, orders being allotted to the two factories in proportion to the amount of crude resin dealt with, due consideration, however, being paid to geographical considerations with a view to avoiding unnecessary freight charges. The further question of the standardization of pure resin is now being examined, and it is hoped that by the time an expansion of the business becomes possible the arrangements will have been perfected and the factories will be in a position to derive full benefit from an increased demand.

"Another point which affects the Forest Department is the irrigated plantations in the new colonies. Mr. Thompson last year explained the policy of Government with regard to these irrigated plantations. The areas required for these plantations with one exception have now been selected and sowing is being taken in hand. It is necessarily a somewhat slow process and provision has been made in the estimates for 1916-17 for inclusion of a substantial sum to be obtained by temporary leases of areas not yet ripe for sowing. In the last Forest year a surplus of over 1½ lakhs was obtained from the Changa Manga plantations alone and the receipts should be even greater next year, as an effort is being made to work off arrears of fellings, and arrangements have been made to dispose of some of the surplus plants.

"Reference is made in the memorandum to an increase in the number of trees sold in the Rawalpindi among other divisions. This is due to a great extent to a revision of the working plan of the Murree and Kabuta forests which is to produce an outturn three times as large as the working plan which it replaces, at the same time, however, providing for the regeneration and care of the forests on much more scientific lines than have hitherto been adopted. This very satisfactory result is due to the efforts of Mr. Jerram, a young officer who is now serving his King and Country in the India Army Reserve of Officers.

Turning now to the next head, Law and Justice, XIX-A, on which only expenditure side is open to discussion. In this connection possibly the only item in which the Hon'ble Members will feel most interest is the sum of Rs. 85,000, the cost of the Special Tribunal, which is now sitting in Lahore. It must be remembered in this connection that a considerable proportion of that sum goes towards the expenditure incurred on the defence of the accused. The whole of the accused have been given or at any rate offered counsel at the expense of Government, and the expense of accused's witnesses who exceeded the prosecution witnesses in number was also very great. The Special Tribunal has been a somewhat expensive means for trying these accused, but a little reflection will show to the Hon'ble Members that in the long run it will be the cheapest means available, certainly it is by far the most expeditious agency for the disposal of the very elaborate and important cases it has had to deal with. If the ordinary procedure of committal, trial in Sessions Court and appeal to the Chief Court, had been followed the proceedings would in all probability have lasted for years. As it is, the Special Tribunal has sat in all for some nine months and has now nearly completed its labours. It has had to deal with the two main conspiracy cases and five subsidiary cases. In all over 200 accused persons appeared in the 2 conspiracy cases, where over 2,000 witnesses were examined. Government wishes to take this opportunity of acknowledging the devoted and assiduous industry displayed by Major Irvine and his colleagues throughout these lengthy proceedings. They have frequently worked for 9 or 10 hours daily, often in conditions of the most

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trying kind, and Hon'ble Members will, I think, agree with me that great as is the strain of protracted and intricate proceedings of this kind on all concerned, it is certainly most severe on the presiding Judges, on whom rests the sole responsibility for holding the scales of justice even.

Regarding the next head '19-B—Jails' there is little to be said. The number of His Majesty's involuntary guests is unfortunately still abnormally high, the monthly average now is about 17,000 and their entertainment owing to the high price of food-grains is a heavy charge. We are now making enquiry as to the possibility of employing jail-labour on war work. Certain articles made in the Punjab jails might be of use to the armies in the field, such as tents, ropes, leather pouches, mattresses, sheets, towels, etc.

The next head on which I have to touch is '20—Police,' and in this connection Hon'ble Members will no doubt wish to hear a word or two of explanation regarding the sum of 3 lakhs provided in the budget for 1916-17 for raising the pay of the rank and file. I notice by the way in this connection that one of the Lahore newspapers cavils at this expenditure on the ground that it decreases the funds available for advancing the cause of social progress, and suggests that much of the expenditure could be avoided by following a juster and sounder policy in the matter of recruitment. What exactly is meant by this phrase is hard to see. Our difficulty is to get recruits at all on the present rates of pay. Possibly there are classes who would enter the Police on even lower rates, but they are hardly likely to have the physical and intellectual qualifications now demanded of that service.

The Editor goes on to protest once again against the proposition laid down by the Hon'ble Finance Member in his Memorandum that it was the primary duty of Government to maintain order. I should have thought that that was a fairly axiomatic truth, but we live and learn, and I now learn that it is equally a primary function of Government to secure the social progress of the community. Well, social progress is one of those delightfully vague phrases dear to the leader writer's heart, but I confess that I am puzzled to understand which of its many forms does not postulate a community in which order is maintained and law respected.

I wish to make it quite clear that it is not intended to increase the strength of the force. The whole of the increase, which will eventually amount to nearly 4½ lakhs will be devoted to improving the pay of the rank and file of the force. As I have already said there are serious difficulties in getting suitable recruits. The present lower rates of pay are quite insufficient, and the number of men who cut their names after serving a few years is so high that it impairs the general efficiency. We are therefore recommending to the Government of India that a substantial increase should be given in the pay of constables and head constables. It must be mentioned in this connection that the present rates of pay were fixed some ten years ago and since then the rise in prices has been very considerable. It must also be mentioned that the Punjab police has maintained order amid a turbulent population, and it has also to investigate crime in circumstances very often of personal danger. I have no doubt that if the excellent spirit, which brought forth praise from Sir Reginald Craddock in the Imperial Council at Delhi who remarked that the work done by the Punjab Police was highly commendable is to be maintained in the force, and if the Government desires that the members of the force should be recruited from the martial and agricultural classes, then the present low rates of pay will fail to attract desirable men. Government is convinced that there are very serious difficulties in recruiting for the force; and that the sole remedy lies in increasing the pay of the rank and file, and for that reason this extra expenditure has been included in the estimates for next year.

The only other point which I wish to refer to briefly is the provision under the same head Police which it is proposed to devote to measures in con-

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nection with the reform and reclamation of criminal tribes. The Hon'ble Members will remember that in the end of 1913 a Committee was appointed to consider the whole question of the best methods and the policy to be pursued in dealing with them. That Committee has submitted its report, and it has been under the careful consideration of Government. It is impossible in view of the present financial conditions to give full effect to the recommendations of the Committee, but in order to work out the preliminary details of the scheme an officer of the Punjab Commission will shortly be put on special duty. The extra sum of Rs. 30,000 provided in the budget is for the cost of that officer. With these remarks, Your Honour, I introduce the heads 'IX—Forests,' 'XVI A—Law and Justice—Jails,' 'XVII—Police' and the corresponding heads on the expenditure side.

The Hon'ble Mr. Ward:—"Your Honour, the question of lapses in the budget grant was under careful consideration last year, and in consultation with the Financial Secretary a revised procedure was introduced from the 15th April 1915 by which only such projects are included in the budget as have been worked out in some detail. An improvement has resulted, but owing to the retrenchments in capital expenditure the effects of the reform are obscured.

The policy of reduction has of course affected the execution of the full programme of works as entered in the budget, and whereas our original estimate was Rs. 62,71,000 the revised figure stands at Rs. 51,50,000, making a decrease of Rs. 11,21,000.

This reduction takes place wholly in the grants for original works, but includes a transfer of Rs. 2,70,000 from Public Works to the Civil Budget under the head "Medical" in connection with the King Edward Memorial Scheme. The remainder of the reduction is made up of a number of smaller sums all less than Rs. 65,000.

The same cause contributes to a further reduction in the budget for next year, and no new works of importance are contemplated. Those in progress must of course be finished off and will account for Rs. 6,90,000. Work on the great hospital scheme in Lahore to the memory of the late King Emperor is now practically finished. The elevator at Lyallpur will be fitted out with the necessary machinery for handling the grain. At Sialkot the water-works have been completed, while at Dera Ghazi Khan the first stages of a water-supply scheme are in hand.

Good progress was made on the Triple Canals Project. Of the total estimated cost aggregating 10·07 crores 9·62 crores will have been spent by the close of the financial year.

The Upper Jhelum Canal was formally opened by His Excellency the Viceroy on the 9th December 1915 and gave winter supply to the Upper Chenab and Lower Bari Doab Canals. The Upper Chenab Canal irrigated 3,25,000 acres during the year against 2,11,882 acres irrigated last year, and the Lower Bari Doab Canal irrigated 280,000 acres against 189,204 acres.

An estimate and report in connection with the Haveli Project were submitted during the year to the Government of India for their consideration.

Investigations in connection with the Projects for the Bhakra and Koch Dams on the Sutlej and Jumna Rivers, respectively, were made during the year but the latter has now been finally abandoned under the orders of the Government of India.

[Mr. Ward; Mr. Godley.]

Investigations have also been made in connection with the closed drainage tract in the Ambala and Karnal Districts with a view to ameliorating the sanitary conditions; this tract will also come within the scope of the Bhakra Dam Scheme. The Hydro-Electric Scheme at Anritsar is now ready for the working of one complete set of turbines and generators: the completion of the remaining 3 sets is delayed by the exceptional conditions obtaining in England.

Under the head 'XXIX—Irrigation—Major Works' the direct receipts realised during the past year 1914-15 amounted to Rs. 2,43,92,000 against Rs. 2,45,00,000 anticipated during the current year. A larger amount, *viz.*, Rs. 2,52,00,000 was entered in the Budget Estimate for the current year in anticipation of extensions of irrigation on the Upper Chenab and Lower Bari Doab Canals. The failure of the rains last year and the ravages of the cotton crop by the 'boll-worm' were the chief causes which led to the adoption of the smaller estimate. The budget estimate for 1916-17 has been fixed at Rs. 2,55,00,000 or Rs. 10,00,000 more than that of the current year. This increase anticipates extensions of irrigation on the Triple Canals and for improved conditions on the Western Jumna and Sirhind Canals where the failure of the rains and the activities of the 'boll-worm' were most felt during the current year.

'XXIX—Major Irrigation Works, Indirect Receipts.'—These credits have risen steadily during the quinquennium ending 1915-16 from Rs. 58,24,000 to Rs. 1,08,00,000, the chief contributing causes being enhancements of land revenue rates on the Lower Chenab, Lower Jhelum and Upper Bari Doab Canals owing to new settlements being carried out in their commanded tracts and large sales of Government waste lands on the Triple Canals. The lower estimate Rs. 1,02,00,000 entered for 1916-17 is due to the anticipated drop in fluctuating land revenue.

Under '42—Major Works—Working Expenses' the total expenditure excluding interest on debt, for the current year is now estimated at Rs. 1,01,00,000 against Rs. 89,42,000 entered in the budget estimate or Rs. 11,58,000 more. As explained by the Hon'ble Finance Member this increase was mainly due to large training works becoming necessary at Khanki to retain control of the Chenab River. Extra allotment were also given for the proper upkeep of the banks of the new canals and for protective works on the Sirhind Canal. The budget estimate for 1916-17 has been fixed at Rs. 1,03,00,000 or Rs. 2,00,000 more than that allotted during the current year. This provides for the proper maintenance of the canals and for certain urgent works, *viz.*, completion of the River Training Works at Khanki begun this year, protective works on the Upper Jhelum Canal and training works on the Sirhind Canal.

The heavy rainfall at the end of September and early in October 1914 encouraged large rabi sowings which, in the absence of rain in the following months, became canal-irrigated. Violent hailstorms damaged the crops on the Lower Chenab and Lower Jhelum Canals while unseasonable rain in March followed by high winds and heat in April and May materially reduced what had promised to be a bumper harvest. The kharif was entirely rainless and the rivers were low. Considerable damage was caused by grasshoppers, 'boll-worms' and other insect pests.

In 1913-14 the total area irrigated in the Punjab was 8.32 million acres. In 1914-15 it was 8.96 million acres, and in the current year 1915-16 it is 8.99 millions approximately."

The Hon'ble Mr. Godley :—"Your Honour, the Memorandum by the Finance Member contains a detailed explanation of the figures relating to the Education Budget, so that there is little left for me to add. It will be noticed

[Mr. Godley ; R. B. Ram Sarn Das.]

that a normal increase is anticipated under receipts, and that on the expenditure side there is an apparent decrease in the provision for the coming year. The latter is due to the fact that the Imperial assignments for capital expenditure on educational buildings have now been fully utilised. A balance of Rs. 5,61,000 to be spent from this grant was included in the estimate for the current year, whereas in the year 1916-17, as is pointed out in the Memorandum, expenditure on buildings will be wholly a charge on provincial revenues. Provision has been made in the estimate for one more Normal School, for new equipment in Government schools and the Government College, and for the salaries of the Principal and two Professors in the Khalsa College, besides other minor items which need not be enumerated. The increase of expenditure, actual or estimated, under the head 'Inspection' since 1914-15 is due to the appointment of 12 more Assistant District Inspectors of Schools, to the reorganisation of the staff of Inspectresses, and to provision being made for additional Divisional Inspectors in view of the large increase in schools. Hitherto, however, owing to the financial situation and difficulties about recruitment, only one additional Inspector has been employed. The staff of Inspectresses now numbers six, of whom four hold University degrees. Grants-in-aid, it will be observed, cover half of the total provision. These include grants to local bodies for the extension of vernacular education. The additional amount provided for this purpose Rs. 25,000 has been determined by the Finance Committee, and will be distributed at the rate of Rs. 200 for each new primary school. Speaking from the educational as distinct from the financial point of view, I regret that it has been found necessary for budget purposes to supersede the system of distribution in force since 1912, under which the grants to local bodies were proportioned to the expenditure of these bodies on salaries and other school objects. This system acted as an indirect means of raising teachers' salaries and staffing schools adequately, and although Government accept a seemingly indefinite liability, it was not difficult to average the probable expenditure, as is already done in the case of grants to privately-managed secondary schools, which automatically increase with the spread of secondary education. Financial considerations being paramount at the present time, it is not necessary for me to dwell on this topic, beyond expressing a hope that the new measure will not cause a set-back to the educational activities of the district boards which have been exerted with so much success recently, as shown, for instance, by the addition of over 1,400 primary schools in three years, coupled with an increase of more than 60,000 pupils in such schools, not to mention the various steps taken to improve the supply of teachers. Of the next year's budget estimate of expenditure generally it may be said, in conclusion, that apart from an inevitable decrease in the provision for building grants, caused, as has been explained, by imperial grants for the purpose no longer figuring in the estimate, development under the main educational heads has been allowed for in spite of adverse circumstances."

RESOLUTION *re* PROMOTION OF INDUSTRIES.

The Hon'ble R. B. Ram Sarn Das :—

Your Honour, the Hon'ble Members of Council must have been struck with the modesty of the demand made in the resolution standing in my name. The Government of His Honour Sir M. F. O'Dwyer has provided Rs. 40,000 in the budget for the promotion of industries in the Province during the forthcoming financial year. The allotment budgetted is, I venture to think, much too small, and the sum which I pray may be added to the allotment is smaller still. It is regrettable that out of Rs. 50,000 budgetted last year only Rs. 11,000 were spent, and it is a matter of still greater regret that the allotment for the

[R. B. Ram Saran Das.]

forthcoming year is lower than that made in 1915-16. I realise the financial stringency with which the Punjab Government are confronted just now. But the present is the time when retrenchment in the expenditure towards the fostering of industries would be false economy. The modest sum which should according to my proposal be transferred from Civil Works to the promotion of industries is not at all such a heavy item as to put off indefinitely important schemes of Civil Works that my esteemed friend the Hon'ble Mr. Ward may have in hand. Your Honour, times are moving very fast and especially it is the case in matters industrial. The Government of to-day is, I must confess, helpless to make an effective advance in industrial promotion. Its hands are tied to some extent. But will the case remain the same after the present European war is over? With an Empire cemented by the blood of the different sections of her population and fighting side by side in a noble cause with allies firmly bound to her interests and confronted by a treacherous foe who although beaten in battle, as we hope and pray, will be as vigilant as ever in grasping industrial market, and will be even keener after a defeat, the question of the promotion of industries cannot be relegated to the background. It must needs be tackled in a statesmanlike spirit, and who is better qualified to do so than the wide awake ruler who has just nipped in the bud the gravest internal disorder since 1557 and has saved the Punjab from anarchy? When the British statesmen are devising ways and means for reciprocal trade advantages to England and her allies now and after the war, does it not behove the great satraps who rule the various Provinces of India in the name of His Gracious Majesty King Emperor George V to promote such industries as already exist but are in a more or less moribund state, and to start them on new but sure lines? Sir, I am not a man who would say "why does not the British Government in India do likewise as the Governments of some rich and industrially advanced European countries are doing just now? I would never recommend an industry for mere love of show, as I see before me open graves for the bodies of dying enterprises, and I am conscious of the fate that would befall commercial ventures unsuited to the soil. Such forced growths will surely wither like hot-house flowers at the first cold blast of adversity. So we have to proceed on the most cautious lines and with the utmost circumspection. Withal one finds many industries which it would be a folly to neglect and an economic blunder to ignore. Sir Louis Dane, in the illuminating address he delivered at the opening of the Punjab Agricultural and Industrial Exhibition at Lahore in 1909 pointed out in the most eloquent words what industries have a certain future for them in the Punjab, and the great industrial survey which Dr. Alma Latifi undertook at Sir Louis Dane's instance embodying the result of his labours in a highly interesting volume points with great force to the advisability of starting certain industries which will have an assured future before them. I fancy the Punjab Government must have spent about two lakhs of rupees on the Exhibition Committee and on Dr. Latifi's deputation. What fruits, I venture to ask with some frankness, has this outlay borne? While weighing this matter in the balance in fairness to the local authorities I must say that Lord Morley's despatch on the policy of industrial development in India is responsible for much of the industrial inactivity in later years.

However, Lord Morley's industrial policy is no longer strictly adhered to—vide the Madras Council proceedings for 1915, page 199, 24th November 1914,—and even his successors are chary of accepting a rigid interpretation of the rule laid down by His Lordship.

Besides, the Government of India are now committed to a policy of industrial expansion, and accepted the following resolution moved by my friend the Hon'ble Raja Khushal Pal Singh in February 1915:—"That this Council recommends that in view of the opportunity offered by the cessation of imports from hostile countries, Government should afford such assistance and co-operation

[R. B. Ram Saran Das ; R. B. Bakhshi Sohan Lal.]

as may be practicable in the promotion of industrial enterprise in India". The Government of Madras spent the sum of two lakhs of rupees on the promotion of industries in 1914 and have a whole-time Director to supervise and direct the industries of the Province. The Government of Bombay by accepting the following resolution on the 8th December 1915, committed themselves to the policy of industrial expansion :—

"This Council recommends that His Excellency the Governor in Council will further consider the feasibility of starting a Paper Pulp Factory in the Kenara District of the Bombay Presidency so that the Factory can be started by private enterprise after the close of the present war with a guarantee from public funds if necessary for the initial stages of the undertaking."

His Excellency Lord Carmichael's Government accepted the following resolution moved in August last in the Bengal Council :—

"This Council recommends to the Governor in Council that the necessary measures be taken as soon as it may be convenient to give effect to the recommendations made by Mr. Swan in his Report on the Industrial Development of Bengal."

I am not in a position to give the exact sums spent by Presidency Governments on industrial expansion, but Hon'ble Members very well can imagine for themselves from the nature of resolutions accepted that these Governments must have spent large sums of money in pursuance thereof. A wholesome feature of the United Provinces budget for 1915-16 was the provision of Rs. 70,000 for assistance to indigenous industries badly hit by the War. From the above it would be obvious that in almost all the major Provinces of India certain steps have been taken for the promotion of industries. We are all very grateful to the Punjab Government for what they have done in the matter of industrial expansion, but I venture to say that much requires still to be done before the Punjab attains its rightful place in industry. Loans from ordinary banks are out of the question just now, and it is Government alone which are in the best position to render help to industries in the Punjab. Further, Government alone are in a position to make industrial demonstrations which will be of real help to the workers of this Province. For both these purposes I ask for the modest sum of Rs. 24,000 in addition to the budgetted allotment. The civil works can wait till next year, but who knows that if the present moment for the expansion of industries is not availed of the chance may ever come again. I, therefore, move the following for the favour of your acceptance :—

"That this Council recommends to His Honour the Lieutenant-Governor that the sum of Rs. 24,000 be allotted for grants and experiments for promoting such industries as are suited to the Punjab by curtailing the expenditure budgetted under head Civil Works to that extent."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal—

"Your Honour,—With Your Honour's permission I heartily second this resolution, which has been so ably moved by the Hon'ble Rai Bahadur Ram Saran Das, and in doing so I may be allowed to add that the conditions created by the world-wide European war have given opportunities for establishing and fostering new industries and manufactures in the Province as well as for encouraging and patronizing those already existing in the country without much fear of competition with articles of foreign manufacture which before the war used to be imported in such abundance and so cheaply that the articles of indigenous product even though of better quality than those imported could not attract appreciation on the part of the purchaser. Every official as well as non-official in this Council is fully aware of the opportuni-

ties afforded by the war for reviving the local industries, but the present strain of the money market and general distrust in the success of Joint Stock Companies created by so many failures of Banks and other concerns of limited liability are obstacles in the way of unaided private enterprises, and unless the Government extends its patronage and guidance in the matter of granting expert as well as pecuniary aid by way of subsidy in the beginning, it is impossible for the people to make a start and the amount of Rs. 24,000 asked by the Hon'ble Mover of the resolution can hardly be said to be more than what can be spared for grants and experiments for promoting indigenous industries so urgently needed for the requirements of the country.

The Hon'ble Rai Bahadur Hari Chand—

"I should like, Your Honour, to support the resolution. Your Honour all the members are aware how our industries have suffered from the failure of banks. I think it would not have been behind any province, if this crisis had not occurred as it did, and now no doubt Your Honour realises that there is a necessity of the industries. A small amount has been provided for the purpose. Now the question is whether we should increase it or not. Whether it is to be transferred from the head—Civil Works or from somewhere else,—I submit that a large amount may be put for the industries. With these remarks I support the resolution of my friend the Hon'ble Rai Bahadur Ram Saran Das.

The Hon'ble Mr. Lumsden :—Your Honour,—I have great sympathy with the general objects of this resolution, but I regret to say that I cannot see my way to accept it. Government has repeatedly in answers to questions put by Hon'ble Members of the Council explained its position in the matter. I refer especially to the answer given to the question put by the Hon'ble Sir P. C. Chatterjee in September 1914 and to the answer to the question put by the Hon'ble Malik Muhammad Amin Khan last March. It is disappointing to find that no tangible scheme has yet been put forward or even suggested. Last year we provided an exceptional amount in the budget, *viz.*, Rs. 50,000 in the hope that some schemes would be put forward during the year. The result has been that $\frac{3}{4}$ th of this provision has remained unutilised. For this year, as mentioned by the Hon'ble Member we have provided a sum of Rs. 40,000. A part of this will be required for an extension of the Central Weaving scheme. A considerable sum amounting to Rs. 10,000 which at present forms a reserve will, however, be available for any practical projects which can establish a title to Government support. At a time like this when it is difficult to make two ends meet it would be an act of folly to tie up money which is urgently required in other ways, under a head under which it is not likely to be used and under which we believe that the provision already made is ample to meet any requirements likely to arise during the year. I would like also to draw the Hon'ble Member's attention to the fact that his proposal although apparently a very modest one is made regarding a head in which a reduction of 11½ lakhs has already been made on the attenuated figures for the present year. If Members go further back they will find that the reduction amounts to over 30 lakhs. Now it may seem very little to take a further Rs. 24,000 from a head which has already been reduced by 11½ lakhs, but I may point out that doing so must mean one of two things, either one or more of the very urgent projects which despite the present stringent conditions have of necessity been included in the estimates for the ensuing year must be abandoned or in the alternative some project which at present is under preparation will have to be postponed. As every one knows the abandoning of a scheme already in progress is a most wasteful form of expenditure, because we cannot resume where we left off. I trust the remarks I have made will convince not only the Council generally

[*Lala Kanshi Ram.*]

but also the Hon'ble mover of this motion in particular. As I have said I have every sympathy with the general object of his resolution, but I regret that the resolution as it stands cannot be accepted.

The Hon'ble Lala Kanshi Ram :—

"Your Honour,—In supporting the Hon'ble mover of this resolution I wish to add that I am really of opinion that the resolution asks for too little. Of course I am convinced of the technical difficulties in financial handling of the proposition that, as pointed out by the Finance Member, may be in the way, but of course we cannot offer any suggestions for the solution of these difficulties, because as an expert in these matters he is in the best position to solve any such difficulties. I for one want to impress upon the Government that the sum of Rs. 40,000 provided for the encouragement of industries under this head is utterly inadequate for the achievement of the great object that we have in view. Your Honour, the Hon'ble Member has tried his best to impress upon this Council the necessity of moving at this time. This time is considered to be the most favourable for the purpose of making a beginning towards this object. In the budget discussion of last year perhaps the Hon'ble Members will recollect that I made a suggestion for a very large project, and that was the establishment of a technological college. That was on the understanding that Government was desirous that the country should be in a position to compete successfully with the imports from the countries with whom we are now at war. I understood also that an exhibition had been opened to enable the subjects of this Government to see what are the articles in which they could successfully compete. But I tried to impress upon the Government the necessity of doing something more than the opening of a mere exhibition. Unless we were taught the art of producing an article at its lowest cost so as to enable us to compete successfully with the foreign article, we could hardly be expected to compete with the highly civilised countries and those countries which possess machinery of best description and experts of widest experience. Your Honour, at that time my suggestion was received very coldly with the remark that we did not understand what we were proposing. It was pointed out that it was hardly known what a technological college was. I admit, Your Honour, that this to some extent is true and that we could not have any conception of what a technological college was. In a country which has no such college of course we have no conception as we have never seen the like. We have only heard of it and we only know that such colleges and such facilities are supplied to their subjects by foreign Governments, those that send their goods to compete with the industries of India. I confess that the Hon'ble Member who was then replying to my proposal was right in saying that we did not understand what such a college was. To that extent he was right, but of course the proposal which I made did not involve any suggestion that we knew of the nature of such a college and money that would be required for its establishment. I refer to this point simply for the purpose of impressing on the Council the necessity of making an earnest effort for the improvement of industry and for enabling the subjects of His Majesty to be in a position to compete successfully with the enemy countries at least in those articles which we are importing from those countries. Unless this is done, I am sure a sum of money such as Rs. 40,000 supplemented with Rs. 24,000 now asked for must be a waste. But there is no doubt that we want that Government should consider and recognise its duty by making an earnest effort and a very material one towards the completion of the object, and with this view I support the resolution of the Hon'ble Mover. I know that this sum would hardly add to its utility, i.e., by adding it to the sum of Rs. 40,000 already provided. But I think that if the resolution is carried, the principle should be recognised that an earnest effort on a much larger scale than Government considers necessary is wanted."

[*His Honour the President.*]

His Honour the President :—

" Perhaps I might make a few remarks on this subject to supplement what has been said by the Hon'ble Finance Member. I am quite in sympathy with the Mover of this resolution and those who have supported him as to the desirability of drawing the attention of Government to the necessity of doing what they can at this stage to back up and support every feasible scheme for the development of industries in this country, particularly those industries which will make us independent to some extent at least of imports from outside and thereby provide a field for capital in this country and also provide increased scope for labour in this country. As we all know, the Hon'ble Mover of the resolution is a man with an acute business instinct and, as he has told us, he would be the last person to encourage Government to support any wild-cat scheme or any mushroom adventure. We have had bitter experience of such schemes and such adventures in recent years, and as he has also candidly admitted, it is to that experience that we owe the fact that commercially and industrially, the Punjab, which in so many other respects occupies the first place among the provinces of India, in these particular respects has to take a back seat.

Now to come to the practical side of the matter, we have to consider how the Punjab stands, what facilities we possess as regards the development and the encouragement of industries. The great industries of the world in nearly every country are based on one of these three products : on coal, iron (and if the two can be found close together as they are in England so much the better) and on earth oil, which is rapidly taking the place of coal. In the Punjab we know what our position is as regards coal. We have the Dandot colliery and other similar workings. They were either started or supported by Government in the hope of encouraging enterprise and also to provide the Government railways with fuel. Government, after spending many lakhs of rupees on them, found the coal was of poor quality and has had to abandon the Dandot workings and purchase supplies of coal from Bengal at enormous expense, and as I saw the other day they have sold their stock at Dandot to a private firm for a very nominal sum. This shows that we cannot expect much in the way of coal. Government itself came into the market and endeavoured to develop the industry, but found it impossible.

As regards iron, I am afraid we have not much to hope for. There are, as far as I know, no possibilities of finding iron to smelt in large quantities in this Province.

There remains the third head, that of earth oil, and in regard to this I am in a position to inform the Council that the prospects in the North Punjab are extremely promising. Several private companies have been working up there and prospecting for several years, and in the Attock District they have found oil in very promising quantities, and various companies, some from Burma, some from other countries, have taken out prospecting licenses in Attock and adjoining districts which they hope to transform very soon into mining licenses and thereby create what we hope will be a sound and well-established earth-oil industry in the North Punjab. That industry if established will provide employment for the people, a good investment for capital, and add enormously to the prosperity of the Province. It would, among other things, help to solve the fuel difficulty ; it would make us independent of Russia and also Burma as regards our oil supplies, and it is an industry which we hope has a future before it and which I would be very glad to see attract more attention from capital within the Province. The promoters of these companies, with one exception—a Sikh from Burma—have been European gentlemen of this Province and from Burma or oil companies from Burma, and so far I have only known one instance of anybody within this Province applying for a prospecting license. I think that is a state of affairs which cannot be considered satisfactory and the people of the Province who desire the industrial development of the Province

[*Rai Bahadur Ram Saran Das.*]

should come forward when they find a promising opportunity like this and apply for prospecting licenses. Government would be very glad to give them licenses. I mention this as showing that, while there is this laudable demand for the assistance of Government in promoting industrial development, the demand is still more or less an abstract one, and we are not receiving the tangible proofs which Government must look for before it is expected to put its hand in its pocket.

There are two other forms of industry which are more or less indigenous in this Province and which Government is willing to help and for which it is doing something. One is the Weavery. Government has started a central weavery for the higher training of weavers and has endeavoured to supply them with the best systems, and has provided them with better forms of looms. It is putting the various forms of looms, such as the Salvation Army loom and others, before the weaving classes and enabling them to try them. It is also helping the Salvation Army to train the village weavers and help them to adopt better methods. So far what we have been able to do is not perhaps very great, but we are quite ready to extend the work, if we can get the weavers. At present our difficulty is not to provide funds for the weavers, because we are only too willing to subsidise those who come, but the difficulty is to get the weavers to train.

There remains finally the glass industry. As we know, there is a fairly flourishing glass industry at Ambala carried on by an enterprising gentleman Rai Sahib Panra Lal, and he has taken advantage of the present prohibition of the import of glass from Europe, especially from Austria and Germany, to try to push the sale of his wares in this country. I have been over the factory. He has made very considerable progress, and he is gradually capturing a larger market. That is a venture which Government is very willing to encourage. He has imported a certain number of experts from Japan at considerable expense, and he himself, I understand, intends to go to Japan and asks for assistance from Government in importing other experts from Japan. He is a practical man who has put before us a practical proposition and we are considering the extent to which we can support him.

My object in mentioning this is to show that, if a practical proposition is put before Government, we are quite willing not to limit ourselves to the Rs. 40,000, but to extend it, even in a year of financial tightness. I am quite sure that if the Hon'ble Mover, or any other gentleman, comes forward and says here is a matter in which Government can help, here is a matter in which there is a field for the development of industry in which Government can assist, and if he or others who inspire confidence satisfies the Government of the *bona fides* of the undertaking and its character, he will find the assistance which Government is willing to give is not limited to the Rs. 40,000 put in the budget, but that it will be supplemented from grants from the reserve and by other methods. We hope to spare the Public Works from giving up the Rs. 24,000 suggested, and we are quite willing to supplement the grant for industries from other sources.

The Hon'ble Rai Bahadur Ram Saran Das :—

“ Your Honour,—I am very grateful to Your Honour for your kind and very sympathetic remarks and for Your Honour's promise to help the industrial development.” With these remarks, therefore, I beg to withdraw the resolution.”

ADJOURNMENT.

The Council adjourned to Tuesday, the 14th March 1916.

LAHORE :
The 13th March 1916. }

S. W. GRACEY,
Secretary, Legislative Council, Punjab.

Appendix A—(see question No 25)

FOREST CONSERVANCY IN THE KANGRA DISTRICT.

No. 347, dated 6th June 1867.

From—The Secretary to Government, Punjab, Civil Department,

To—The Secretary to Financial Commissioner, Punjab.

THE Hon'ble the Lieutenant-Governor, having carefully considered

1. Précis of all the correspondence available in the Secretariat and Financial Commissioner's offices on the subject of the Kangra forests, drawn up by Mr. J. B. Lyall, Settlement Officer.

2. Rules for the conservancy of forests and jungles in the hill districts of the Punjab, submitted to the Supreme Government in this office letter No. 190—447, dated 3rd March 1855.

3. Reply of Government of India, dated 21st May 1855, sanctioning the above rules.

4. Financial Commissioner's letter No. 584, dated 22nd November 1860, submitting correspondence from Settlement Officer, Kangra, Conservator of Forests, and Commissioner of Jullundur, regarding proposals for amending the existing system of forest conservancy in Kangra.

5. Letter from Secretary to Financial Commissioner, No. 72, dated 7th February, submitting further correspondence from the same officers.

6. Report of Committee appointed by His Honour to consider the proposals made in the above correspondence.

7. Letter from Commissioner, Jullundur, No. 165, dated 16th May 1867, conveying his views upon the subject.

the documents and correspondence marginally noted, is pleased to issue the accompanying code of instructions for the better regulation of forest conservancy in the Kangra District, and I am to request that they may be communicated to the local authorities at an early date. The

original correspondence of your office is herewith returned.

Instructions for the better regulation of Forest Conservancy in the Kangra District.

THE Settlement Officer, in communication with the Conservator of Forests, will declare what tracts of forests are to be considered Government forests and liable to the imposition of Forest Conservancy Rules; and he will cause the same to be marked off by boundary marks and shown in the village maps and settlement records.

2. He will exclude from such demarcation small patches of forest in the midst of cultivated lands, and any straggling trees on village grazing grounds, and royal trees growing on private lands.

3. The Government forests above described will be divided into three classes—

First.—Forests the timber of which is exceptionally valuable from superiority of quality or convenience of situation.

Secondly.—Ordinary forests.

Thirdly.—Forests or jungles in which the timber is generally of very inferior quality.

4. Forests of the first class will ordinarily be under the management of the Forest Department, and in them the strictest conservancy applicable under the rules of 1855, or rules which may be hereafter framed under the Government Forests Act, 1865, will be enforced, and grazing altogether prohibited. It is desirable that such tracts be not only demarcated, but surrounded by a fence or enclosure sufficiently substantial to preclude the entrance of sheep or cattle.

5. In second class forests also the Forest Rules of 1855 will be firmly enforced, but a fair share of grazing land will be left open with reference to the existing requirements of persons declared by the Settlement Officer to have prescriptive grazing rights, and reasonable facilities will be allowed such persons for picking up dead wood for fuel in forest lands. The District Officer, under the orders of the Commissioner, will determine in each particular case what is to be considered a "fair share of grazing land," and will frame, in communication with the Forest Department, suitable rules for enabling the villagers to supply themselves with necessary fuel.

6. In third class forests no restrictions will be placed on grazing, but in other respects the ordinary Conservancy Rules will be enforced.

7. Agriculturists, having a prescriptive right to cut forest timber for agricultural and domestic purposes, and having no timber available in the undemarcated portion of the village lands, will be permitted, on application to the lumbaradar, to cut trees in demarcated forests within the village boundary, on payment of a fee of four annas per tree.

8. Agriculturists of other villages will, in like manner, be charged eight annas per tree, and non-agriculturists full rates.

9. Bunwuzers of the chowdree class will be appointed in each taluqah or half taluqah to supervise and control the lumbaradars in granting permission to cut wood and other matters connected with conservancy.

10. Out of the fees collected, the bunwuzer will be entitled to four annas in each rupee, and the lumbaradar and rakha to one anna in the rupee, respectively. The income of the former can also be supplemented by an allowance from the forest fund. Payments heretofore made to the village community and putwarees will cease.

11. In third class forests, and such portions of second class forests as are not specially reserved, villagers may be permitted to lop the side branches of trees for fodder, under such restrictions as the District Officer, in communication with the Forest Department, may consider desirable.

Précis of former Correspondence.

THE correspondence of 1849, consisting of orders by Board of Revenue

Commissioner Trans-Sutlej States' No. 196, dated 5th September 1849, to Secretary, Board of Revenue.
Secretary to Board of Revenue, No. 723, dated 18th September, to Commissioner.

on correspondence between Mr. Cust, Deputy Commissioner of Hoshiarpur, and Mr. McLeod, Commissioner of Jullundur, regarding treatment of

Juswan forests, shows that the inclusion of forests and wastes in mouza boundaries instead of their separate demarcation was not a mere oversight at settlement time, but was the deliberate policy of the day. The fact that the waste and forest lands in the hills belonged to Government was recognized, but the idea of making a settlement strictly according to the *status quo*, by treating the old circuits as circuits only, and recognizing the zemindars' proprietorship in their individual fields only, does not seem to have occurred. No system of settlement but that of turning the old circuits into a kind of bhaichara mouza seems to have suggested itself; though in fact the circuit boundaries had no more connection with property than the taluqah boundaries. The reasons given in the Board of Revenue's letter for not demarcating separately the Kangra Forests are, 1st, that, owing to their scattered nature, to demarcate them separately would either involve splitting up the zemindars' lands into several distinct mousas or mehals, or that, to connect them, a large part of the forest would have to be included with zemindars' lands, and absolutely abandoned by Government; 2ndly, that the forests when demarcated would require a large establishment to look after them, whereas by including them in mouza boundaries and "partially assigning" them to zemindars, the latter with the old circuit office-bearers, now changed into lumbaradars, would be induced and compelled to look after them. The old circuit *rakhas* (i. e., forest watchers) would be maintained and paid by the village in consideration of its interest in the forests. The exact limits of the rights intended to be conferred on zemindars by this "partial allotment" are not so clear from the correspondence of 1849. It is stated, that zemindars were to have rights of cutting grass, cutting green wood for agricultural purposes, and collecting dry wood for fuel. Some kind of property in the forest lands would also seem to have been intended to be conferred from the contrast drawn in case of forests demarcated as separate mehals in Hoshiarpur, which are said

to be "entirely the property of Government." Again, it is said "the forests which have been marked off separately belonging entirely to Government can be disposed of to the best advantage without any injury to surrounding villages." It would appear that, at the time the proprietorship of forest lands, if thought about, was not considered of value. A demand for land by outsiders was not foreseen, and forest conservancy was thought secondary to extension of cultivation.

2. In 1851-52, however, while settlement was in progress, the idea of tea cultivation was taken up, and waste lands at Holtā were set aside for the purpose.

In 1852-53 it appears that a demand had arisen for lands for tea plantations, and the Commissioner inquired of the Deputy Commissioner whether any lands, except those at Holtā, had been excluded from mouza boundaries. Mr. Bayley, Deputy Commissioner, replied in the negative, but opined that the zemindars would surrender for small sums the rights given them at settlement in many large pieces of culturable waste at present only used for grazing, recommended that such lands should be taken up, as lands are taken up for public purposes, and compensation given.

The Commissioner forwarded this letter to Chief Commissioner, saying that, as Chief Commissioner was already aware, no lands except Holtā, had been absolutely reserved which could be appropriated as Government lands: that it was possible, but doubtful, that some of the lands now covered with forest, and which had on this account been reserved as Government property, might be hereafter available for tea cultivation; but all the lands fit for immediate occupation had been heretofore regarded and confirmed as private property pertaining to the villages within the area of which they lie. Hoped that it will not be necessary to take up lands as proposed by Deputy Commissioner. Rajputs should be incited to plant tea.

The Chief Commissioner reported the matter to the Government of India in reply to a reference from thence: saying that all the culturable land in Kangra had been marked off and mapped as the property of the village communities: an appropriation such as that proposed by the Deputy Commissioner would be very unpopular, as the people were very fond of their lands: the Rajputs had not enough already. Before appropriation all other measures should be tried. Suggested growing tea through the zemindars after the system in use for cultivation of opium, so as to start the cultivation.

The Government of India acknowledged receipt of Chief Commissioner's letter, and ordered the correspondence with a report of Doctor Jamieson's to be printed as a Punjab selection.

MEMO.—The Commissioner in his letter appears to have considered that the property in the soil of forests had been reserved to Government at settlement. The Chief Commissioner would appear to have thought that all culturable land, whether forest or barren, had been given over to the communities previous to settlement. Without doubt forest and waste were equally Government property.

3. About this time attention was drawn to the rapid destruction of hill

Secretary to Chief Commissioner's memorandum without No. or date.

forests which was going on owing to absence of sufficient regulations and superintendence. All the Commissioners of divisions, containing hill districts, submitted reports. Eventually in 1855 the Secretary to Chief Commissioner wrote a minute on the reports of the Commissioners in which he suggested that civil officers should be empowered to adopt one of two courses according to circumstances, *viz.*, either to mark off as forest preserves certain tracts or plots, or to prohibit generally felling of certain kinds of trees wherever growing: such demarcation or prohibition to be made whether Government was proprietor of the soil or the zemindars, as in the latter case private rights must yield to public exigencies.

Chief Commissioner's memorandum without No. or date.

The Chief Commissioner in a separate minute approved and ordered preparation of rules for submission to Government of India.

The Chief Commissioner, in submitting the rules for sanction of Government, remarked that this extent

Secretary to Chief Commissioner's No. 196, dated 3rd March 1855, to Secretary to Government of India.

of interference was warranted by the manorial powers over hill forests pertaining to Indian Government, also by the exigencies of the public service. Rules would not be too strictly carried out. The wants of the hill people to fuel and wood for agricultural and domestic purposes should be met by the rules intended to define the legitimate powers of officers, not as conservancy rules in detail.

The Government of India, in sanctioning the rules, remarked that from

Secretary to Government of India's No. 1789, dated 21st May 1855, to Chief Commissioner.

a European point of view they would appear of an arbitrary character; but that, with regard to the unquestionable validity of Government manorial rights in hill forests, and further with regard to undoubted exigency of conservancy, the principle upon which the rules are founded cannot be objected to. The Chief Commissioner was also directed to call upon the Commissioners for sets of rules of detail applicable to the circumstances of their divisions.

MEMO. -- The rules submitted to Government of India and sanctioned by the Governor-General in Council are in the form of an Act or Regulation. Under paragraph 25 of the Indian Councils Act they have the force of law.

These rules do not pretend to do away with existing manorial or proprietary rights of individuals or communities, but they provide that such rights shall be no bar to the exercise of the powers conferred by the rules, provided that occupants or owners of land get what wood or fuel they really require for agricultural and domestic purposes.

The powers conferred by these rules are so sweeping that the officers of Government, by enforcing them, can make proprietorship in forest-lands merely nominal, so long as forest be maintained, *e.g.*, forests can be fenced in; grazing or trespass of any kind can be prohibited; barking, lopping or felling of any tree or bush can be made penal; Government can fix and take a price for all kinds of timber, &c.

It is important to notice that the absence of any real proprietary claim to forest-lands on the part of zemindars or communities is made the ground for sanctioning these rules.

Mr. Barnes, as Deputy Commissioner in 1848-49, gave the zamindars and other non-agricultural residents liberty to take what wood they required for their private wants, but no power to fell for sale or for clearing land for cultivation. A clause intended to convey this meaning was also entered in the settlement papers. In 1853-54, before sanction of general rules by the Governor-General, Mr. Bayley, Deputy Commissioner, with the sanction of the Chief Commissioner, put in force other rules for the better conservancy of the forests, which had been much injured by the too great licence allowed to the people by Mr. Barnes' regulations. Very few of these rules were innovations; they were based upon the ancient custom of the country; with certain alterations and additions made from time to time, they are still in force.

4. Again, in 1856, on its being seen that the plan of starting tea cultivation by inciting zemindars to plant, which had been proposed in 1853 by the Commissioner, Trans-Sutlej States, and the Chief Commissioner, was not succeeding, orders were issued to Major Lake, the Commissioner, urging him to press the zemindars on the subject.

The Commissioner gave his opinion that official pressure would not give any result. Regretted that lands were not marked off as Government property at settlement in Kangra, where the waste lands are extensive, and where the proprietary rights of Government to even cultivated lands were before settlement universally recognized, and no claim would have even been advanced to the proprietorship of waste lands by individuals or communities. Remarked that Mr. Barnes' Settlement Report shows that the ancient tenure of land in Kangra differs clearly from the tenures of the plains, and in fact amounts to a ryotwari tenure like that recognized in Madras. In the report it is also stated that extensive forests or wastes are usually considered the exclusive property of Government; considered that Government might even now, with justice and without much unpopularity, set aside excess waste lands for tea cultivation.

The Chief Commissioner in his reply met this proposal as follows:

Chief Commissioner's No. 2235, dated 24th October 1856, to Commissioner.
"With reference to your remarks on the advantages which would have accrued from setting aside large tracts in the Kangra hills for Government purposes, it appears to the Chief Commissioner that, however desirable this may have been, it is now impossible to resume the Government right which has been formally alienated, and which has been now held for several years; if, however, there be any such lands which the people are willing to give up, there is no objection to their appropriation with their consent."

Copies of Major Lake's report and the Chief Commissioner's reply were submitted to the Government of India for information.

Chief Commissioner's No. 798, dated 24th October 1856, to Secretary to Government of India.

5. Again, in 1858, in submitting a report which had been called for on the progress of tea cultivation, Major Lake, Commissioner, Trans-Sutlej States, attempted for the third time to re-open the question of the zemindars' proprietary right, urged that by custom Government was undoubted proprietor of all waste and forest lands. The error in the settlement papers should be corrected.

The Financial Commissioner forwarded the Commissioner's letter with a report on tea cultivation, and gave his opinion that the settlement record was clearly erroneous and might perhaps be corrected: mentions having verbally consulted Sir J. Lawrence, who had said, that if a handsome percentage by way of *malikana* was allowed to the

Financial Commissioner's No. 264, dated 7th May 1859, to Secretary to Government, Punjab.

Commissioner Trans-Sutlej States' No. 376, dated 23rd December 1858, to Financial Commissioner.

proprietors according to the record, the allotment of waste to outsiders would, he thought, be justifiable. Urged that something must be done; suggested that District Officers should entertain applications, and allot waste lands, allowing proprietary fee only when claimed, and claim supported by the record.

Upon this it appears that the Lieutenant-Governor reported the matter to the Government of India giving opinion that the settlement record could not now be altered, and land

Secretary to Government Punjab's No. 406, dated 11th June 1859, to Secretary to Government of India.

should only be given with consent of zemindars.

Orders appear also to have been sent to the Commissioner, Trans-Sutlej

Secretary to Government's No. 2502, dated 1st October 1859, to Commissioner, Trans-Sutlej States (not in file).

Commissioner Trans-Sutlej States' No. 200, dated 21st December 1859, to Secretary to Government, Punjab.

States, directing him to entertain applications, for in reply to such orders the Commissioner pointed out, that it was of no use so to do if land could only be given with consent of the zemindars who were not likely to agree, considered it justifiable under the circumstances to forcibly appropriate lands as is done in case of lands required for public purposes. Before so doing, however, the effect of explaining to zemindars that Government either at next settlement or sooner will insist upon cultivation of waste lands might be tried. Perhaps when they comprehend this they may sell or lease to outsiders at easy rates.

The Lieutenant-Governor in reply approved of Major Lake's second

Secretary to Government Punjab's No. 1688, to Commissioner, Trans-Sutlej States, dated 28th December 1859.

proposal, and directed that Lieutenant Paske, Assistant Commissioner, should be specially deputed to Kangra to explain Government intentions to zemindars and induce them to sell or lease lands to Government or outsiders for tea cultivation. Copies of a printed notification were also sent to be given to applicants; these notifications declared that the settlement record cannot be altered, the proprietary right of all lands is vested in village communities; land can only be procured with their consent.

MEMO.—Accordingly Lieutenant Paske proceeded to Kangra, and by negotiation with the zemindars succeeded with much difficulty in inducing some village communities to transfer a small part of the waste and forest lands in their villages to Government or to European planters. The zemindars were paid a price for the lands surrendered.

MEMO.—I have often heard some of these zamindars say that they were taken by surprise at the time, that they had no idea that they were proprietors of the waste with power to consent or refuse, or they would not have agreed at all. The fact is, that in the district neither the settlement nor the orders of Government made much perceptible difference, the old kardars and bakims become lumbar-dars, and very few, if any, of the zamindars knew of the revolution which had taken place; up to the present date in nearly every matter the practice is guided by ancient custom.

6. Meanwhile Mr. Barnes, then Commissioner, Cis-Sutlej States, had

Commissioner Cis-Sutlej States' No. 29, dated 10th February 1859, to Commissioner, Trans-Sutlej States.

his attention aroused to the subject by the publication of above correspondence in the Gazette, and wrote to Mr. Melville, Commissioner, Trans-Sutlej States, urging that though at settlement he did not specially reserve Government right, yet neither did he give disposal of waste to zamindars: by custom and theory the waste belongs to Government; the people only claim right to graze and get trees for private wants:

in the settlement records the Government claim to all forest and grazing dues was reserved: the practice of the district utterly opposed to any proprietary right of zemindars in waste and forests, Lieutenant Paske should authoritatively demarcate all excess waste along the Chamba Range.

MEMO.—Mr. Barnes confined what he said to the villages along the Chamba Range on the grounds that it was not necessary to refer to others, as the waste required for tea planting existed along that range only, also on the grounds that he thought village boundaries had not been absolutely fixed along that range.

This letter was sent by Mr. Melvill to the Financial Commissioner, who in reply said that the Lieutenant-Governor desired that the Commissioner should make immediate investigation on the spot, and give opinion as to whether the construction formerly put on the settlement papers, or that put on them by Mr. Barnes, was correct.

Mr. Melvill submitted the desired report; he found that in village maps the whole area of waste up to summit of the range was included; that the "wajib-ul-arz" paper directly by the use of the word "shamilat" and indirectly by mention of rights of grazing and getting wood gratis, conferred proprietorship on the zemindars; that in some villages also in the same papers a right of dividing culturable land had been recorded; in conclusion he gave his opinion that Government at settlement had only reserved to itself certain manorial rights, and that Sir J. Lawrence's former decision on the subject should not now be impugned.

MEMO.—Mr. Melvill threw some doubt upon the supposed absence of original right to proprietorship of waste and forest lands by zemindars. The grounds which he cites, viz., existence of boundary disputes, rights of common of grazing in can be shown at once to have nothing to do with proprietorship of communities.

The fact of a clause in settlement papers of some villages giving power to divide culturable lands also amounts to very little, when it is known that the words "culturable lands" in Kangra settlement papers always refer merely to terraced lands which had fallen out of cultivation, not to culturable waste.

Mr. Barnes replied to Mr. Melvill, and adhered to his view, that Government had the right to claim excess waste: remarked that the "wajib-ul-arz" was framed by the people themselves whose title deed it is now declared to be: the real meaning of the document is not what it is now interpreted to be, but is explained by custom of the district: by Mr. Melvill's showing even Government and zemindars have a concurrent right, the latter cannot clear timber or break up waste without Government permission. Government should take land and compensate zemindars in money for any rights they may possess.

The correspondence appears to have been sent on by Financial Commissioner to Government, Punjab, for the Lieutenant-Governor replied that he entirely agreed in deeming it unadvisable to compel the zemindars to sell the waste lands attached to their villages; having formally vested them with the proprietorship, the adoption of such a course would appear a breach of faith.

7. A year-and-a-half later, the question of proprietorship of waste and

Secretary to Government, Punjab, No. 1912, dated 5th December 1861, to Deputy Commissioner.

Kangra by the Lieutenant-Governor calling for a report as to the wishes of the tea-planters, and the ways in which Government could assist them. Mr. Egerton in his report submitting the tea-planters' memorial held that it had

been already finally settled that the waste lands were leased for term of settlement to the zemindars, but remarked that forest lands were distinct from waste land; Government having reserved no lien on the latter, but a very strong lien on the former, believed that the distinction had not been noticed in former correspondence: opined that Government might justly dispose of much forest land, say one-third in each mouzah.

The Commissioner, Major Lake, in forwarding the report with regard to

Commissioner Trans-Sutlej States' No. 33, dated 24th February 1862, to Secretary to Government, Punjab.

Mr. Egerton's two new ideas, agreed with the first, viz., that the rights of zemindars by settlement papers at the most only amounted to a lease for term of settlement, but disagreed as regarded the second, and considered that in point of law not much difference between the case of forest land and barren waste existed; both should be treated alike. Recommended that Deputy Commissioner should mark off surplus waste, and sell it in fee simple, giving the zemindars 15 or 20 per cent. of the price as compensation for grazing and other rights.

The correspondence was sent by the Lieutenant-Governor to the Financial

Secretary to Government Punjab's No. 163, dated 6 March 1862, to Financial Commissioner.

Commissioner, with a minute by the Lieutenant-Governor (not in the file), and the Financial Commissioner was requested to give his opinion.

The Financial Commissioner considered it questionable whether the hold

Financial Commissioner's No. 168, dated 28th March 1862, to Secretary to Government.

of the zemindars upon the waste and forest lands could be considered to amount to a lease only: did not see that much advantage would result from taking such a view: perhaps inexpedient to do so after former decisions affirming zemindars' proprietary right: the Government dues hitherto levied from waste lands, and the Government forest arrangements, may be considered merely methods for collecting the Government demand on those lands, not as exercise of proprietary right on the part of Government: Mr. Egerton's proposal to induce zemindars to give up larger proportion of forest lands in exchange for remission of Government dues on remainder should be tried.

MEMO.—With regard to the argument that the zamindars only hold a terminable lease of the waste lands, I may mention that up to the present day they look upon their position in that way in all the leases of waste lands which have been given by lumbaridars or communities. There is a clause, either expressed in the document or understood by the parties, to the effect that the lessee is, in fact, proprietor; that till settlement he will at a certain rate help to pay the jama: and that at expiry of settlement he will become a khewatdar. The idea of a tenant holding of the community has not yet been comprehended by the Kangra zemindars, such a status being utterly unknown in former times.

The Lieutenant-Governor, in finally recording orders with regard to the

Secretary to Government Punjab's No. 323, dated 22nd April 1862, to Financial Commissioner.

wishes of the tea-planters, declined to reopen the question of the proprietary right of village communities to waste lands in their village areas, on the grounds that Government had omitted to claim the waste at the proper time and under the legal forms, viz., at

settlement, and that to revive the claim now would shake the general faith in the validity of settlement records. Land could only be got with the zemindars' consent. Mr. Egerton to negotiate with them for surrender of forest lands on the terms he suggested.

MEMO.—In obedience to these orders, Mr. Egerton did obtain a considerable amount of waste and forest land by negotiation. In most cases he gave the community full ownership of the trees in an amount of forest proportionate to that of which they surrendered the ownership of the soil, and further abandoned on the part of Government the custom of prohibiting grazing in part of the forest. The zemindars also got a share of the price realized by the land when sold by auction.

8. This decision of 22nd April 1862 on the question of re-opening the Government claim to proprietorship of wastes in the last : it will be seen that the matter has six or seven times been decided by the Chief Commissioner or Lieutenant-Governor since settlement, and that such decisions have been three times forwarded for information to the Government of India.

9. A history of the system of forest conservancy now in force has been given above in paragraph 3. I may add here, however, that Mr. Bayley's rules were amended and added to by Major Lake, Commissioner, in 1859. Again, in 1862 the Lieutenant-Governor relaxed the rules in some respects : suggestions for some further alterations and

Commissioner Trans-Sutlej States' No. 11, dated 14th January 1859.

Secretary to Government Punjab's No. 226, dated 25th January 1859.

Secretary to Government Punjab's No. 322, dated 22nd April 1862, to Financial Commissioner.

Secretary to Government's No. 85, dated 15th February 1860, to Financial Commissioner.

relaxations were also made in February last by His Honour the Lieutenant-Governor, but they have not yet been carried into effect.

J. B. LYALL,

Settlement Officer.

The 2nd March 1867.

Appendix C—(vide answer to question No. 59).

B.

Statement showing area and revenue assessed on the Western Junna Canal from the year 1907-08 to 1914-15.

(PREVIOUS TO SETTLEMENT THERE WERE OWNERS' RATES WITH CASSES AS WELL AS OCCUPIERS' RATES.)

Canals.	1907-08.		1908-09.		1909-10.		1910-11.		1911-12.		1912-13.		1913-14.		1914-15.		REMARKS.
	Area.	Revenue assessed.	Area.	Revenue assessed.	Area.	Revenue assessed.	Area.	Revenue assessed.	Area.	Revenue assessed.	Area.	Revenue assessed.	Area.	Revenue assessed.	Area.	Revenue assessed.	
	Acrea.	Ra.	Acrea.	Ra.	Acrea.	Ra.	Acrea.	Ra.	Acrea.	Ra.	Acrea.	Ra.	Acrea.	Ra.	Acrea.	Ra.	
Occupiers' rates	685,185	18,60,035	602,199	15,66,202	482,320	13,64,859	526,273	20,90,487	679,175	25,01,600	746,187	38,90,915	705,898	25,64,478	800,151	30,32,435	
Owners' rates	...	333,207	...	6,89,480	...	5,92,832	...	...	...	(a)	...	...	...	(a)	...	...
Casses	...	...	...	...	...	...	...	—41,510	...	(a)	...	—57,818	...	(a)	...	—80,649	
Total	685,185	20,99,302	602,199	22,55,691	482,320	19,57,691	526,273	20,48,977	679,175	24,54,538	746,187	39,38,097	706,898	27,97,388	800,151	30,71,789	

Average rate per acre Rs. 3-90.

Average rate per acre Rs. 3-79.

(a) Assignment to the District Board of 2 per cent. of the gross receipts from occupiers' rates by way of compensation for the abolition of casses on owners' rate.

Appendix D.

REVISED FINANCIAL STATEMENT SHOWING FIGURES UNDER MAJOR HEADS FOR THE YEARS 1911-15 to 1916-17.

NOTE.

THE Revised Financial Statement differs from the advance copy supplied to Hon'ble Members on the 6th March in the following respect only :—

Owing to an improvement in the receipts from the sale of waste land the revised estimate of the current year under the head I—Land Revenue has been raised by one lakh. In consequence the closing balance of 1915-16, and the opening and closing balances of 1916-17 have been raised by the same amount.

LAHORE :

O. F. LUMSDEN,

The 11th March 1916.

Financial Secretary to Government, Punjab.

Revised Financial Statement showing figures

Heads of account.					Actuals, 1914-15.	Budget, 1915-16.	Revised 1915-16.	Budget, 1916-17.	
					Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Opening balance					70.92	53.97	52.21	60.23	
<i>Provincial Revenue and Receipts.</i>									
I—Land Revenue					1,42.28	1,44.22	1,40.87	1,33.87	
IV—Stamps					27.19	28.00	28.75	29.00	
V—Excise					34.61	35.23	34.25	31.82	
VI—Provincial Rates					39	31	31	29	
VIII—Income Tax					8.94	8.55	9.15	11.70	
IX—Forest					14.38	14.20	16.20	15.41	
X—Registration					3.53	3.67	3.40	3.25	
XII—Interest					2.25	2.88	2.60	2.66	
XVI-A—Law and Justice—Courts of Law ...					5.88	6.78	5.40	5.28	
XVI-B—Law and Justice—Jails					4.09	5.00	4.25	4.00	
XVII—Police					1.73	1.67	2.24	2.82	
XIX—Education					4.77	4.83	5.02	5.05	
XX—Medical					86	82	80	1.16	
XXI-A—Agriculture					1.73	1.88	2.05	1.94	
XXI-B—Scientific and Miscellaneous Departments ...					7	23	23	29	
XXII—Receipts in aid of Superannuation					83	70	1.05	1.00	
XXIII—Stationery and Printing					79	92	80	1.10	
XXV—Miscellaneous					4.18	5.53	2.83	3.60	
XXIX—Irrigation—Major Works.					Direct Receipts—				
					Civil	3	1	1	...
					Public Works	1,21.96	1,26.00	1,22.50	1,27.50
					Indirect Receipts —				
					Portion of Land Revenue due to Irrigation.	50.87	54.00	54.00	51.00
XXX—Irrigation—Minor Works and Navigation.					Civil	3	29	12	12
					Public Works	50	60	60	80
XXXI—Civil Works ...					Civil	2.03	1.96	1.69	1.63
					Public Works	2.01	2.00	1.80	1.80
Transfers between Imperial and Provincial (<i>vide</i> Appendix A).					40.13	30.78	42.42	36.85	
Total Provincial Revenue and Receipts ...					4,76.06	4,87.06	4,85.34	4,73.44	
GRAND TOTAL ...					5,46.93	5,41.03	5,37.55	5,33.67	

under Major heads for the years 1914-15 to 1916-17.

Heads of account.				Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.
<i>Provincial Expenditure.</i>				Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000
1—Refunds and drawbacks	...	...	...	1,01	1,00	88	97
2—Assignments and compensations	...	...	...	38	39	38	37
3—Land Revenue	...	...	...	49,87	52,90	50,34	51,44
6—Stamps	...	...	...	86	96	87	87
7—Excise	...	...	...	1,08	1,24	1,19	1,80
10—Income Tax	...	...	...	6	8	6	14
11—Forest	...	...	...	8,89	9,86	9,66	10,00
12—Registration	...	...	...	1,22	1,29	1,23	1,24
15—Interest on Ordinary Debt	...	...	...	1,86	2,10	2,04	2,05
18—General Administration	...	...	...	13,27	12,28	12,71	12,64
19-A—Law and Justice—Courts of Law	...	...	...	46,03	46,94	47,21	46,56
19-B—Law and Justice—Jails	...	...	...	15,86	17,32	16,11	18,28
20—Police	...	...	...	62,49	64,26	65,29	70,11
29—Education	...	...	...	42,20	41,66	44,41	42,76
24—Medical	...	...	...	28,23	22,73	19,58	16,69
26-A—Agriculture	...	...	...	11,46	11,72	11,62	12,86
26-B—Scientific and Miscellaneous Departments	...	...	...	1,01	1,72	1,30	1,62
29—Superannuation Allowances and Pensions	...	...	...	22,62	23,91	23,28	25,34
30—Stationery and Printing	...	...	...	7,70	7,70	7,95	8,22
32—Miscellaneous	...	...	...	4,44	807	3,65	8,81
36—Reduction or Avoidance of Debt	...	...	...	1,40	1,40	1,40	1,40
42—Irrigation—Major Works	Working Expenses—						
	Civil			1	...	1	...
	Public Works			43,98	44,71	50,50	51,50
	Interest on debt			35,39	635,6	30,54	37,38
43—Minor Works and Navigation.	Civil			38	51	44	46
	Public Works			1,44	1,01	1,59	1,40
45—Civil Works	Civil			21,19	14,51	13,55	13,58
	Public Works			70,44	62,71	51,50	40,27
Total Expenditure				4,94,77	4,91,04	4,77,32	4,78,26
Closing balance				52,21	49,39	60,23	55,41
GRAND TOTAL				5,46,98	5,41,03	5,37,55	5,33,67

APPENDIX A.

Memorandum showing the details of transfers between Imperial and Provincial Revenues.

	Accounts, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.
Contributions from Imperial to Provincial—	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000
RECURRING—				
(1) Fixed adjusting entry	4.86	4.86	4.86	4.86
(2) In connection with the Famine Insurance Scheme	1.40	1.40	1.40	1.40
(3) Assignment for Education	4.25	4.25	4.25	4.25
(4) Further assignment for Education	3.38	3.38	3.38	3.38
(5) " " " " " " " " " " " " " " " " " "	75	75	75	75
(6) Contribution for University	35	35	35	35
(7) Assignment for Sanitation	4.00	4.00	4.00	4.00
(8) Assignment for the improvement of the Sanitary services	22	22	22	22
(9) On account of the Imperial share of the sale-proceeds of sites for shops and residences in towns in the Punjab.	20	2.01	1.40	1.06
(10) For relieving Municipalities of Police charges	5.23	5.22	5.22	5.22
(11) For remission of certain recoveries from local bodies	3.04	3.04	3.04	3.04
(12) Assignment in connection with the provincialisation of the salaries of officers of the Civil Veterinary Department.	1.00	1.00	1.00	1.00
(13) Provincialisation of the charges of the Camel Specialist	"	"	"	.81
(14) Assignment in connection with remission of appropriations from excheq...	2.08	2.08	2.08	2.08
(15) Assignment to compensate Provincial Revenues for the loss of income from the recovery in stamps of fees for the inspection of records.	10	10	10	10
(16) Assignment to meet the expenditure for the grants of Rs 100 per annum each to the holders of titles of Mohamadnabadhyaya and Shams-ul-ulama.	1	1	1	1
(17) Assignment for a grant to the Lawrence Military Asylum, Sasauwar ...	40	40	40	40
(18) Assignment for the Lawrence Memorial School, Murree	12	12	12	12
(19) In connection with the creation of the new Province of Delhi	13	13	13	13
(20) Assignment in connection with the surrender by the Local Government of Rs. 1 crore out of the Provincial balances.	3.50	3.50	3.50	3.50
	35.01	36.82	36.21	36.18
NON-RECURRING—				
(21) Grant to the Simla Municipal Committee for improvement of the sewage scheme.	3.30	"	"	"
(22) To meet extra provincial expenditure owing to Delhi	1.56	"	"	"
(23) To bring the net Provincial Revenue from Irrigation to 41 lakhs	"	"	6.85	3.32
(24) On account of the Imperial share of the contribution to the Walker Hospital, Simla.	4	4	12	6
(25) For Archaeological expenditure	16	"	12	"
(26) For maintenance and equipment of science laboratories of the Islamia College, Lahore for 3 years).	28	80	30	30
(27) To meet non-recurring expenditure in connection with the provincialisa- tion of the appointment of Camel Specialist at Sahawa.	"	"	"	2
(28) Towards the expenses incurred by the Salvation Army in acquiring certain buildings in Simla.	"	"	5	"
(29) Towards the cost of acquiring land in Dharmasala	20	"	"	"
(30) Grant to Mayo Orphanage, Simla	3	"	"	"
TOTAL CONTRIBUTION FROM IMPERIAL TO PROVINCIAL	5.35	34	7.44	3.70
	40.76	37.16	43.65	39.88
C Contributions from Provincial to Imperial—				
RECURRING—				
(31) On account of change in classification of the charges of the P. W. Section of the Account Office.	23	23	23	23
(32) On account of the Provincial share of the enhanced receipts from Excise ...	"	15	"	55
(33) On account of the Provincial share of the enhanced receipts from Income-tax.	"	"	"	2.25
TOTAL CONTRIBUTION FROM PROVINCIAL TO IMPERIAL	23	38	23	3.08
NET CONTRIBUTIONS TO PROVINCIAL	40.18	36.78	43.41	36.80

MEMORANDUM BY THE FINANCE MEMBER.

Part I.

THE first part of this memorandum deals with the general financial position of the Province in the current and ensuing years.

2. The following table affords a general view of the position :—

	1914-15.		1915-16.		1916-17.
	Revised.	Actuals.	Budget.	Revised.	Budget.
	(Rs. 1,000.)	(Rs. 1,000.)	(Rs. 1,000.)	(Rs. 1,000.)	(Rs. 1,000.)
Opening balance	70,92	70,92	53,97	52,21	59,23
Revenue	4,76,50	4,76,06	4,87,06	4,84,34	4,73,44
Expenditure	4,93,45	4,94,77	4,91,64	4,77,32	4,78,26
Closing balance	53,97	52,21	49,39	59,23	54,41

It will be observed that the total estimates of Revenue in 1914-15 were extremely accurate, small decreases under the heads *I—Land Revenue, XVI-A—Law and Justice—Courts of Law* and *XVI-B—Law and Justice—Jails* being counterbalanced by increases under the heads *IX—Forest* and *XXIX—Irrigation—Public Works*. On the expenditure side the only considerable under-estimates occurred under the heads *20—Police* and *42—Irrigation—Major Works* and these were partially compensated by an overestimate under the head *45—Civil Works*.

Revised Estimates, 1915-16.

3. During the current year economy has been the order of the day. Fortunately the Province has been enjoying a series of prosperous years accompanied by growing income and liberal expenditure, so that the enforced check however much to be regretted in itself will not be so seriously felt. The Financial Secretary indeed sounded a note of warning when introducing the revised financial statement for 1913-14. Reference was made to the fact that spending departments had got into the habit of asking for more than they required and that an idea seemed to be prevalent that the more that was spent, the more would be received. Such a view is of course subversive of all principles of sound finance and it might almost be said of common sense. Too rich a diet is apt to foster all kinds of evils for which the best and safest cure is a course of partial starvation. The present financial position should, far from causing any despondency, be taken advantage of as affording a useful breathing space in which future lines of progress may be profitably mapped out. There is an element of solid truth in the old French adage *reculer pour mieux sauter* which is applicable even to the financing of a Province.

4. While the Revenue side of the Revised estimates presents no very marked features, the expenditure figures afford unmistakable proof of the readiness with which the Province has accepted the invitation of the Government of India to co-operate in a policy of severe retrenchment. The current programme of expenditure was reviewed and grants sanctioned for works not yet commenced were as far as possible withdrawn.

5. In estimating the success attained one essential fact must be kept in mind: that the major portion of the expenditure is of a formal recurring

character and thus not capable of any reduction. Some heads indeed exhibit and must exhibit, steady growth year by year. As the Province develops the administration tends to become more complicated and specialised and consequently establishment charges must increase. As a corollary non-effective charges such as pensions constitute a heavier charge on the finances as time goes on and the burden cannot be lightened for any particular period. There are other heads too as regards which the extent of the expenditure is not wholly discretionary. Further burdens under the heads Police and Law and Justice can be forced upon a reluctant Government by the necessity of coping with an increase in lawlessness and crime, and it is much to be regretted that at a time when every effort is being made to husband financial resources, heavy extra charges have had to be incurred in connection with the enrolment of additional police and the establishment of special tribunals. Such expenditure is from the economic aspect largely or wholly unproductive but the maintenance of law and order is the primary function of Government and money must be found at whatever cost to meet such charges. It would be well, however, that the Province should remember that every such payment necessarily entails a corresponding diminution of funds available for other purposes and thus hampers the general progress of the community. The financial effect of misconduct is rather apt to be overlooked and there is perhaps no harm in thus emphasising this feature of the case. At any rate a reduction under these heads would be welcome not only for its own sake but because it would set free sums which could be applied to other more remunerative objects.

6. If allowance is made for expenditure, which, as explained above, it is not within the power of the Local Government to curtail, revised estimates which show a total decrease over the budget of nearly 14½ lakhs must be considered as highly satisfactory, from the economical as distinct from the economic point of view. The budget itself was framed under war conditions and with a view to reduce expenditure on new schemes as far as possible. The results now anticipated are therefore the more striking and could not have been attained without the cordial co-operation of the various spending departments. Naturally many promising projects have had to be temporarily abandoned and sacrifices have had to be made in other ways. But at a time like the present individual and departmental interests must be subordinated to the greater needs of the Empire and the disappointments which the revision of expenditure necessarily involved will, it is believed, be readily and cheerily accepted as part of the provincial contribution to the cause of humanity at large.

7. In last year's memorandum it was pointed out that the Revenue side of the Revised Estimates had been scarcely affected by the war, the reason being that the receipts were derived mainly from land so that trade conditions were of much less importance than the character of the seasons. There is nothing in the Revised Estimates of Receipts for the present year to suggest any modification of these remarks. It is true that the Revenue as a whole is expected to fall short of the anticipated budget figure by almost 2½ lakhs, but the heads, which are mainly responsible for this deficit—*I—Land Revenue* and *XXIX—Irrigation*—depend largely on forces which are beyond human control. To assert that such heads are not in any way influenced by the war would not be entirely correct. For instance the embargo on cotton export is alleged to have had some effect in limiting the proceeds under the latter head. Under both heads, however, the real cause of the decrease is climatic and not commercial or political and will be found in the comparative failure of the rains in many districts of the Punjab and consequent reduction of the kharif crop.

8. Perhaps the head most closely affected by the war is *V—Excise*. The Budget figure allowed for a moderate increase over the actuals of the previous year and the opinion was expressed that the estimate was a very cautious one and would probably be exceeded. Latest advices, however, suggest that this modest figure is about one lakh too high. For this, however, the war cannot be held wholly responsible. No doubt one of the chief factors in the situation

has been the removal of troops and consequent diminution in the number of customers. Moreover, there is little question but that the unsettled times reacted on the bidding at the excise auctions. But the effect of the enhancement of the duty on country spirit in reducing consumption cannot be overlooked while the continued efforts of Temperance Societies and Reformers must be allowed some share of the credit. The prohibition of the vend of liquor at certain large fairs has also contributed to the general result so that even in the case of Excise, the war has only been one of several factors.

9. A considerable reduction in the Revised Estimate will be noticed under the head *XXV—Miscellaneous*. This decrease is, however, counterbalanced by a similar diminution under the corresponding head on the expenditure side *32—Miscellaneous*. It was not found possible to introduce the scheme under which the receipts and expenditure of the copying agency were to be provincialised, and consequently the provision made on both sides of the account has been cancelled.

10. The only other decreases which need be mentioned in connection with the Revenue side of the Revised Estimates are those under the sister heads of Law and Justice A and B. The deficit under the latter head is the direct outcome of the orders enjoining the strictest economy. Departments were obliged to curtail their supplies from the Jail Manufactories and the proceeds from the latter have naturally failed to come up to expectation. There is no very obvious explanation in respect of the decrease under the head *XVI-A*. The falling off will be found under the minor head "General Fees, Fines and Forfeitures—Magisterial Fines." Crime has unfortunately not been diminishing as is evidenced by the large increase in the Jail population. In such circumstances the declension in fines seems somewhat mysterious. Some light may be thrown on this point in the next criminal reports but meanwhile the causes must remain in obscurity.

11. It will be observed that the Revised Estimates of transfers between Imperial and Provincial allow for an increase of about 6½ lakhs. The details are given in Appendix A from which it will be clear that the addition is almost entirely due to a payment to which the Province is entitled under the terms of the Provincial Settlement, which guarantees a minimum net revenue of 41 lakhs under the Irrigation heads exclusive of Land Revenue due to Irrigation. It is anticipated that next year also a similar, though smaller, payment will become necessary.

12. Other items on this side of the Revised Estimate which show an increase over budget expectations will be found under the heads *IV—Stamps*, *VIII—Income Tax*, *IX—Forest* and *XVII—Police*. The surplus under the last mentioned head is not, however, a subject for provincial self-congratulation as it originates in the imposition of an unusual number of punitive posts in villages which have earned this distinction for themselves by consistent misconduct. The Forest figures are of a more satisfactory character. The sales of turpentine and colophony were unexpectedly heavy and there was a strong market both for trees and firewood. A very cautious Budget had been framed under the head Income Tax on the expectation that the disturbed conditions might affect this source of income. The fear has proved to be without foundation as ordinary collections show decided progress while the results of the special assessment recently concluded at Jullundur suggest that this head is capable of considerable further expansion. The increase under the head *IV—Stamps* is derived mainly from the sale of Court Fee Stamps and it would appear that the high prices obtained for most forms of agricultural produce have encouraged what has been described as 'indulgence in the luxury of litigation.'

13. On the expenditure side, the Revised Estimates reflect in much greater measure the prevailing abnormal conditions. Reference has already

been made to the substantial economies effected in spite of several large unforeseen increases under various heads amounting in all to about 10½ lakhs. The causes which have led to extra expenditure under the heads 19—*A and B—Law and Justice—Courts of Law and Jails* and 20—*Police* have already been touched on. The swollen figures under the two Irrigation heads are the result of a variety of unexpected charges which will be found described in detail under the respective heads in the second part of this memorandum.

14. The largest reduction is tabulated under the head 45—*Civil Works*. Whenever retrenchment becomes necessary, this head is naturally one of the chief sufferers because it comprises all such undertakings as new roads and buildings as well as improvements on those already constructed. A comparison of the actuals of 1914-15 with the figures now under consideration will at once make evident the drastic character of the curtailment. Very satisfactory progress had been made in recent years to supply the great deficiencies of this growing Province in the matter of roads and buildings, and in liberal grants to local bodies to improve communications. Government much regrets that this progress should have to be suddenly arrested but trusts that it will soon be found possible to proceed with the programme that has been worked out. The decrease under the head 32—*Miscellaneous* has been partially explained above in the reference to head XV—*Miscellaneous* on the Revenue side. The balance not thus accounted for represents for all practical purposes the reserve of 3 lakhs, which was entered to meet unforeseen contingencies and has not been required.

15. Under the head 3—*Land Revenue*, the savings are due to the postponement of the scheme connected with the improvement of the clerical establishment and to the decision to defer the formation of the new district at Sheikhpura. The decreased figures under 24—*Medical* are the results of many reversions to military duty combined with the curtailment of grants under the orders enjoining the strictest economy. The cumulative effect of these reductions is, however, partially counterbalanced by the debit to this head of a sum of 2½ lakhs representing the final contribution of Government to the King Edward Memorial Scheme originally provided under the head 45—*Civil Works*.

Budget Estimates, 1916-17.

16. In view of the need for the husbanding of resources it was decided to avoid, as far as possible, any drawal on the Provincial balance and the budget as originally framed showed a small surplus of revenue over expenditure and included some ten lakhs of new expenditure which had been distributed at a meeting of the Finance Committee. The failure of the winter rains however, materially affected the prospects of the entire unirrigated portion of the spring crops and it was found necessary to reconsider the whole agricultural position. Special reports were obtained from all District Officers and after much anxious deliberation, a reduction of 10½ lakhs was accepted. Five lakhs were passed on to the Irrigation head, the balance being debited under the head 1—*Land Revenue*. Rain has since fallen to some extent over the greater part of the Province and prospects are rather less gloomy. But it cannot yet be ascertained what percentage of the unirrigated crops is likely to come to maturity and the figures have not been altered. There is thus some hope that the estimates under this head will be exceeded, but on the other hand the present figures would have been very considerably lower had the district calculations been incorporated as they stood.

17. This heavy decrease in the estimated receipts led to further efforts to curtail the proposed expenditure. At a second meeting of the Finance Committee various projects were removed from the approved list and sums allowed for Reserves were diminished. The invidious task was so far

simplified by the recent directions to all departments to tabulate their schemes in order of urgency, but even this system cannot dispose of the questions which inevitably arise as to the comparative claims of proposals submitted by different Departments. Every effort was made to treat conflicting interests with fairness and eventually the new expenditure was reduced by about 30 per cent. With the assistance of one or two small additions on the Revenue side rendered possible by improved returns for the present year, the total deficit was finally brought down to the figure of Rs. 4,82,000. As the Budget provides for a Reserve of 5 lakhs which will not be touched provided events pursue a normal course, it is hoped that there will be no actual deficit at the close of the year.

18. The prevailing high range of prices of most forms of grains while affording satisfactory profits to the producer involve the Government in heavy extra expense in the form of compensation allowances for dearness of food. Though it is quite possible that the course of the next few months will see a drop to a more normal figure it has been necessary, for budget purposes, to assume that such compensation will be payable throughout the financial year. Some idea of the burden thus imposed on the Provincial finances may be obtained from the fact under one head alone, 20—*Police*, the provision on this account amounts to nearly 2½ lakhs.

19. The amount to be received by transfer during the next year falls short of the revised estimate for the current year by over Rs. 6½ lakhs. A recurring grant of Rs. 31,000 on account of the provincialization of the Camel Specialist will become payable along with one or two minor sums, but an assignment of Rs. 2,80,000 has to be made by this Province in connection with the increased taxation under the heads *VIII—Income Tax* and *V—Excise*, while it is expected that Rs. 3,32,000 will suffice to bring up the Irrigation Receipts to the minimum of Rs. 41 lakhs as compared with this year's revised figure of Rs. 6,85,000. A smaller grant on account of the provincial share of the sale-proceeds of sites for shops and residences in new colonies is also anticipated.

20. Exclusive of these transfers the Budget, which in view of the unsettled conditions is of a necessarily cautious character, assumes a decrease in receipts of Rs. 4,33,000. Only under two heads *VIII—Income Tax* and *XXIX—Irrigation* are any considerable improvements expected. Under *VIII—Income Tax* the enhanced rates on the larger incomes are expected to yield Rs. 2,25,000, but this amount will not, as explained above, be available for Provincial use. The efforts of the special assessing agency which will commence operations on the Lahore Division, with a view to placing Income-Tax work on a sounder basis will probably contribute a portion of the balance of the surplus showed under this head which allows also for ordinary growth. The larger areas which will receive assistance from the Lower Bari Doab and Upper Chenab Canals should materially assist the receipts under the head *XXIX—Irrigation—Major Works* while the Sirhind and Western Jumna Canals also should show improved returns as this year's harvest was affected by the ravages of boll-worm.

21. The estimate under the head *IX—Forest* while representing a considerable increase on this year's budget does not attempt to reproduce the phenomenal figures of the Revised Estimates. One of the main factors in the latter—the sale of firewood in Colony areas—must steadily diminish owing to the progress made in clearance work. The decreases under the heads *I—Land Revenue* and *XXIX—Irrigation—Major Works—Indirect Receipts* have already been explained. The deficit under the former head has been accentuated by the adoption of lower figures in connection with the sales of Government estates.

22. Despite the fact that this year's budget under the head *Excise* was supposed to be extremely cautious, it has not been found possible even with the assistance of the enhancement on the duties on malt liquor and

'foreign' spirits to approach the figures then assumed. All the causes which have affected the revised may remain in operation during the ensuing year with equal or greater force, while the additional duties may tend to discourage the consumption both of malted liquor and of foreign spirit, especially at a time when harvest prospects are not very bright. The extra revenue obtainable from the increased taxation has been estimated at Rs. 55,000.

23. On the expenditure side, it has not been found possible to keep below the Revised Estimates of the present year. The Budget, however, allows for a drop of no less than 16½ lakhs as compared with the actuals of 1914-15. When allowance is made for the large number of recurring charges and to the steady growth of expenditure *pari passu* with the development of the Province the figures leave no room for doubt that the shears have been applied most rigorously. The head 45—*Civil Works*, for instance, is a mere shadow of its former self.

24. The main increases as compared with the revised estimates of the present year may be briefly explained. The additional expenditure allowed under the head 3—*Land Revenue* is mainly accounted for by a special payment of compensation under the Chos Act in the Ambala District. The comparatively large enhancement under the head 10—*Income Tax* is due to the proposed entertainment of a special assessing staff in the Lahore Division. It is expected that the scheme will prove to be remunerative and that the extra expenditure will be more than covered by increased receipts. Under the head 20—*Police*, the anticipated rise is partly connected with the introduction of the scheme under which the pay of constables and head constables will be raised and partly the result of the causes which led to the increase in the Revised Estimates. Under the head 26-A—*Agriculture* extra provision has been made for experimental tube wells—a matter of great importance to the community—while part of the addition is covered by the grant of Rs. 33,000 on account of the provincialization of the Camel Specialist. The head 29—*Superannuation Allowances and Pensions* merely allows for ordinary growth, while the reserve of 5 lakhs is responsible for the difference under the head 32—*Miscellaneous*.

25. Apart from the reduction under the head 45—*Civil Works* to which reference has already been made, the decreases under the heads 19-A—*Law and Justice—Courts of Law*, 22—*Education* and 24—*Medical* may be briefly mentioned. The latter is explained by the omission of the non-recurring grant of 2½ lakhs which was made during this year to the King Edward Memorial Committee. The smaller figures under the head *Education* are due to the unavoidable curtailment of building grants to local bodies. It must not, however, be forgotten that even the present budget figure corresponds with an average of 22.81 lakhs for the quadrennium ending in 1911-12 and that it contemplates the employment of the whole of the special grants from the Government of India. The hope that the Special Tribunal will complete its labours before the end of the present financial year and that further expenditure of a similar nature will not be required next year has led to the change for the better under the head 19-A—*Law and Justice—Courts of Law*.

26. A reform of some importance has been introduced in regard to the method of distributing recurring educational grants to local bodies. Under the system previously in force the grants made over to local bodies in any given year were based on the actual expenditure incurred during the previous year calculated according to the provisions of Article 101 of the Punjab Education Code. The system had two serious disadvantages. In the first place Government was committed in advance to a liability the extent of which it had no means of gauging. The essential unsoundness of such a position from the financial point of view need not be laboured. In the second place in the absence of departmental control an even expansion of educational facilities could not be secured and the more prosperous local bodies were apt to benefit at the expense of the more backward dis-

tricts and municipalities. Under the scheme now adopted these difficulties will disappear. Elaborate calculations have been worked out to show the average annual liability of Government under all heads in the case of each of the following classes of schools :—Vernacular Middle Schools for Boys, Primary Schools for Boys, Primary Schools for Girls and Hostels. On the averages thus obtained a consolidated amount representing the cumulative liability will be shown in the budget of the ensuing year and will become payable as soon as the estimates have been sanctioned. All proposals in connection with grants for new schools will be placed on the schedule of new expenditure and will thus come within the purview of the Finance Committee. The provision which is sanctioned will be available as soon as the budget estimates have been approved, though in their case payment will not be made until reports have been received from the departmental Inspectors that the new schools have actually commenced work. Should any local body fail to open the school before the 1st October the grant will *ipso facto* lapse.

27. The only other point that need be mentioned in this part of the memorandum is the provision of 3½ lakhs for Colony roads. The development of these new colonies is a matter of great importance to the Province and it was felt that progress would be seriously impeded if the expected grant for communications was postponed. The sum mentioned has consequently been made available for distribution in the areas that are being brought under colonization in the Districts of Montgomery, Multan and Gujrat.

28. In order to meet a desire for earlier information which was expressed by some Honourable Members of Council last year, this memorandum is, as an experiment, being presented with the advance copies of the revised Financial Statement, and the figures with which it deals are those of the second edition of the estimates only. A note will be prefixed to the finally revised copies of the Financial Statement, which will be furnished to Honourable Members by the 12th March, explaining the principal changes made in the 3rd edition of the estimates. A promise made by Mr. Mant in the course of the discussion of the budget last year has also been redeemed by appending to the revised Financial Statement a list of all important reappropriations to meet either new charges for which no provision was made in the budget, or excesses over the estimates in the case of new projects for which the provision made was insufficient. The reasons for these reappropriations and for reappropriations to meet excesses over the provision for ordinary charges are described in detail in the second part of the memorandum, which has been drafted by Mr. Parsons, Under-Secretary, Financial, and explains the estimates of revenue and expenditure under the various major heads, and also the important variations under minor heads. Following the usual practice it does not separate the Provincial from the Imperial share under divided heads but deals only with the gross figures. A slight change has been made in the form of the second part by incorporating the figures under major and minor heads in the body of the Memorandum, in lieu of relegating them to a supplementary statement at the end. It is hoped that this arrangement will enable Honourable Members to follow the figures more readily.

Part II
REVENUE.

I.—LAND REVENUE.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.	REMARKS.
	Rs. 1,000.	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Ordinary revenue ...	3,36,95	3,50,28	3,46,71	3,31,07	
Sale of Government estates...	8,22	11,58	7,62	5,00	
Sale-proceeds of waste lands and redemption of land tax.	30,18	25,00	23,00	23,00	
Assessment of alienated land less quit-rents—service communications.	1,73	1,72	1,69	1,70	
Rents, etc., of fisheries ...	9	10	9	9	
Miscellaneous ...	9,14	7,77	8,63	7,89	
Total ...	3,86,31	3,96,45	3,87,74	3,68,75	
<i>Deduct.</i> —Portion of land revenue due to Irrigation trans- ferred to XXIX— Irrigation— Major Works.	1,01,74	1,08,00	1,08,00	1,02,00	
Net total shared ...	2,84,57	2,88,45	2,79,74	2,66,75	
<i>Deduct</i> —Imperial share— one-half.	1,42,29	1,44,23	1,39,87	1,33,38	
Provincial share—one-half ...	1,42,28	1,44,22	1,39,87	1,33,37	

When the estimates were presented to the Council last March, the prospects of the coming *rabi* harvest were excellent, the prices of wheat and other food grains were exceptionally favourable to cultivators, and on the assumption of a normal *kharif*, it was expected that suspensions of land revenue would be well below the average, and that a large part of the outstanding arrears would be recovered. The anticipations with regard to the *rabi* were more than realised, and at the end of September little was left for recovery from the balances of previous years: but a scanty monsoon ruined the hopes of a normal *kharif*, large suspensions became necessary, especially in the Ambala, and parts of the Lahore and Rawalpindi Divisions, and some delay in introducing new demands in the Lahore and Gujranwala Districts has also affected the receipts from fixed collections. In consequence, the revised estimate of these collections shows a deterioration of Rs. 8,72,000. The areas under fluctuating assessment did not, however, suffer to the same extent from the failure of the monsoon, and though part of the betterment obtained by the *rabi* demand was lost in the *kharif*, fluctuating collections are expected to be Rs. 5,15,000 in excess of the forecast, leaving a net decrease of Rs. 3,57,000 in ordinary revenue. The purchase of proprietary rights in the older colonies has been proceeding more slowly than was anticipated, and there is a decrease of Rs. 3,96,000 in the estimate of receipts from the sale of Government estates: now that the larger, and better part of the land has already been acquired by colonists, a progressive decline is inevitable in this source of revenue, but it is difficult to gauge its rate with exactitude, and in the current year it is possible that buyers have been holding off, in order to devote their savings to the purchase of squares in the new colonies. Under "sale-proceeds of waste lands" the decrease of two lakhs in the estimate is to be attributed to default by purchasers at the original auctions of land in the Montgomery colony at which the bidding was speculative. Though at the recent auctions in January last only some 14,500 acres were sold, in place of the 20,000 acres originally intended, an enhancement to Rs. 30 per acre of the amount payable a

earnest money has prevented any diminution in the receipts this year on this account. Miscellaneous revenue is expected to yield an increase of Rs. 86,000 chiefly from the rent of land leased for a single year in colony areas.

No alteration has been made in the credit transferred to the head XXIX—Irrigation, and the revised estimate accordingly shows a total decrease of Rs. 8,71,000.

Though the revision of assessments in various districts is expected to add five lakhs next year to the receipts from fixed collections, and Rs. 2,84,000 will be transferred from the fluctuating to the fixed land revenue roll in the Sialkot District, the budget estimate of these collections is enhanced by only Rs. 1,20,000. The failure of the winter rains will make it impossible to recover the full demand especially in the tracts in the south-east of the Province which suffered more particularly from the poor monsoon, and will also prohibit the recovery of as large a portion of the arrears of the previous harvest as might otherwise be expected. In areas under fluctuating assessment, the absence of sufficient rainfall is likely to reduce the out-turn appreciably, and a *rabi* considerably below the average must be anticipated, in place of the bumper crop of last year. The estimate of fluctuating collections has therefore been lowered by Rs. 16,84,000, of which Rs. 2,84,000 are accounted for by the transfer already mentioned. A progressive decline of Rs. 2,62,000 has been assumed in the receipts from the sale of Government estates, and under "sale-proceeds of waste lands" it has not been possible to allow for any advance on this year's figure; though an instalment should be received of the purchase money due for land auctioned this year, there are indications that the market is glutted by the offer of as much as 20,000 acres at one time, and in order to prevent a slump of prices, it will probably be advisable to restrict the area offered in 1916-17 to 10,000 acres. Smaller receipts are probable from rents and grazing dues, owing to the progress of colonisation, and from mutation fees owing to the termination of settlements, and there is consequently a fall of Rs. 74,000 in miscellaneous revenue.

The decrease which has been assumed in fluctuating collections affects the credit afforded to the Irrigation Department, and the amount transferred to XXIX—Irrigation has accordingly been reduced by six lakhs, leaving a net decrease of Rs. 12,99,000 in the receipts which are classified under this head.

IV—STAMPS.

HEADS OF ACCOUNT.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
Sale of general stamps ...	17,21	17,95	17,75	17,85	Not open to discussion.
Sale of court-fee stamps ...	34,91	36,00	37,40	37,80	
Sale of plain paper to be used with court-fee stamps.	75	78	77	77	
Duty impressing documents	1,21	1,00	1,17	1,17	
Fines and penalties ...	29	26	40	40	
Miscellaneous ...	1	1	1	1	
Total ...	54,38	56,00	57,50	58,00	
Deduct—Imperial share—one-half.	27,19	28,00	28,75	29,00	
Provincial share—one-half	27,19	28,00	28,75	29,00	

Decreases of Rs. 10,000 each are expected in the receipts from bills of exchange and other general stamps, but in both cases the revised estimate is considerably in advance of the actuals of 1914-15, and there is little or no

indication of an adverse effect of the war on these sources of income. A large additional sum of Rs. 1,40,000 is expected from the sale of court-fee stamps, as litigation has received an impetus from the excellent *rabi* harvest of 1915-16, and the high prices which cultivators have been able to obtain for their produce. The decline in the income from duty on impressing documents has been rather less rapid than was anticipated, and Rs. 14,000 more should be brought in by fines and penalties owing to a more careful scrutiny to prevent under-stamping of documents.

The budget for next year allows for moderate increases in the receipts from general and court-fee stamps: in view of the agricultural position it has been thought advisable to assume a smaller growth under these heads than is now normally obtained. Elsewhere there are no alterations.

V.—EXCISE.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Fudget, 1916-17.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
License and distillery fees and duties for the sale of liquors and drugs.	62.07	61.07	58.88	54.90	
Acreage on land cultivated with poppy.	22	22	1	1	
Transit duty on hill opium ...	54	56	56	75	
Gain on sale-proceeds of excise opium.	6.34	3.58	8.97	7.81	
Fines, confiscations and miscellaneous.	4	2	8	8	
Total ...	69.21	70.45	68.50	63.64	
Deduct—Imperial share—one-half.	34.60	35.22	34.25	31.82	
Provincial share—one-half ...	34.61	35.23	34.25	31.82	

In spite of a cautious budget the effect of the war on receipts from excise was under-rated, and the revised estimates forecast a deterioration of just under two lakhs. The sale of foreign spirits and beer has been diminished by the absence of troops in the various theatres of war, and the proceeds of license fees and duty on these beverages are likely to be Rs. 2,85,000 less than the estimate: beer has been the chief sufferer, and is expected to bring in little more than two-fifths of what was originally assumed. The budget made allowance for a reduction in the consumption of country spirit in consequence of the increase in the issue price, but the high prices of food grains, which have ruled throughout the year, have limited the purchasing capacity of consumers, especially in the towns, and owing to smaller issues from distilleries still-head duty is now estimated to yield Rs. 24,50,000 instead of Rs. 25,48,000. The income from drugs other than opium is also placed Rs. 63,000 below the budget figure. These decreases are partially counteracted by a rise of Rs. 1,12,000 in the estimated receipts from license fees for the sale of country spirits, and of Rs. 1,15,000 in the income connected with the sale of opium. Bidders at the auctions of country liquor and opium shops in 1915-16 betrayed less apprehension than might have been expected of the effect on sales of the enhancement in issue prices, and in the case of opium their optimism has been justified by an increase in issues which has led to a rise of Rs. 39,000 in the estimated gain on the sale-proceeds of excise opium. The only other alteration of importance is a reduction of Rs. 20,000 in the estimated receipts from acreage on land cultivated with poppy due to a revision of the arrangements for dealing with opium produced in Kulu.

In view of this year's experience, it is necessary to budget with caution for the receipts from foreign liquors and beer, and though the new duties are expected to bring in Rs. 1,10,000, the increase over the revised estimate is placed at only Rs. 19,000 in anticipation of a further decline in consumption. The poor results of the recent auctions of country liquor shops show that licensees are now awake to the effect on their profits of smaller sales, and Rs. 1,92,000 less are expected from license fees. At the same time the causes which have checked the consumption of country spirit this year are likely to continue with cumulative force in 1916-17, and a reduction of Rs. 3,58,000 in the estimate of still-head duty premises a further drop of about fifty-seven thousand gallons in the issues from distilleries. On the other hand, there was a large increase in the aggregate of the bids for opium shops, and Rs. 1,45,000 more should be obtained next year from this source: even in straitened circumstances the opium eater is rarely able to reduce his consumption of what has become to him a necessity. The estimates under "gain on sale proceeds of excise opium" allow for a moderate increase in the quantity sold, but, on an investigation of the present cost of producing excise opium, the portion of the issue price which is transferred on this account to the purely Imperial head II—Opium, has been raised by the Government of India from Rs. 8-8-0 to Rs. 11 a seer, and there is consequently a net reduction of Rs. 1,16,000 in the estimated receipts under this head. The income from transit duty on hill opium is swollen by the duty levied in Kulu which takes the place of the acreage duty hitherto in force.

VI. — PROVINCIAL RATES.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Rates and cesses on lands ...	39	31	31	29	Not open to discussion.

Owing to the release of a number of estates from the Court of Wards a fall of Rs. 2,000 is expected in the receipts next year.

VIII. — INCOME-TAX.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16	Budget 1916-17.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Income-tax ...	17,88	1,710	18,30	22,40	Not open to discussion.
Deduct.—Imperial share—one-half ...	8,04	8,55	9,15	11,70	
Provincial share—one-half ...	8,94	8,55	9,15	11,70	

(The old title of Assessed Taxes has been abandoned as income-tax is now the only source of receipt under this head).

The budget of the current year was admittedly framed on cautious lines in view of the uncertainty which existed as to the effects of the war on assessments. The receipts up-to-date show that any fears on this point

were illusory, and it has been possible to raise the revised estimate to a figure which shows an advance of Rs. 42,000 on the actuals of 1914-15.

Of the increase of Rs. 5,10,000, which has been budgeted for next year, Rs. 60,000 are expected from the normal growth in this source of revenue which will be accelerated to some extent by the appointment of a special assessing agency to revise assessments in the large towns of the Lahore and Jullundur Divisions. The balance of Rs. 4,50,000 is due to the enhanced rates at which the tax will be levied in accordance with the decision recently announced in the Imperial Legislative Council.

IX.—FOREST.

HEAD OF ACCOUNT.	Actuals, 1914-15	Budget, 1915-16	Revised, 1915-16.	Budget, 1916-17	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
I.—Timber and other produce removed from the forests by Government agency.	3,62	3,67	3,97	5,85	
II.—Timber and other produce removed from the forests by consumers or purchasers.	9,14	9,28	10,90	8,02	
III.—Confiscated drift and waif wood ...	54	38	32	23	
IV.—Revenue from forests not managed by Government.	2	2	4	3	
V.—Miscellaneous ...	1,06	94	97	1,28	
Total ...	14,38	14,29	16,20	15,41	

The earlier months of the year have been noticeable for a welcome growth in Forest revenue, and the figure now accepted for the revised estimate is two lakhs in advance of the sanctioned budget. The Resin Division is responsible for the increase of Rs. 30,000 in the receipts obtained by Government agency: the demand for colophony has been brisk, and prices have ruled high, partly owing to the use of this commodity in the manufacture of munitions of war, and partly because imports from America have been impeded by the difficulty and expense of obtaining freight. The chief source of additional income is, however, the timber removed by purchasers. The market has been firm: a larger number of trees have been sold in the Rawalpindi, Kangra, Kulu, Bashahr and Lahore Divisions: and good amounts have been procured from the sale of firewood in the areas under clearance prior to their colonisation. Under the Miscellaneous heads a refund of the payment made by the Forest Department for rights in Baoli Lehna Singh leads to an increase of Rs. 3,000.

Sales of larger quantities of timber by the Rawalpindi and Lahore Divisions, of firewood from the Changa Manga plantation, and of colophony from the resin factory, are expected to swell the receipts obtained directly by Government agency to the extent of Rs. 1,88,000 next year, while the miscellaneous head shows an increase of Rs. 31,990 due to leasing of land in the Chichawatni and Khanaawal plantations which are not yet ready for afforestation. But these increases are more than counterbalanced by a drop of Rs. 2,88,000 in the revenue expected from timber removed by purchasers and of Rs. 9,000 in the realisations from drift wood. Almost all the land required for colonisation purposes has been cleared and much smaller sales of timber are probable in the Kulu and Bashahr Divisions.

X.—REGISTRATION.

HEADS OF ACCOUNT.	Actuals, 1914-15 Rs. 1,000.	Budget, 1915-16. Rs. 1,000.	Revised, 1915-16. Rs. 1,000.	Budget, 1916-17. Rs. 1,000.	REMARKS.
Fees for registering documents ...	2,68	2,75	2,56	2,44	
Fees for copies of registered documents ..	65	70	66	64	
Miscellaneous ...	19	22	18	17	
Total ...	3,53	3,67	3,40	3,25	

The receipts from registration have been hit by the stagnation of business consequent on the war, and though the budget was framed on cautious lines it is now likely to prove too high by Rs. 27,000.

A continuance of the depression must be expected in 1916-17 and the estimate accordingly assumes a further decline of Rs. 15,000 in the receipts.

XII.—INTEREST.

HEADS OF ACCOUNT.	Actuals, 1914-15. Rs. 1,000.	Budget, 1915-16. Rs. 1,000.	Revised, 1915-16. Rs. 1,000.	Budget, 1916-17. Rs. 1,000.	REMARKS.
Interest on loans to municipal and other public corporations (excluding Presidency Corporations).	1,05	1,43	1,39	1,25	
Interest on loans to land-holders and other notabilities.	2	2	1	1	
Interest on advances to cultivators ...	1,09	1,30	1,13	1,29	
Interest on miscellaneous loans and advances.	7	5	4	3	
Interest on advances to Co-operative Credit Societies.	2	8	3	8	
Total ...	2,25	2,88	2,60	2,66	

Last year cultivators were enabled by good harvests to repay a larger portion of the outstanding advances than had been expected, while the advances taken in the earlier months of the present year were small. These circumstances account for Rs. 17,000 of the decrease of Rs. 28,000 shown in the revised estimate: the balance is due to the delay of certain municipalities in taking up loans, and to smaller anticipated payments of interest by co-operative credit societies.

The estimates for 1916-17 anticipate a fall of Rs. 14,000 in the receipts from interest on loans to municipalities which have had to be restricted this year in view of the financial position. But large advances to cultivators after the partial failure of the monsoon and winter rains causes an increase of Rs. 16,000 in the estimate of the interest recoverable from them, and more substantial payments of interest are due next year from co-operative credit societies.

XVI-A—LAW AND JUSTICE—COURTS OF LAW.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Sale-proceeds of unclaimed and escheated property.	28	20	17	17	
Court-fees realised in cash ...	4	5	6	5	
General fees, fines and forfeitures ...	4,53	5,43	4,06	4,01	Not open to discussion.
Miscellaneous fees and fines ...	1,00	1,08	1,00	1,03	
Miscellaneous ...	3	2	5	2	
Total ...	5,88	6,78	5,40	5,28	

The receipts of the earlier months of the year have falsified the assumptions on which the budget was framed that there would be a continuance of the growth in the income from magisterial fines which marked the years 1913-14 and 1914-15: possibly the need for stern measures to repress disorder has led to the substitution of sentences of imprisonment in cases where previously a fine might have been imposed. The revised estimate consequently anticipates a fall of Rs. 1,42,000 in the receipts from this source, slightly counterbalanced by a rise of Rs. 5,000 in the income from other fines and fees.

A number of small decreases result in a budget for 1916-17 less by Rs. 12,000 than the revised estimate. Magisterial fines are expected to remain stationary.

XVI-B—LAW AND JUSTICE—JAILS.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Jails ...	17	15	20	15	
Jail manufactures ...	3,92	4,85	4,05	3,85	
Total ...	4,09	5,00	4,25	4,00	

The enforcement of economy in Government offices has been accompanied by smaller sales of jail manufactures, and the original estimate, which was possibly too sanguine, has now been reduced by Rs. 80,000. Extra-mural employment in Rawalpindi is expected to lead to an increase of Rs. 5,000 in the receipts from hire of convicts.

Next year's budget expects a further decline of Rs. 25,000, chiefly under the head "Jail manufactures".

XVII—POLICE.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Police supplied to Railways ...	...	...	...	...
Police supplied to public departments, private companies and persons.	1,06	1,10	1,59	2,18	
Cash receipts under the Arms Act ...	...	...	...	...
Fees, fines and forfeitures ...	40	35	42	41	
Superannuation receipts ...	1	2	1	2	
Miscellaneous ...	26	20	22	21	
Total ...	1,73	1,67	2,24	2,82	

Of the increase of Rs. 57,000 which is shown in the revised estimates, Rs. 46,000 are expected from recoveries on account of punitive police: the preservation of order in the Province has demanded the location of a number of new posts. The balance of the increase occurs under miscellaneous fees and fines.

The cost of the new punitive posts will be recovered for the full twelve months in 1916-17 and the increase of Rs. 58,000 in the budget estimates is due entirely to this cause.

XIX—EDUCATION.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Fees, Government College, General ...	60	65	61	62	
Fees, Schools, General ...	3,49	3,50	3,70	3,75	
Ditto, Special ...	15	15	15	15	
Miscellaneous ...	53	53	56	53	
Total ...	4,77	4,83	5,02	5,05	

The fees of secondary schools are expected to yield an additional Rs. 20,000 this year. The budget allows for a moderate growth in this source of income.

XX—MEDICAL.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Medical School and College fees ...	20	20	20	20	
Lunatic Asylum receipts ...	13	10	14	14	
Medicines sold by Civil Surgeons ...	...	1	...	...
Miscellaneous ...	53	51	46	82	
Total ...	86	82	80	1,16	

Lunatic asylum receipts are expected to show an increase of Rs. 4,000 over the sanctioned budget : but sales of quinine packets were small owing to the comparative freedom of the year from a malaria epidemic, and a small decrease of Rs. 2,000 has been entered under the head as a whole.

It is estimated that Rs. 30,000 will be obtained next year from the receipts of the Plague Equipment Depot at Jullundur : the transactions of the depot, which have hitherto been taken to an advance head, will be brought on to the public accounts from the 1st April next. The balance of the increase of Rs. 36,000 in the estimates for 1916-17 is due to the adoption of a normal figure for the sale of quinine packets.

XXI-A—AGRICULTURE.

HEADS OF ACCOUNT	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Agricultural receipts	68	69	81	74	
Veterinary receipts	1,05	1,19	1,24	1,20	
Total	1,73	1,88	2,65	1,94	

An additional Rs. 5,000 is expected from experimental farms, where the receipts have been coming in well ; the income of the Lyallpur Agricultural College is also likely to exceed the estimate by Rs. 6,000, partly owing to new admissions. Under the Veterinary head an increase of Rs. 7,000 is anticipated in the receipts of the Hissar Cattle Farm, from which considerable stock has been sold this year.

The decrease of Rs. 11,000 in the budget estimate for 1915-16 is almost entirely due to the transfer of the receipts from the Bruceabad Farm to the Land Revenue head. The arrangements in connection with this estate have come under review in the current year : it has not for many years been carried on as a farm ; and it has therefore been decided that the income should be treated as an ordinary receipt from the lease of Government lands.

XXI-B—SCIENTIFIC AND MISCELLANEOUS DEPARTMENTS.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Examination fees	2	3	3	3	
Miscellaneous	5	20	20	26	
Total	7	23	23	29	

The Central Weavery at Lahore is expected to obtain an income of Rs. 6,000 next year. There is no other change in the estimates.

XXII—RECEIPTS IN AID OF SUPERANNUATION.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1915-16.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Contributions for pensions and gratuities	83	70	1,05	1,00	

The amounts credited on account of the capitalized value of pensions to local fund servants have been larger than was expected this year; and there has also been an increase in the contributions paid for the leave and pension allowances of officers deputed to foreign service.

XXIII—STATIONERY AND PRINTING.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Stationery receipts ...	...	...	...	...
Sales of Gazettes and other publications ...	5	6	5	5	
Other Press receipts ...	74	86	75	1,05	
Total ...	79	92	80	1,10	

The decrease of Rs. 12,000 in the revised estimate is mainly due to smaller receipts from Jail Presses. It has been arranged that these presses shall take over a larger part of the printing work of the Director of Land Records, and a rise of Rs. 30,000 has accordingly been budgeted for next year.

XXV--MISCELLANEOUS.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Unclaimed deposits ...	34	80	25	25	
Sale-proceeds of Darbar presents ...	...	...	1	...	
Sale of old stores and materials ...	3	3	5	2	
Sales of lands and houses ...	44	30	30	57	
Fees for Government audit ...	25	18	13	13	
Contributions ...	22	15	15	...	
Rents ...	4	3	5	9	
Miscellaneous fees, fines and forfeitures	23	21	24	22	
Miscellaneous ...	2,60	3,82	2,64	2,31	
Percentage on capital cost of furniture supplied to high officers.	1	1	1	1	
Treasure trove ...	...	...	...	...
Extraordinary items ...	2	...	...	...
Total ...	4,18	5,53	3,33	3,60	

As far as can be ascertained, the net receipt from unclaimed deposits is likely to fall Rs. 55,000 below the estimate: there are wide fluctuations from year to year in the amounts which are credited on this account. The decrease of Rs. 1,18,000 under the head Miscellaneous is due to the postponement of the scheme for amalgamating the Copying Agency and Copying Department.

Next year, an additional sum of Rs. 27,000 is expected from the sale of lands and houses, chiefly from the proceeds of part of the site for the new market in Montgomery. But the budget is deprived of Rs. 15,000 recovered this year from the Gurgaon District Board as arrears of the contribution from the local rate, and smaller receipts are expected from the sale of copies.

XXIX.—IRRIGATION—MAJOR WORKS.

HEADS OF ACCOUNT.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
Direct receipts—					
In charge of Civil Officers (owner's rates).	6	1	3	...	
Imperial share—one-half	3	...	2	...	
Provincial share ,,	3	1	1	...	
Direct receipts—					
In charge of Public Works Officers.	2,43,92	2,52,00	2,45,00	2,55,000	
Imperial share—one-half	1,21,96	1,26,00	1,22,50	1,27,50	
Provincial share ,,	1,21,96	1,26,00	1,22,50	1,27,50	
Indirect receipts—					
Portion of Land Revenue due to Irrigation (trans- ferred from I—Land Revenue).	1,01,74	1,08,00	1,08,00	1,02,00	
Imperial share—one-half	50,87	54,00	54,00	51,00	
Provincial share ,,	50,87	54,00	54,00	51,00	
Total ...	3,45,72	3,60,01	3,53,03	3,57,00	
Imperial share—one-half	1,72,86	1,80,00	1,76,51	1,78,50	
Provincial share ,,	1,72,86	1,80,00	1,76,52	1,78,50	

(1) The budget estimate of direct receipts in charge of Public Works Officers assumed that *rabi* assessments, of which the prospects were excellent, would bring in 142 lakhs, allowing for extension of irrigation on the new canals: while a normal *khari* harvest would provide 101 lakhs, and 9 lakhs would be obtained from miscellaneous revenue. The budget anticipations with regard to the *rabi* have been realised, the actual collections to the end of November amounting to Rs. 1,41,30,000: but owing to the scanty monsoon, the area irrigated in the *khari* harvest was restricted, the low price of cotton led to the substitution of other crops which pay a smaller water rate, and on the Sirhind and Western Jumna Canals such cotton as was sown was damaged by boll-worm. At the same time, the revenue from extended irrigation on the new Upper Chenab and Lower Bari Doab Canals has not come in as well as was expected, and only 8 lakhs are likely to be obtained from miscellaneous sources. For these reasons, a fall of seven lakhs is anticipated in the revised estimate.

A recovery of ten lakhs is expected in the budget for 1916-17. To some extent this is due to the adoption of normal estimates of the receipts on the Sirhind and Western Jumna Canals: the area irrigated on the former canal in the present *rabi* is exceptionally large. The increase is, however, mainly to be attributed to the extension of irrigation on the new canals, and it would have been placed at a higher figure but for the partial failure of the winter rains, which has suggested a cautious estimate.

(2) For the reasons given in dealing with the head I—Land Revenue the estimate of indirect receipts has been lowered by six lakhs.

XXX—IRRIGATION—MINOR WORKS AND NAVIGATION.

HEADS OF ACCOUNT.	Actuals, 1914-15 Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
In charge of Civil Officers ...	8	29	12	12	
In charge of Public Works Officers ...	50	60	60	80	
Total ...	53	89	72	92	

(1) *In charge of Civil Officers.*—The receipts from water rate on the Nammal Dam and Canal, which the budget anticipated to be Rs. 11,000, are being brought to account under the Public Works head; and a decline of Rs. 6,000 is expected in the estimated revenue from the *bunds* in Karnal and Gurgaon. The budget for 1916-17-calls for no remarks.

(2) *In charge of Public Works Officers.*—The revised estimate allows for receipts, now placed at Rs. 20,000, from the Nammal Dam and Canal: but a decrease of the same amount is expected in the revenue from the Shahpur Provincial Canals, owing to the necessity for large remissions and an insufficient water-supply in the *kharif*.

The increase of Rs. 20,000 in the budget for 1916-17 is due to the expectation that normal conditions will prevail on the Shahpur Canals next year.

XXXI—CIVIL WORKS.

HEADS OF ACCOUNT.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
In charge of Civil Officers ...	2.03	1.96	1.69	1.63	
In charge of Public Works Officers ...	2.01	2.00	1.80	1.80	
Total ...	4.04	3.96	3.49	3.43	

(1) *In charge of Civil Officers.*—The abolition of the toll at the Shah-dara boat bridge accounts for Rs. 20,000 of the decrease of Rs. 27,000 shown in the revised estimate, and the loss caused by the removal of the toll-bar on the Simla-Mashobra Road was under-rated to the extent of Rs. 7,000.

The decrease of Rs. 6,000 in the estimate for next year is merely nominal, and is due to the transfer of the income from rents to the head XXV—Miscellaneous.

(2) *In charge of Public Works Officers.*—The reduction of Rs. 20,000 in the revised estimate is due to smaller anticipated sales of produce.

Transfers between Imperial and Provincial.

The alterations which lead to an increase of Rs. 6,64,000 in the revised estimate of the amount transferred to Provincial revenues are not numerous. Owing to the decline in the revenue, and the growth in the charges, of the Irrigation Department, Rs. 6,85,000 become due under the guarantee which provides that the net Provincial receipts from irrigation shall not fall below 41 lakhs, and small assignments of Rs. 8,000 and Rs. 12,000, respectively, have been made in the course of the year for the Walker Hospital at Simla, and Archaeological expenditure. The Government of India have moreover given Rs. 5,000 for the foundation of a sericulture school at Simla, an institution to which support is also being accorded from Provincial revenues. On the other hand the Provincial share of the receipts from the sale of shop sites in the colonies is expected to fall Rs 61,000 below the estimate.

Next year Rs. 3,53,000 less are expected to be required under the guarantee relating to Irrigation receipts, and the estimate of the sale proceeds of shop sites shows a further decrease of Rs. 34,000. An assignment of Rs. 2,80,000 will be made to Imperial revenues in order to restore to the Government of India the Provincial share of the enhanced taxation under the heads "V—Excise, and "VIII—Income-Tax." Some small grants made this year will not be repeated. The only further alteration of importance is an assignment of Rs. 33,000 to meet the cost of provincialising the appointment of Camel Specialist, and there is a net reduction of Rs. 6,57,000 in the budget estimate.

EXPENDITURE.

1.—REFUNDS AND DRAWBACKS.

Head of account.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
Revenue refunds—Provincial	1,01	1,00	88	97	

Somewhat smaller refunds than usual are expected this year under the Land Revenue and Stamps heads. The estimates for 1916-17 revert to a normal figure.

2.—ASSIGNMENTS AND COMPENSATIONS.

Head of account.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
Assignments and compensations—Provincial.	38	39	38	37	Not open to discussion.

3.—LAND REVENUE.

Head of account.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS
Charges of district administration.	23,84	27,56	24,50	26,08	
Survey and settlement ...	10,65	8,80	8,74	8,51	
Land records and registration	15,79	16,42	16,98	16,75	
Allowances to district and village officers.	9	12	12	10	
Total ...	49,87	52,90	50,34	51,44	

For reasons which have already been mentioned in the first part of the memorandum it has not been possible to proceed this year with the formation of a new district at Sheikhpura or with the revision of clerical establishments in Deputy Commissioners' offices: and the failure to spend the sums of Rs. 1,50,000 and Rs. 75,000 allotted to these schemes is responsible for the bulk of the reduction in the estimated charges of district administration. A saving of Rs. 1,09,000 is also expected in the cost of officers employed on ordinary district work, owing to deputations which have led to the debit of their salaries to other heads, and to the utilisation of only Rs. 7,000 out of the grant of Rs. 24,000 for improving the pay of Naib Tahsildars. Slow progress in re-afforesting the slopes of the Hoshiarpur Siwaliks accounts for a decrease of Rs. 12,000 in the estimated cost of Forest reserves. Under Survey and Settlement, the prolongation of operations in the Lahore, Sialkot, Gujrat and Shahpur Districts has led to additional expenditure which is put at Rs. 80,000: but

practically the whole of the sum of half-a-lakh allowed for colonising small tracts in Lyallpur and Gujranwala will lapse, the outlay in Kangra is likely to fall short of the estimate by Rs. 13,060, and the cost of Professional Survey Parties is placed Rs. 31,000 below the budget, probably because work has been curtailed by the departure of Survey Officers on military duty.

These and a few less important variations secure a reduction of Rs. 3,62,000 in the figure of the original estimates: but the continued high range of food prices has rendered inadequate the appropriations for grain compensation allowances, and these allowances are now expected to absorb an additional sum of Rs. 1,06,000, more than half of which is required by the department of Land Records. The net decrease in the revised estimate is therefore Rs. 2,56,000.

Although, in the expectation that there will be a gradual decline in the level of prices, Rs. 48,000 less are provided next year to compensate Government servants on low pay for dearness of provisions, it has been necessary to budget for enhanced expenditure of Rs. 1,10,000. The increase occurs entirely in the charges of district administration. Allowance has been made for a more normal proportion of absentees on deputation, and the cost of officers' salaries shows a consequent increase of Rs. 38,000. Rs. 13,000 are provided for the purchase of land which will form part of the site of the new market at Montgomery, and Rs. 12,000 for the construction of godowns, in connection with a scheme for subsidizing contractors to undertake the supply of commodities to officers and their establishments when touring in the Canal Colonies. It is hoped that this measure, if successful, will remove much of the inconvenience at present caused to the people by the visits of Government officials to their villages. The chief increase occurs, however, in the amount provided for expenditure on Forest reserves, where the figure adopted for the budget of 1916-17 is no less than Rs. 98,000 higher than the Revised Estimate: practically the whole of the extra grant is required to buy out the grazing and browsing rights of villagers on the slopes of the Siwaliks in Hoshiarpur and Ambala, which are being afforested to prevent the ravages of *chhos*. Apart from the reduction in the provision for grain compensation allowances, the cost of Survey and Settlement is expected to show a small decrease of Rs. 14,000, of which Rs. 9,000 will be obtained in the expenditure on Professional Survey Parties. Though settlement operations in the Lahore, Sialkot, Gujrat and Shahpur Districts will shortly come to a close, considerably greater expenditure will be incurred in Ambala and Kangra, the re-settlement of Dera Ghazi Khan will commence next autumn, and a re-survey of the Thal is to be undertaken in Mianwali. The reduction in Land Records charges is entirely due to a smaller provision for grain compensation allowances to kanungos and patwaris.

6.—STAMPS.

Head of account.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
Superintendence ...	25	24	27	30	
Charges for the sale of general stamps.	70	71	70	69	
Charges on sale of Court-fee stamps.	26	27	27	27	
Discount on plain paper ..	7	10	9	6	
Stamp paper supplied from Central Stores.	43	59	41	42	
Total ...	1,71	1,91	1,74	1,74	
Deduct—Imperial share—one-half.	85	95	87	87	
Provincial share—one-half ...	86	96	87	87	

The saving of Rs. 17,000 shown by the revised estimate is due to a more favourable contract with Messrs. De la Rue & Co.

7.—EXCISE.

Head of account.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
District executive establishments.	1,87	2,20	2,08	2,29	
Distilleries ...	28	29	31	31	
Total ...	2,15	2,49	2,39	2,60	
Deduct—Imperial share—one-half.	1,07	1,25	1,20	1,30	
Provincial share—one-half ...	1,08	1,24	1,19	1,30	

A reduction of Rs. 10,000 has been procured in the grant originally sanctioned for the special detective establishment owing to the absence on six months' leave of the officer in charge of the operations. Elsewhere no alterations of importance have been made in the revised estimate.

The budget for 1916-17 provides for the detective establishment throughout the year at an additional cost of Rs. 12,000, and the grant for rewards has been raised by the same amount. A saving of Rs. 3,000 is expected under contingent heads.

10.—INCOME-TAX.

Head of account.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16 . Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
Collection of income-tax ...	13	17	13	28	
Deduct—Imperial share—one-half.	7	9	7	14	
Provincial share—one-half ...	6	8	6	14	

A small reduction of Rs. 4,000 is anticipated by the revised estimate, as no new special revisions of assessments have been undertaken this year.

Rs. 15,000 have been provided in the budget of 1916-17 for a special assessing agency in the larger towns of the Lahore and Jullundur Divisions. This agency is expected to effect not only an increase in the amount collected, but a more equitable distribution of the tax among assessees.

11.—FOREST.

HEADS OF ACCOUNT.	Actuals, 1914-15	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
A.—Conservancy and Works—					
I—Timber and other produce removed from the forests by Government agency.	81	1,38	1,19	2,34	
II—Timber and other produce removed from the forests by consumers or purchasers.	7	7	8	7	
III—Confiscated drift and waff wood	19	13	24	11	
IV—Revenue from forests not managed by Government.	...	...	...	...
V—Rent of leased forests and payments to share-holders in forests managed by Government.	87	51	52	52	
VI—Live and dead stock ...	20	20	25	47	
VII—Communications and buildings	1,19	1,12	1,03	55	
VIII—Demarcation, improvement and extension of forest.	63	1,21	1,39	82	
IX—Miscellaneous ...	16	9	13	12	
Total Conservancy and Works ...	4,12	4,71	4,83	5,00	
B—Establishment—					
I—Salaries ...	1,30	1,50	1,41	1,42	
II—Establishments ...	2,20	2,30	2,12	2,21	
III—Allowances ...	77	93	90	93	
IV—Contingencies ...	41	42	40	44	
Total Establishment ...	4,77	5,15	4,83	5,00	
Total ...	8,89	9,86	9,66	10,00	

A sum of Rs. 51,000 spent on the acquisition of land subject to land-slides in Dharmasala has now been brought to account under this head, while measures, calling for additional outlay of Rs. 14,000 are being taken to clear off heavy arrears of fellings in the Changa Manga plantation. The collection of a large quantity of drift timber on the Sutlej has also led to an increase of Rs. 11,000 over the original estimate, but this expenditure will eventually be recovered by the levy of salvage fees from the traders concerned. On the other hand, the progress of expenditure indicates that the Forest Department will not be able to spend Rs. 30,000 out of the grants at its disposal for various operations: and the net increase in the revised estimate under Conservancy and Works has been further restricted to Rs. 12,000 partly by effecting economies in resin tapping, and partly by postponing expenditure to the extent of Rs. 28,000 in view of the need for retrenchment during the war.

Establishment charges are expected to require Rs. 32,000 less than the estimate chiefly owing to the absence of a number of gazetted officers on deputation and to vacancies in the cadres of subordinate and clerical establishments.

By the rigorous exclusion of all expenditure which is not likely to be immediately remunerative the budget for 1916-17 has been kept to a figure only Rs. 34,000 in excess of the revised estimate. In order to obtain the larger receipts for which the revenue head takes credit, extra expenditure amounting to Rs. 1,15,000 is allowed on timber removed by Government agency: this is required in the main for the exploitation of a greater quantity of wood in the Rawalpindi and Lahore Divisions, and for the

extension of the resin business which has given promise of a good return this year. About Rs. 32,000 have also been provided under live and dead stock for a new tramway at Changa Manga: as it is intended, if possible, to obtain the rails and rolling stock from the Irrigation Department, the construction of the tramway should not entail any considerable net expenditure from public revenues, and it will enable large savings to be made in the charges for cartage of timber. Under all other heads of Conservancy and Works smaller outlay is expected, the chief saving being caused by the absence of the special charge for acquiring land in Dharmasala. Establishment charges show an increase of Rs. 17,000: the savings in the sanctioned cost of the various cadres are not likely to be so large next year.

12.—REGISTRATION.

HEAD OF ACCOUNT	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
District charges	1,22	1,29	1,23	1,24	

The reduction in the revised estimates is expected in establishment charges.

13.—INTEREST ON ORDINARY DEBT.

HEAD OF ACCOUNT.	Actuals, 1914-15. Rs. 1,000	Budget 1915-16 Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
Interest on Provincial Advance and Loan Account.	1,86	2,13	2,04	205	Not open to discussion.

The figures in these estimates represent the interest paid by the Provincial to the Imperial Government at 3½ per cent. on the mean outstanding balance of the Provincial loan and advance account. Owing to large repayments of advances by cultivators in 1914-15, and to the restriction of loans to municipalities this year in view of the financial position, a decrease of Rs. 6,000 in interest charges is expected in the revised estimate. It has not been possible to permit municipalities to take up loans in 1916-17, except for most urgent purposes, and interest charges are, therefore, likely to remain practically stationary.

18.—GENERAL ADMINISTRATION.

HEADS OF ACCOUNT.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
Salary of the Lieutenant-Governor	96	96	96	96	
Staff and household expenses of the Lieutenant-Governor.	70	54	67	62	
Expenditure from contract allowance	25	18	20	18	
Tour expenses	1,36	60	59	60	
Legislative Council	6	8	6	7	
Civil Secretariat	3,58	3,48	3,67	3,67	
Financial Commissioners	2,59	2,54	2,58	2,62	
Commissioners	2,95	3,02	3,15	3,00	
Civil office of account and audit	82	88	88	92	
Total	13,27	12,28	12,71	12,64	

The appointment of an officer of the Indian Civil Service in place of a Military Officer as Aide-de-Camp to His Honour the Lieutenant-Governor has thrown a charge of about Rs. 8,000 on these estimates, and the balance of His Honour's furniture allowance, amounting to Rs. 6,000, is also being spent this year. The cost of the Civil Secretariat shows an increase of Rs. 19,000 over the sanctioned budget owing to the wide distribution of newspapers to tahsils and schools: this measure was adopted in order to check the spread of unfounded rumours by the dissemination of accurate knowledge regarding the progress of the war. The cost of Commissioners is expected to exceed the original estimate by Rs. 13,000 owing to leave allowances and to the appointment of an Additional Commissioner for a short period in the Rawalpindi Division.

The budget for 1916-17 varies but little from the revised estimate. There is a reduction of Rs. 5,000 in staff and household expenses, owing to the absence of the special expenditure incurred this year from the furniture allowance, and of Rs. 15,000 in the cost of Commissioners, owing to the omission of provision for leave allowances or an additional officer. The expenditure of the Financial Commissioners' Office shows an increase of Rs. 9,000, due to the necessity for advertising the auctions of Government lands in Montgomery and Multan.

19-A.—LAW AND JUSTICE—COURTS OF LAW.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Chief Court	5.06	5.02	4.94	4.91	
Law Officers	3.88	3.24	3.60	3.22	
Civil and Sessions Courts ..	17.70	18.09	17.56	18.02	
Courts of Small Causes ...	52	54	52	53	
Criminal Courts	18.00	19.15	19.74	19.02	
Refunds	87	90	85	86	
Total	46.03	46.94	47.21	46.56	

But for the necessity of paying an additional sum of Rs. 45,000 in compensation for dearness of provisions, some saving should have been obtained in the budget grant under the head as a whole in place of the excess of Rs. 27,000 exhibited by the revised estimate. The trial of the Lahore Conspiracy cases has led to increases aggregating Rs. 36,000 in the salaries of Law Officers and the charges for conducting Government suits, while Rs. 85,000 are expected to be spent on the Special Tribunal appointed under the Defence of India Act. Owing to the prevalence of crime the estimated cost of diet and road money to witnesses in Criminal Courts has risen by Rs. 12,000. But as an off-set to these additional charges substantial savings are likely to be procured in the salaries of officers and their establishments. The revision of clerical establishments in Civil and Sessions Courts, for which the budget provided Rs. 51,000, has not been brought into effect, and a lapse of Rs. 14,000 is also expected in the grant for Extra Judicial Assistant Commissioners under this minor head, owing to vacancies caused by the promotion of some officers of this class to act as District and Sessions Judges. The salaries of Criminal Court magistrates will require Rs. 77,000 less than the estimate for the reasons given under the head "3—Land Revenue," from which a moiety of the cost is transferred: and a saving of Rs. 9,000 is expected in the expenditure on the salaries of Judges of the Chief Court. There is a number of other variations which affect the distribution of the total charges among minor heads, but they are not of sufficient importance to require individual comment.

Rupees 16,000 less have been entered in next year's budget for grain compensation allowances, and Provincial revenues will also be relieved of the expenditure on the Lahore Conspiracy cases which has swollen the revised estimates under Law Officers and Criminal Courts by Rs. 36,000 and Rs. 85,000, respectively. But the salaries of district and sessions judges and of gazetted officers in Criminal Courts are expected to absorb an additional Rs. 37,000, while Rs. 15,000 are required for three new appointments of subordinate judges which have recently been sanctioned, and in view of present conditions it has been deemed advisable to make somewhat more liberal provision for certain items of contingent charge, such as diet money of witnesses. The net decrease in the budget is therefore reduced to Rs. 65,000.

19-B.—LAW AND JUSTICE.—JAILS.

HEADS OF ACCOUNT.		Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.	REMARKS.
		Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Jails ...	...	14,24	15,01	16,84	16,36	
Jail manufactures ...	...	1,62	2,31	1,77	1,92	
Total ...	...	15,86	17,32	18,11	18,28	

An unusually large jail population and the prevailing high prices of food stuffs are the chief causes of the additional expenditure of Rs. 1,33,000 which is expected to be incurred this year on jails. Mainly for these reasons dietary and bedding charges have risen by Rs. 98,000 and Rs. 21,000, respectively, a further sum of Rs. 15,000 is needed for grain compensation allowance, and the cost of medicines and hospital equipment is likely to exceed the estimate by Rs. 12,000. More frequent transfers than usual have been necessary to avoid over-crowding, and transfer charges absorb an extra Rs. 15,000. On the other hand, a saving of Rs. 22,000 should be secured in the expenditure brought to account under this head, by the appointment of officers of the Indian Civil Service as superintendents of the central jails at Multan, Montgomery, and Lahore. There has also been a smaller demand for jail manufactures on the part of Government departments, and in consequence a decrease of Rs. 55,000 in the estimated cost of raw material.

In present conditions no considerable reduction is to be expected in the expenditure on jails, especially as stocks of food stuffs are low, and the budget for 1916-17 practically repeats the revised estimate. Rs. 15,000 more will be spent on the raw material of jail manufactures.

20—POLICE.

HEADS OF ACCOUNT.		Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget 1916-17.	REMARKS.
		Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Superintendence ...	...	2,10	1,86	2,23	1,90	
District executive force ...	...	52,62	53,93	55,71	59,24	
Special Police ...	...	1,19	1,23	1,35	1,41	
Railway Police...	...	4,35	4,33	3,19	4,53	
Criminal Investigation Department.	...	2,01	2,61	2,60	2,76	
Cattle-pounds ...	...	14	17	14	18	
Miscellaneous ...	...	8	12	7	9	
Refunds ...	...	...	1	...	...
Total ...	...	62,49	64,26	65,29	70,11	

Though the distribution of the budget grants for ordinary charges has undergone a good deal of modification, and in particular travelling expenses are expected to cost more and the pay of the force, owing to vacancies, less than was at first assumed, the increase of Rs. 1,03,000 in the revised estimate is the outcome of a few main changes. Compensation for dearness of provisions demands an additional sum of Rs. 1,93,000, but the recovery of arrear payments amounting to Rs. 1,24,000 from Railway Companies will effect a substantial reduction in the net expenditure on Railway Police: these recoveries could not be completed last year. Owing chiefly to the employment of a number of officers on special duty there is an increase of Rs. 37,000 in the estimated cost of superintendence.

The budget of 1916-17 forecasts an increase of Rs. 4,52,000 in expenditure, of which, in spite of a reduction of Rs. 68,000 in the amount provided for grain compensation allowance, no less than Rs. 3,53,000 occurs in the cost of the District Executive Force. For reasons which have already been touched upon in the first part of the memorandum, immediate action is necessary to raise the pay of constables and head-constables, and a round sum of Rs. 3,00,000 is appropriated to meet the net cost of this measure. It is hoped that one of its effects will be to diminish the difficulty which is now experienced in recruiting up to the full sanctioned cadre, and Rs. 31,000 have been added to the estimate of the ordinary pay of the force. It has also been found possible to allot Rs. 30,000 for the inception of a scheme to reclaim criminal tribes: the proposals for effecting this desirable reform were formulated by a small committee before the war began, and though they entail expenditure which in present conditions Government is not in a position to incur, the grant provided will enable the preliminary work of investigation to be carried out. Rs. 59,000 more are required for punitive police, but the expenditure is balanced by an increase under the receipt head. Under the remaining minor heads there is little which calls for comment. Allowing for some small additions to the force on recently opened branch lines, the cost of Railway Police reverts to a normal figure in the absence of the special recoveries expected this year: and under Superintendence it has been thought sufficient to provide for the sanctioned cadre, without an addition on account of officers on special duty.

22—EDUCATION.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
University	2,25	86	88	88	
Direction	82	91	79	83	
Inspection	2,93	3,71	3,20	3,30	
Government Colleges, General.	1,83	1,69	1,79	1,78	
Government Schools, General	7,31	7,73	8,12	8,61	
Government Schools, Special	3,73	4,31	4,13	4,74	
Grants-in-aid	21,42	23,92	24,00	21,07	
Scholarships	1,10	1,02	1,18	1,15	
Miscellaneous	21	51	34	39	
Refunds ... ..	...	...	1	1	
Total	42,20	44,66	44,44	42,76	

The variations from the original estimate are not as a whole of importance. The appointment of an Assistant Director of Public Instruction, for which Rs. 6,000 were provided, has not yet been created, and further savings have been obtained in the cost of Direction through the tenure during part of the year of the post of Director by an officer on a lower salary. Under Inspection, the grant of Rs. 42,000 for increasing the inspecting staff will not be

utilised, and the existing staff has not been up to its full strength. Rather more than was expected has been spent on the furniture and equipment of Government Colleges and Government Schools, General, and under the latter head the fortuitous savings of Rs. 20,000, which were anticipated in the salaries of Masters, do not now appear likely to be realised. The estimated cost of Government Schools, Special, shows a reduction of Rs. 18,000, chiefly owing to a vacancy in an appointment of Vice-Principal. Under Miscellaneous, the decrease is due to the transfer to the head "24—Medical" of the expenditure on the medical inspection of male pupils.

In the budget for 1916-17 a special grant of Rs. 20,000 has been entered for the equipment of Government Schools, General, while, principally on account of annual increments, the establishment charges of these schools are swollen by approximately the same amount. Under Government Schools, Special Rs. 23,000 have been allotted for grants for training classes, and Rs. 18,000 for a new Normal School at Gurdaspur. The alterations which lead to a decrease of Rs. 2,93,0 0 in the provision for grants-in-aid require more detailed explanation. In accordance with the system hitherto in force, whereby the grants of one year are determined by the expenditure incurred by the recipients during the previous twelve months, increases of Rs. 29,000 and Rs. 79,000, respectively, are required in the allotments for maintenance grants to aided schools, and to local bodies for primary and middle schools. In addition to these sums, Rs. 25,000 have been provided in order to continue, as far as the present financial situation permits, the extension of primary education: this amount will enable local bodies to open a hundred and twenty-five new primary schools, apart from any schools which they may be prepared to finance entirely from their own resources. On the other hand, it has not been possible to maintain the provision for building grants at the liberal figure which it has reached in recent years, and the allotment for this purpose shows a decrease of about 4 lakhs.

It only remains to add that as the assignments from the Government of India for the improvement of education have now been exhausted, the whole of the extra provision aggregating Rs. 1,33,000 for recurring grants, and the provision of Rs. 1,11,000 for building grants will fall on provincial revenues proper.

24.—MEDICAL.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1915-16.	Revised, 1915-16.	Budget, 1916-17.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,500	
Medical establishments ...	4,26	4,37	3,65	4,12	
Hospitals and dispensaries...	6,31	3,07	5,33	2,13	
Sanitation and Vaccination	11,93	9,20	4,04	4,02	
Grants for Medical purposes	2,51	2,80	2,39	2,77	
Medical School and College	2,50	2,61	2,75	2,86	
Lunatic Asylums ...	50	44	52	52	
Special hospitals ...	16	17	19	20	
Chemical Examiner ...	6	6	6	7	
Refunds ...	...	1	...	...
Total ...	28,23	22,73	19,53	16,69	

The figure adopted for the revised estimate is Rs. 3,15,000 below the sanctioned budget. A sum of Rs. 2,73,000, required to complete the contribution from Provincial revenues to the King Edward Memorial Scheme, has been debited to the head Hospital and Dispensaries, and the excess under this head has only been limited to Rs. 2,31,000 by the decision of the Government of India, that Provincial revenues should not bear the cost of providing accommodation for wounded Indian troops: Rs. 42,000 were appropriated for this purpose in the original estimates. Excesses of Rs. 14,000 and

Rs. 8,000 are also expected in the expenditure, on the Medical School and College, and the Lahore Lunatic Asylum: in the former case the increase occurs principally in the cost of salaries, and in the latter it is due to higher diet charges. Under the other main heads, there are large decreases. The cost of Medical Establishments is expected to be Rs. 72,000 less than the estimate owing to the further reversion of Commissioned Medical Officers to Military duty, and their replacement in some cases by uncovenanted officers on lower pay, while largely from the same cause the expenditure on plague under grants-in-aid shows a decline of Rs. 41,000. Finally, there is a decrease of Rs. 4,56,000 in the estimated outlay on Sanitation and Vaccination. To the extent of Rs. 20,000, this is due to the departure on Military duty of the officers holding the appointments of Sanitary and Deputy Sanitary Commissioner, and Chief Malaria Medical Officer; practically the whole of the balance is accounted for by a reduction of the grants made to local bodies for expenditure on sanitary schemes. As soon as it became evident that all possible steps must be taken to restrict expenditure from Indian revenues, Rs. 4,26,000 were withdrawn from the grant of eight lakhs placed at the disposal of the Sanitary Board for the purpose of distribution. For various reasons this course will entail less inconvenience than might at first sight be expected. As was explained in last year's memorandum, it has been laid down as a general rule that local bodies must themselves bear half the cost of the schemes which they put forward, and they ordinarily find it necessary to raise their share by taking a loan from Government. But present conditions have imposed an imperative obligation on Government to restrict the amount of its advances from public revenues, and in default of any other source from which the sums required to finance the various projects can be made up, any grants given by Government could not be utilised immediately, but would lie idle in the balances of Municipal Committees and District Boards. At the same time, much of the material employed in sanitary works can only be obtained from Europe, and owing to high freights and other causes, its cost is at present almost prohibitive, even if, in view of conditions in England, it is possible to obtain it at all. Finally it may be remarked that as the amount withheld was debitable to the assignment given by the Government of India for the improvement of sanitation, its withdrawal amounts merely to a postponement of expenditure on this object, and does not involve any ultimate reduction in the expenditure on sanitary schemes.

Rupees 29,000 have been entered in the budget of 1916-17 under Medical Establishment for the provincialisation of Civil Surgeons' Clerks, and to the extent of Rs. 19,000 fuller provision has been made under the same head for the salaries of Assistant Surgeons. Under Hospitals and Dispensaries, the reduction of Rs. 3,27,000 is due to the absence of the grants for the King Edward Memorial Scheme (Rs. 2,73,000), the Dharmpur Sanitarium (Rs. 30,000) and dispensaries in Kangra (Rs. 20,000) which figured in the revised estimate. It has only been possible to allot three lakhs for sanitary projects, in place of the sum of Rs. 3,74,000 expended this year. Somewhat larger provision has been made under grants-in-aid, as the course which plague will take is uncertain, and under Medical School and College, the increase of Rs. 11,000 is due to the employment of additional establishment in the opening of the new school. Other variations are unimportant.

26-A—AGRICULTURE.

HEADS OF ACCOUNT.	Actuals, 1914-15. Rs. 1,000.	Budget, 1915-16. Rs. 1,000.	Revised, 1915-16. Rs. 1,000.	Budget, 1916-17. Rs. 1,000.	REMARKS.
Agriculture ...	5,18	5,24	5,03	5,59	
Veterinary charges ...	5,36	5,78	6,04	6,37	
Co-operative Credit ...	93	70	55	60	
Total ..	11,46	11,72	11,62	12,56	

(a) *Agriculture*.—Owing to slower progress than was anticipated, Rs. 11,000 are likely to lapse from the grant for experimental tube wells, and Rs. 13,000 from the grant for purchasing well-boring apparatus. No other variation is of importance.

Next year, the pay of Agricultural Assistants, in accordance with the full sanctioned scale, requires an additional Rs. 26,000, Rs. 57,000 more are provided for agricultural experiments chiefly in connection with the sinking of tube wells, Rs. 13,000 are allotted to complete the improvements in the Lahore Zoological Gardens, and an extra Rs. 12,000 for Station Gardens. But the Bruceabad Farm Estate in Dera Ghazi Khan is in future to be managed under the ordinary lease rules, and this estimate is relieved of the charges relating to the farm which amount to about Rs. 18,000.

(b) *Veterinary*.—Owing to the scarcity of fodder, the estimate of the cost of feeding animals at the Hissar Cattle Farm is likely to prove inadequate by Rs. 60,000, but the net addition to the estimate has been limited to Rs. 26,000 owing to vacancies in the cadre of Veterinary Assistants, and to the presence of only one officer of the Civil Veterinary Department on training in the Punjab, instead of the two provided for in the budget.

Rupees 38,000 less are allotted next year for the feed and keep of animals in the Hissar Cattle Farm, but this reduction is counterbalanced by a number of increases under establishment heads where provision has been made for full cadres. The increase of Rs. 33,000 in the Budget is due to the inclusion of the charges on account of the Camel Specialist at Sohawa, which will be provincialised from the 1st April onwards.

(c) *Co-operative Credit*.—The rapid growth of the Co-operative Credit movement has made it necessary to add to the superintending staff, and two Assistant Registrars have been appointed during the last half of the year at a cost of approximately Rs. 13,000. But a sum of Rs. 19,000 representing the share of the expenditure on the Registrar's office which is due to work in connection with Joint Stock Companies has been transferred from this head to "26-B—Scientific and Miscellaneous Departments," and owing further to an increase in the amount recovered from Societies on account of the cost of the inspecting staff, the revised estimate is placed Rs. 15,000 below the sanctioned budget.

The budget for 1916-17 which provides for one Assistant Registrar throughout the year shows an increase of Rs. 5,000 due to smaller recoveries from Co-operative Credit Societies. The payments this year included a considerable sum on account of arrears.

26-B—SCIENTIFIC AND MISCELLANEOUS DEPARTMENTS.

HEADS OF ACCOUNT.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
<i>Scientific—</i>					
Imperial Institute ...	...	1	...	1	
Provincial museums ...	10	10	11	8	
Donations to Scientific Societies.	5	...	...	...
<i>Labour and Emigration—</i>					
Emigration ...	...	...	...	...
Inspector of Factories ...	13	13	13	13	
<i>Statistics—</i>					
Gazetteers and statistical memoirs.	6	3	1	1	
Registration of Railway traffic.	6	8	8	8	
Provincial statistics ..	1	1	1	1	

26-B—SCIENTIFIC AND MISCELLANEOUS DEPARTMENTS—concluded.

HEADS OF ACCOUNT.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
<i>Miscellaneous—</i>					
Examinations ...	2	2	3	2	
Steam Boilers Inspection establishment.	...	11	11	11	
Preservation and translation of ancient manuscripts.	...	1	...	1	
Fisheries ...	27	34	27	26	
Grant for Industrial Settlement.	12	11	12	11	
Encouragement of industries.	13	50	21	40	
Miscellaneous ...	...	26	2	18	
Registrar, Joint Stock Companies.	...	...	19	20	
Refunds ...	...	1	1	1	
Total ...	1,01	1,72	1,30	1,62	

In the revised estimate three items only call for remark. No application has been received by Government for assistance in starting new industries, and Rs. 29,000 are expected to lapse from the grant for this purpose: under Miscellaneous, charges amounting to Rs. 13,000 for the Electrical Engineer and his establishment have been transferred to 45—Civil Works, and a grant of Rs. 12,000 will not be made over to the Punjab Games Association this year. But the cost of the office of the Registrar, Joint Stock Companies, now transferred to this head, is estimated at Rs. 19,000.

Provision has been made in the estimates for 1916-17 for an increase of Rs. 19,000 in the expenditure on encouraging industries, for a grant of Rs. 14,000 to the Punjab Games Association, and for a grant of Rs. 2,060 to the Salvation Army who are starting a sericulture school at Simla.

29.—SUPERANNUATION ALLOWANCES AND PENSIONS.

HEADS OF ACCOUNT.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
Superannuation and retired allowances.	20,02	21,00	21,44	23,00	
Commuted value of pensions	1,88	2,25	1,60	1,50	
Compassionate allowances ...	34	31	40	39	
Gratuities ...	32	30	38	39	
Pensions for distinguished and meritorious services.	6	5	5	5	
Refunds ...	...	...	1	...	
Total ...	22,62	23,01	23,28	26,34	

The earlier months of the present year have been marked by a growth in ordinary pension charges even more rapid than was assumed by the budget

figure of twenty one-lakhs. The revised estimate of these charges has accordingly been raised by Rs. 44,000, while corresponding increases of Rs. 9,000 and Rs. 8,000 are expected in the expenditure on compassionate allowances and gratuities. Rupees 1,25,000 are, however, expected to lapse from the grant of Rs. 2,25,000 for the commutation of pensions.

The serious inroads which non-effective charges are making on Provincial resources show no signs of diminishing, and it has been necessary to provide in next year's budget for increased expenditure of Rs. 1,56,000 on ordinary pensions. A more normal figure, showing an increase of Rs. 50,000 over the revised estimate, has been adopted for commutation of pensions.

30.—STATIONERY AND PRINTING.

HEADS OF ACCOUNT.	Actuals, 1914-15.	Budget, 1916-16.	Revised, 1915-16.	Budget, 1916-17.	REMARKS.
	Rs. 1,000	Rs. 1,000	Rs. 1,000	Rs. 1,000	
Stationery purchased in the country.	1,27	1,47	1,30	1,48	
Government Presses ...	3,01	2,79	2,72	2,89	
Printing at private presses ...	33	42	34	40	
Lithography ...	77	90	97	80	
Stationery supplied from Central Stores.	2,32	2,12	2,62	2,65	
Refunds ...	...	...	...	...
Total ...	7,70	7,70	7,95	8,22	

Smaller purchases by Civil and Sessions Courts and the Police Department account for the decrease of Rs. 17,000 in the revised estimate of stationery purchased in the country, but it has been necessary to add Rs. 50,000 to the grant of the Inspector-General of Prisons for printing paper obtained from Central stores for supplies to other departments. The machinery of the new Secretariat Press was bought last year and the allotment of Rs. 25,000 provided for the purpose in this year's estimate will not be utilised. On the other hand, the sums required for grain compensation allowance and contingent expenses have been higher than was expected, and the net reduction in the revised estimate of Government Presses is limited to Rs. 7,000.

The expenditure on Government Presses in 1916-17 is expected to be Rs. 17,000 greater than this year. From motives of economy, the amount allotted for the purchase of new type in the Secretariat Press has been reduced by Rs. 10,000, but the charges of Jail Presses show an advance of Rs. 27,000. These presses are to undertake from the 1st April next a considerable portion of the Director of Land Record's printing which has hitherto been given to private contractors; and a return equivalent to the extra expenditure has been budgeted for under the receipt head.

The variations from the revised estimate under stationery purchased in the country, and lithography are due to a different distribution of charges between the two heads.

32.—MISCELLANEOUS

HEADS OF ACCOUNT.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
Rents, rates and taxes ...	2	2	3	2	
Rewards for proficiency in Oriental languages and allowances to Language Examination Committees.	11	7	14	10	
Donations for charitable purposes.	1,04	4	3	3	
Charges on account of European vagrants.	5	6	5	6	
Rewards for destruction of wild animals.	5	9	4	5	
Petty establishment ...	2,78	4,00	2,68	3,02	
Irrecoverable temporary loans written off.	3	2	2	2	
Miscellaneous charges for treatment of patients at Pasteur Institute, Kasauli.	18	17	15	15	
Contributions ...	4	5	7	10	
Miscellaneous and unforeseen charges.	11	3,44	33	5,15	
Miscellaneous refunds.	2	10	10	10	
Annual stipends to holders of literary titles.	1	1	1	1	
Total ...	4,44	8,07	3,65	8,81	

The amalgamation of copying departments and agencies has again been postponed, and there is accordingly a reduction of Rs. 1,32,000 in the cost of petty establishments, corresponding to the decrease shown under the revenue head. The reserve of three lakhs provided by the Local Government for emergencies has not been utilised, and Rs. 15,000 are expected to lapse from the grants of Commissioners for small darbars. Rather more officers than usual have shown themselves proficient in Oriental languages.

In the budget for 1916-17 a margin of five lakhs has been provided for unforeseen contingencies, and there is an increase of Rs. 37,000 in the allotment for copying agency establishment.

36.—REDUCTION OR AVOIDANCE OF DEBT.

HEADS OF ACCOUNT.	Actuals, 1914-15. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
Reduction or avoidance of debt	1,40	1,40	1,40	1,40	

The usual amount set aside to meet expenditure on famine has been entered in both estimates.

42—IRRIGATION—MAJOR WORKS.

HEADS OF ACCOUNT.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
Working expenses—In charge of Civil Officers—					
Owner's rates refunds...	2	...	1	..	
Imperial share—one-half	1	...	...	...
Provincial share „	1	...	1	...	
Working expenses—In charge of Public Works Officers.	87,96	89,42	1,01,00	1,03,00	
Imperial share—one-half	43,88	44,71	50,50	51,50	
Provincial share „	43,98	44,71	50,50	51,50	
Interest on debt ...	70,79	71,32	73,07	73,77	Not open to discussion
Imperial share—one-half	35,40	35,66	36,53	37,39	
Provincial share „	35,39	35,66	36,54	37,38	
Total ...	1,58,76	1,60,74	1,74,08	1,77,77	
Imperial share—one-half	79,38	80,37	87,03	88,89	
Provincial share „	79,38	80,37	87,05	88,88	

(1) It has been necessary to make a large addition of Rs. 11,58,000 in the revised estimate of Working Expenses. In the course of the year, the outfall of the Upper Jhelum Canal at Khanki was discovered to be developing a deep scour, and immediate outlay became necessary to protect the headworks and retain control over the Chenab River. Extra allotments were needed for the upkeep of the banks of the Triple Project, as a breach in any of the high embankments of the Upper Jhelum Canal would have been disastrous, especially in a year of drought; and extensive work had also to be undertaken to secure the Sirhind Canal from danger by floods. Owing to the postponement of capital expenditure, a larger share of the cost of establishments becomes debitable to this head, and the estimate of establishment charges is up Rs. 3,10,000.

Though provision has only been made in next year's estimates for works which must be undertaken for the proper maintenance of the canal system, the budget shows an increase of two lakhs. Other urgent projects take the place of the special works which have swollen this year's outlay. Rs. 6,25,000 are provided to complete the training works at Khauki, and Rs. 2,25,000 for the protection of the foreshore and similar works on the Upper Jhelum Canal. In the latter case the expenditure is necessary in order to prevent damage to the head regulator by erosion, and to the canal siphons from torrent water. A risk of breaches owing to the action of torrents is also the justification of a provision of Rs. 1,25,000 for special training works on the Sirhind Canal. At the same time, a considerable increase of expenditure is required on the maintenance of the recently opened canals of the Triple Project.

(2) Owing to the higher rate which has now to be paid by Government for its borrowings, Rs. 1,75,000 have been added to the revised estimate of the charges for interest on debt. Next year fifty lakhs are allotted for capital expenditure, and there is consequently a further increase of Rs. 1,69,000 in interest charges.

43—MINOR WORKS AND NAVIGATION.

HEADS OF ACCOUNT.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
In charge of Civil Officers ...	38	51	44	46	
In charge of Public Works officers:	1,44	1,01	1,59	1,40	
Total ...	1,82	1,52	2,03	1,86	

(a) *In charge of Civil Officers.*—The revised estimate shows a reduction of Rs. 7,000 chiefly from the transfer to the public works head of expenditure incurred on the Nammal Dam and Canal.

The budget of 1916-17 is relieved of special charges amounting to Rs. 10,000 for the Kitchin Canals in Montgomery, and about Rs. 13,000 less are required for the repairs of embankments in Gurgaon. But an annual grant of Rs. 23,000 for five years has recently been sanctioned to improve the Grey Canals in Ferozepore, and the budget consequently shows a small increase of Rs. 2,000.

(b) *In charge of Public Works Officers.*—The increase in the revised estimate is due to the inclusion of expenditure on the Nammal Dam and Canal, to which a sum of about Rs. 33,000 has been devoted in addition to the grant transferred from the Civil head, and to some urgent and unforeseen works in connection with the Haveli Weir Surveys and drainage investigations in the Western Jumna Canal Circle.

The absence of the charges for these special works leads to a decrease of Rs. 19,000 in the budget for 1916-17.

45—CIVIL WORKS.

HEADS OF ACCOUNT.	Actuals, 1914-15. Rs. 1,000	Budget, 1915-16. Rs. 1,000	Revised, 1915-16. Rs. 1,000	Budget, 1916-17. Rs. 1,000	REMARKS.
In charge of Civil Officers	21,19	14,51	13,55	13,58	
In charge of Public Works Officers ...	70,44	62,71	51,50	40,27	
Total ...	91,63	77,22	65,05	53,85	

(1) *In charge of Civil Officers.*—Owing to the call for retrenchment, the sum of Rs. 55,000 allotted for grants to District Boards for general purposes has not been distributed, the Koti and Keonthal Darbars have not drawn the amounts, aggregating Rs. 23,000, provided for payments in connection with the Simla Extension Scheme, and the expenditure on petty construction and repairs is expected to be Rs. 31,000 less than the estimate. Other variations are unimportant.

The estimates for next year undergo little alteration. Rupees 47,000 have been provided for payment to the Koti and Keonthal Darbars, but some of the smaller grants made this year will not be repeated. Rupees 3,50,000 have again been allotted for colony roads.

(2) *In charge of Public Works Officers.*—Establishment charges show an increase of Rs. 14,000 and the cost of repairs an increase of Rs. 41,000: the large reduction of Rs. 11,21,000 in the revised estimate occurs entirely in the expenditure on original works. Rupees 2,73,000 for the King Edward Memorial Scheme, which were placed under this head, have been transferred to the head "24—Medical," but the balance represents an actual curtailment in the outlay on communications and buildings during the year. When instructions were received last October to observe all possible economy, the grants for practically all projects, on which construction had not already begun, were withdrawn from the Public Works Department, and the activities of the Department have subsequently been confined to completing such works as had been started.

Next year it is necessary to pursue the same policy, and the grant for original works shows a further reduction of Rs. 11,02,000. Only Rs. 5,42,000 have been provided for new works, chiefly for small departmental works, or improvements to roads of military importance: and the programme contains no project of sufficient size to deserve individual mention. Establishment charges are expected to rise by Rs. 9,000 as few works will be undertaken for extraneous authorities and there will be little to recover by way of contributions: there is a normal increase of Rs. 29,000 in the estimated cost of repairs. On the other hand, with little work in progress, the cost of tools and plant, and suspense charges is likely to decrease by Rs. 15,000 and Rs. 44,000, respectively.

PROVINCIAL BALANCES.

In the estimates laid before the Council last March, it was assumed that at the opening of the current year, the Punjab Government would have a balance of Rs. 53,97,000, and at its close a balance of Rs. 49,39,000. The actual opening balance was Rs. 1,76,000 worse than the forecast and a deterioration of Rs. 2,72,000 is indicated in the revenue of the year as a result of the modifications in the estimates which have been discussed above. But, owing in the main to the steps which have been taken to enforce a policy of retrenchment, a reduction of Rs. 14,32,000 is expected in the expenditure of 1915-16, and the closing balance is therefore placed at Rs. 59,23,000. This figure includes the following balances of the assignments given by the Government of India for special purposes:—

				Rs
For Education	...	...	...	9,000
For Sanitation	...	...	...	9,67,000

The expenditure of 1916-17 is expected to exceed the revenue by Rs. 4,82,000, leaving a closing balance of Rs. 51,41,000. The estimates allow for the expenditure of the balance of the assignment for education, and of Rs. 1,50,000 from the assignment for sanitation, but the latter assignment will be swollen by the recurring grant of four lakhs which is received from Imperial revenues. From the closing balance there must therefore be deducted —

(1) Rs. 12,17,000 representing the unspent balances of the assignment for sanitation;

(2) the prescribed minimum balance of ten lakhs;

leaving a free balance of Rs. 32,24,000 which will be available for expenditure on general purposes as soon as the financial condition of India permits.

LAHORE:

The 5th March 1916,

O. F. LUMSDEN,

Financial Secretary to Government, Punjab.

Statement of re-appropriations exceeding Rs. 10,000 which have been sanctioned by the Local Government in the course of the year.

Serial No.	Nature of demand.	Amount.
		Rs.
1	Purchase of newspapers and other measures for disseminating information relating to the War.	10,467
2	Additional grants to meet fees paid to Counsel in conspiracy and dacoity cases.	88,680
3	Salary of the non-official member of the Special Tribunal appointed under the Defence of India Act.	30,000
4	Expenditure on account of—(1) River training works at Khanki on the Lower Chenab Canal (2) Special repairs and staunching of banks on the Upper Jhelum, Lower Bari Doab and Upper Chenab Canals (3) Torrent works on the Sirhind Canal and (4) Works on the Indus Inundation Canals.	6,59,000
5	Improvements on the Nammal Dam and Canal in the Mianwali District.	17,600

(N. B.—Purely formal re-appropriations due to changes in classification, or deviations from the estimate of the actual expenditure on ordinary charges are not included in this statement.)

Abstract of Proceedings of the Council of the Lieutenant-Governor of the Punjab, assembled for the purpose of making Laws and Regulations under the provisions of the Government of India Act, 1915.

THE Council met at the Council Chamber, Government House, Lahore, at 10-30 A.M., on Tuesday, the 14th March 1916.

PRESENT :

His Honour Sir MICHAEL FRANCIS O'DWYER, K.C.S.I., I.O.S., Lieutenant-Governor, *Presiding*.

The Hon'ble Sardar SUNDAR SINGH, Majithia, Sardar Bahadur.

The Hon'ble Mr. JOHN CORNWALLIS GODFREY, C.S.I.

[*Lala Kashi Ram.*]

The Hon'ble Khan ZULFIKAR ALI KHAN, C.S.I.

The Hon'ble Mr. CLAUD ALEXANDER BARRON, C.I.E., I.O.S.

The Hon'ble Mr. ALEXANDER HENDERSON DIACK, C.V.O., I.O.S.

The Hon'ble Mr. OSWALD FARQUHAR LUMSDEN, I.O.S.

The Hon'ble Nawab Sir BAHRAM KHAN, K.C.I.E.

The Hon'ble Sardar Bahadur Sardar GAJJAN SINGH.

The Hon'ble Rai Bahadur BAKHSI SOHAN LAL.

The Hon'ble Khan Bahadur Khwaja YUSUF SHAH.

The Hon'ble Rai Bahadur RAM SARAN DAS.

The Hon'ble Mr. THOMAS ROBERT JOHN WARD, C.I.E., M.V.O., M.I.C.E.

The Hon'ble Rai Bahadur HARI CHAND.

The Hon'ble Mr. JAMES CURRIE.

The Hon'ble Lala KASHI RAM.

The Hon'ble Raizada BHAGAT RAM.

The Hon'ble Mr. PATRICK JAMES FAGAN, I.O.S.

The Hon'ble Nawab IBRAHIM ALI KHAN of Kunjpura.

The Hon'ble Mr. EDWIN WOODALL PARKER.

The Hon'ble Mr. HENRY DUFFIELD CRAIK, I.O.S.

The Hon'ble Khan Bahadur Malik MUHAMMAD AMIN KHAN of Shamsabad.

The Hon'ble Colonel HAROLD HENDLEY, M.D., I.M.S.

The Hon'ble Mr. STEPHEN WILLIAM GRACEY, I.O.S.

RESOLUTION ON *THIKRI PAHRA*.

The Hon'ble Lala Kashi Ram :—Your Honour,—The resolution which I have the honour to move runs as follows :—

“That this Council recommends that the expenditure under ‘20—Police’ sub-head district executive force, be reduced by Rs. 1,00,000 or such adequate sum as might be fixed by Government, and that the said amount be utilized for the distribution of fire-arms in selected areas for the use of *thikri pahra* and work in co-operation with the district officers and police in the prevention of dacoities.

“The Hon'ble Members will observe that an answer has been given by Government to a question put by the Hon'ble Rai Bahadur Bakhshi Sohan Lal on the same subject yesterday, but I hope that the Hon'ble Members will have seen the difference between the question that was put yesterday and the resolution that I am now proposing. What I ask in this resolution is a recognition of the benefits that are to be derived by the co-operation of the village communities by the adoption of the system of *thikri pahra*. I am leaving it to the Government and district officers to make their selections of the villages in which such an experiment could be safely carried out. I leave all the details to be settled by district officers and by the officers of the Government and the police. I do not ask its wholesale introduction at once nor that it should be

[*Lala Kashi Ram.*]

made applicable to all the villages in the Punjab. With these remarks I proceed to make a few observations in support of the resolution.

"The above resolution was suggested to me by the Hon'ble Finance Member in his remarks on the increase of expenditure in paragraph 5 of his printed memorandum. May I, Sir, digress for a moment in this connection and express my sincere appreciation of the new arrangement of circulating to the non-official Members of this Council the second edition of the Financial Statement and the Explanatory Memorandum? For this necessary reform our thanks are due to Government, and I may be permitted to say to the Hon'ble Mr. Mait who has been translated to a wider sphere of activity.

"I was saying, Your Honour, that the resolution was suggested to me by the Hon'ble Finance Member's remarks on increased expenditure in paragraph 5 of his Printed Memorandum. After referring to the heavy extra charges incurred in connection with the enrolment of additional police and the establishment of special tribunals, the Hon'ble Finance Member appears to blame the province for these and similar charges. I do not certainly admit the blame, and this is not the occasion to rebut the charge. But I agree that such expenditure is from the economic aspect largely or wholly unproductive, and ought to be reduced. I feel sure I voice the opinion of my unofficial colleagues in this Council in deploring the increased expenditure under police as much as Government does. The Hon'ble Finance Member says: 'The province should remember that every such payment necessarily entails corresponding diminution of funds available for other purposes and thus hampers the progress of the community. The financial effect of misconduct is rather apt to be overlooked, and there is perhaps no harm in thus emphasizing this feature of the case.' These are the remarks of the Hon'ble Finance Member. I do not desire on this occasion to offer any remarks on the soundness or otherwise of this view of the matter. My object in referring to these remarks is that there are ways of obviating extra burdens of this kind, and one of them is by taking the people into confidence and inviting their co-operation more largely than heretofore and more systematically than has yet been done. I have no doubt in my mind that in proposing to expend a larger sum of money on the Police in the ensuing year Government sincerely believes it can render the administration of the department more efficient and successful than it has been. But the question suggests itself what has been the history of the growth of expenditure in the Police Department in this province?

"In the year 1852 the Punjab had a police force of about 15,000 officers and men, costing less than 20 lakhs of rupees. With this force they were able to keep internal peace, to quote the official language 'from the borders of Sind to the foot of the Himalayas, from the banks of the Sutlej to the banks of the Indus, and this with an army of 50,000 men mingled with the ranks of society and countless adherents and servants of the late Government wandering unemployed about the country when the most influential section of the population were still animated with feeling of animosity and revenge against their conquerors and of dislike of the change of institutions.' The quotation is taken from a blue book. Surely moral progress in the Punjab since these words were written has not been negligible. Education has progressed by leaps and bounds, and various religious societies have sprung up about the country. People have learnt to have infinitely greater respect for law and order than they had at the time those words were written. Nevertheless the fact remains that serious crimes of a kind, particularly dacoities, have been increasing, and causing more and more disquiet every year to the people, in particular to the Hindus, who are in a minority in the western district of the Punjab. The cold weather dacoity has become an annual visitant, much more regular than the plague itself, and the people in villages have been somehow unable to control their own bad characters. When local rowdies uncontrolled by their own headmen throw in their lot, as is often the case, with trans-frontier robbers, the situation becomes one of great anxiety both to the people and to the police.

"I imagine it is mainly for this reason that the stipendiary police have not always been able to take preventive measures. I do not deny their

[Lala Kashi Ram.]

success in some cases nor do I forget the measure of success that has attended their detective efforts in other cases. But the outstanding fact is that the policeman generally steps in after the helpless villagers have been plundered and the dacoits have made good their escape. A legitimate inference from this is that somehow the policeman is not in touch with the people and knows little or nothing of the plots and intrigues of rural bad characters. It is only the people of the village who could be expected to know the movements of the shady characters in their village; and if assisted to defend themselves, they will by their unity and preparedness, be quite able to frustrate the schemes of the bad characters and the trans-frontier robbers. That the district police themselves cannot do this effectively is more than inferable from the history of their successive failures during the last several years.

"As I have already submitted, the police force of this province at time of great anxiety to Government and people alike was no more than 15,000 and its cost not more than Rs. 20,00,000 per annum. The present strength of the police is a little less than 21,000, but its cost is more than three times the cost of the force in 1852. The tax payer, I respectfully submit, is entitled to ask whether the police of our time are at last three times more efficient. Whatever the answer is, there can be little doubt that with this additional expenditure the police have been unable to cope with the annual recrudescence of cold weather dacoities. In 1910 the number of recorded dacoities excepting those in which murders are committed was only 48. The number then rose to 100 in 1911 and this included the figures from the Delhi province. In 1912 the number of true dacoities cases recorded increased to 115, exclusive of Delhi province. In the next two years there occurred a small decrease, but the figure still stands at 109, almost three times the figure of 1910. Your Honour will permit me to state in this connection that in 1910 when we had only 48 dacoities the total cost of police amounted to 53½ lakhs. In 1914-15 the cost rose to 62½ lakhs or about 19 per cent, but the dacoities have by no means decreased 19 per cent. I feel, Your Honour, the tax payer has not received his money's worth from the police reform incidental to the increased expenditure. If that is so, where is the certainty that a further increase of 3½ lakhs for which provision has been made in the next year's budget will result in any improvement whatever? I think there is none, and for obvious reasons I venture to submit that money itself will not and cannot accomplish the desired reform.

"Your Honour, the measure of peace which we enjoyed in the year 1852 when the police cost was one-third of its present figure proves to my mind beyond doubt that money will not and cannot accomplish the desired reform. What is lacking in the police scheme of preventive operations of to-day is the human element. This element, I respectfully submit, existed in the year 1852, but is absent to-day, and this is the only difference between the circumstances of that year and those of to-day. Your Honour, at the time of introduction of the British Rule in this province the self-governing village communities still existed. The sense of communal responsibility of the villager was intact, making him a very useful and powerful factor for the police work of his village. Considerations of honour and a sense of self-respect and also of personal safety and of the safety of his relatives induced him to risk his personal safety for common good. These afforded him occasions for the display of personal valour and encouraged him to rally at the call of duty round the village headman. This human element, I respectfully submit, gave to the village a measure of communal protection and with their villagers provided them with a police force of their own which made dacoities of the description now taking place with impunity an impossibility. Your Honour, the accounts of the Hassar Shah dacoity which appeared in the *Tribune* of 7th instant were fresh to my mind when I read the remarks of the Hon'ble Finance Member which suggested to me the resolution which I am now proposing. Those accounts the details of which make one's blood curdle show, that if it is possible in these days for a crime of this description to take place in a village under the protection of the mighty British Government and its powerful police, I was going to say that it is the human element which must be lacking in the police scheme of preventive operations and the accounts given in the *Tribune* (and I believe

[*Lala Kashi Ram.*]

they are in the main correct) prove what I say. Those accounts show that neither the villagers nor the police were able to protect the unfortunate victims of the crime. It is said that in this dacoity two men were killed, three were seriously injured and are lying in a precarious condition in a Government hospital. There were several women injured and maltreated, and yet neither the villagers nor the police who were said to have been present at a distance of about half a mile from the village were able to prevent the crime. Your Honour, such a crime should be made impossible in future.

"I was speaking of the absence of the human element in the scheme of the police preventive operations, and this absence I submit makes the police more or less a machine hardly fit to bring in the human factors to its work. Your Honour, I will be excused when I say that the police as now constituted, *i. e.*, unsupplemented by police powers of the self-governing village communities of old, in a manner divorced from those communities, have failed and failed sadly in preventing these dacoities. When they have failed are we not justified in asking that the village communities should have restored to them their former communal responsibilities? These responsibilities they discharged so well in the past and there is every reason to believe they will discharge them better in the future when assisted with the advice and co-operation of our district officers. The system of village police is as old as the country itself. This has been prominently mentioned by the Police Commission in their report. The Government of India have clearly accepted the recommendation of the Commission who state that it is of paramount importance to develop and foster the village agency for police work. The ideal recommended is not, however, that of a village police subordinate to the district police, but one with co-ordinate functions and subordinate to the village headman, the supervision and control of the headman being vested in the Deputy Commissioner and other district officers subordinate to him. My object, Your Honour, in moving this resolution is that people should be made self-reliant and made to realise their communal responsibility, not only for the protection of the village, but also for effective co-operation with the district police. This two-fold object can be secured by training the villages for the duties of *thikri pakra* and by making them really efficient in the use of fire-arms which is very essential to cope with the armed gang of dacoits. Without fire-arms they will be no match to the armed gangs, while with them and the strength of their unity they can defy any gang of robbers.

"I may state here that if such a system existed in the villages, I am sure that if a police officer were within earshot of the guns that were being fired as at Hassan Shah on the 26th of February last, and if the police officer knew that assistance would be available in the village, he would probably go to the spot in time. There is a great deal of truth in the statement sometimes made that the police very often consider that probably they will not be up to the strength which is required against a gang which is looting or plundering or murdering in the village, and probably it is this that sometimes keeps a police officer of high courage and ability from going when he finds that failure is certain. I do not mean to cast any slur upon any individual police officer or on the police force in general. On the other hand, I am prepared to join in all the praise that has been offered for their work and for what they have achieved. But where they fail and not for any fault of their own, I submit it is for the Government to find out the causes and remedy the defects.

"I feel encouraged in moving this resolution by the warmth of welcome given to the *thikri pakra* system, in the Government resolution on the last police administration report. The resolution says: 'His Honour is glad to observe the success which has attended the *thikri pakra* and *naka-band*i system of patrolling in certain districts of the province. This system is at present of a voluntary nature and depends for success on the local assistance rendered by the villages in which it has been introduced. His Honour is not sure whether the time has not arrived to place this system on a more definite legal footing, and he will be prepared to consider this question if submitted separately.' I am sure the public greatly appreciate the terms in which Government have welcomed popular co-opera-

[*Lala Kashi Ram ; Mr. Craik ; Rai Bahadur Bakhshi Sohan Lal.*]

tion in these matters. But I submit popular co-operation as such should always be on a voluntary basis and uncontaminated by legislative restraints. People would always esteem it an honour to render voluntary assistance to their village community and to their Government, but when once legislative restraints are imposed the pleasure and the charm of communal honour will disappear. I would suggest that the scheme embodied in my resolution be tried experimentally in selected areas on a voluntary basis for a certain number of years.

"Let the Deputy Commissioner approach the village headman and ask him to undertake to prevent the dacoities in his village in the best manner he can—ask him what assistance he will want from the Deputy Commissioner and let the Deputy Commissioner give him that assistance including the supply of sufficient number of fire-arms with such restrictions as the Deputy Commissioner may choose to impose. Let the details be settled by the village headman himself in consultation with other elders of the village. Let them all jointly undertake that duty, and if they perform it to the satisfaction of the authorities during the period of the experiment the honour of the achievement belongs to the whole community. Before I resume my seat, Your Honour, I wish to say a few words in connection with the remarks which fell from the Hon'ble Member who was yesterday explaining a portion of the subject touched by this resolution that is how the increase which was proposed would be utilised. If I was right in following the Hon'ble Member I understood him to say that the increase was necessitated and that it was considered desirable to increase the salaries of the force, i.e., officers and men."

The Hon'ble Mr. Craik :—"I said, rank and file."

The Hon'ble Lala Kashi Ram :—"Thank you for the correction."

"Your Honour, I submit very respectfully that this is no time for introducing this increase. Your Honour is probably aware what would have been the effect of dacoities and lawlessness in villages, had not your strong arm reached there to protect the country from its consequences. If that measure of the powers of self-Government regarding the police work of the village which formerly existed in those village communities existed and if there were no causes which as a matter of fact produced the estranged feelings between members of the village communities, I am sure a large number of crimes would not have been committed and the danger to the country would not have been as it was. I submit very respectfully that the increase to the rank and file may be deferred for one or two or three years, and during this period I submit that the co-operation of the village communities might be tried, and the sum which is to go for the increase of the salaries of the rank and file may be utilised to the best advantage for securing that co-operation and made effective by supplying fire-arms. With these remarks I commend this resolution to the favourable consideration of Your Honour and of this Council."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal :—"Your Honour,—In supporting this resolution I may be allowed to remark that the system of *thikri pahra* which according to my humble information has been tried in some of the villages in the province with success specially in tahsil Nawashahr of the Jullundur District is expected to be a more satisfactory arrangement of watch in villages during night than the present system of chowkidara according to which the chowkidar has manifold duties to perform and can spare very little time for the guard and watch of the village. But the guard and watch of villages and detection of crime being a part of the Police administration and any expenditure in organizing the system of *thikri pahra* being caused by the head '20—Police' there is no necessity of transferring any amount from head 2 to any other head. I, however, while advocating the extension of *thikri pahra* system to all the villages of the province and supporting the resolution to this extent, am not in favour of reduction by any specific amount the item of police expenditure given in head 20."

[*Khawaja Yusuf Shah ; Lala Kashi Ram ; His Honour the President ; Nawab Sir Bahram Khan ; Sardar Bahadur Gajjan Singh.*]

The Hon'ble Khan Bahadur Khwaja Yusuf Shah :—" Your Honour,—I oppose this resolution. My friend the Hon'ble Member has only tried to show the dark side of the picture, but I regret to say that he has failed to show the bright side of the picture ; we all remember what valuable services the district executive police have rendered."

The Hon'ble Lala Kashi Ram :—" Your Honour,—I wish to ask if I have said anything against what the police have done."

His Honour the President :—"The Hon'ble Member is describing the other side of the picture."

The Hon'ble Khan Bahadur Khwaja Yusuf Shah :—" Your Honour,—During the last year when the Punjab had been disturbed by the vile and mischievous designs of returned emigrants the district executive police force more than justified their existence and utility with the result that a dangerous situation was promptly and effectually controlled for which all peace-loving inhabitants of the province are grateful.

" In view of the present needs of the country, it will be most inadvisable to reduce the strength of the police force and thus curtail their utility. I consider that if this step is taken it would prove highly detrimental to the administration of this province.

" *Thikri pahra* is a purely voluntary system of watch and ward, encouraged no doubt by the authorities, with the sole object of protecting the people and their property. It is merely self-help.

"So far fire-arms have not been distributed free of cost to anybody in any district of the province for the purposes of *thikri pahra*. In Amritsar, where a very perfect system of *thikri pahra* is in force and has given most excellent results no fire-arms have been distributed to the people free of charge. A few specially designed short-barrelled shot guns are, however, being sold out at a fixed price to selected persons for self-protection, under the usual license granted by the district magistrate.

"I therefore oppose this Resolution."

The Hon'ble Nawab Sir Bahram Khan spoke in Urdu, a translation of which is as follows :—" Your Honour,—I agree with my Hon'ble colleague, Lala Kashi Ram, in his proposal regarding *thikri pahra*, but I disagree with him about the distribution of fire-arms on the ground that the zamindars appoint persons for *thikri pahra* by turns. These persons are such in whom no confidence can be placed. I have personal experience of it. I also do not agree with him that the estimates under head 'Police' be reduced to meet expenditure on this account as the management of the police is very satisfactory."

The Hon'ble Sardar Bahadur Gajjan Singh :—" Your Honour,—I think I must also oppose this resolution, not because I am not in favour of checking the growth of lawlessness, but I find that it will be almost impossible to carry out this resolution. In the first place it will be almost impossible, difficult if not impossible, to save one lakh of rupees from the head 'Police.' Government must be obviously ready with the scheme. It means that this scheme will have to be hampered or stopped, which will impair the efficiency of the police administration. All this increase, I have no doubt, is being incurred for the check of the serious offences against person and property. Therefore in a way by the acceptance of this resolution the object of the Mover of the resolution will be defeated. In the next place I entirely agree with the Hon'ble Nawab Bahram Khan that it will not be possible to give fire-arms to these persons who are called upon to defend themselves on a voluntary basis. The matter is one to which nobody is more alive and keen than Your Honour's Government. Every attempt and every step have been taken, and I am sure will be taken if need be, to prevent the occurrence of these dacoities, and therefore I submit that at this time, special time, the duty of this Council ought to be to strengthen the hands of Government in every way possible. Therefore I submit Sir, that this is a resolution which obviously cannot be accepted."

[*Khan Zulfikar Ali Khan ; Sardar Sundar Singh ; Lala Hari Chand.*]

The Hon'ble Khan Zulfikar Ali Khan :—" Your Honour,— The resolution which my Hon'ble colleague, Lala Kashi Ram, has moved is one which implies partial, though not total, failure of the police to protect the people from the ravages of the dacoits. One of the arguments which he has advanced is that people in the villages, knowing more than the police officers, are more likely to take measures and efficient measures, to protect themselves than the police are able themselves to do. I think that his arguments rather recoil on the Mover himself, because if the people are aware of the movements of bad characters they ought to co-operate with the police and furnish them with information which would enable them to carry on their duties in a more efficient manner. Your Honour, the Mover is certainly not correct when he says that the Government has selected certain villages or areas in which fire-arms have been supplied to the people for their self-protection. I think this has been done only because of certain urgent and special reasons in those areas, especially where the returned emigrants were more likely to create trouble. After the skilful and masterly control of the situation by Your Honour, there is no further reason to advocate that policy. Your Honour, the police force which has done such eminent work and such successful work in this province is deserving of all credit. In my last year's budget speech I had the occasion to give credit to this force for their self-sacrificing spirit and devotion to duty, such as has not been shown so far in any other province of India. Your Honour, in these circumstances instead of hampering the police by supplying arms to the people and creating a dual authority, the police as proposed in the budget of the Finance Member ought to get an enhancement of numbers and increase of salary. With these few remarks I oppose this resolution."

The Hon'ble Sardar Bahadur Sundar Singh :—" Your Honour,— I am afraid, Sir, I cannot support my Hon'ble friend the Mover of this resolution. There is one thing that strikes me just now and that is that the Hon'ble Mover is not well versed in the use of fire-arms. He does not know that the majority of the people in the Punjab at the present moment are not well versed in the use of fire-arms. It is only the military class who knows the use of fire-arms. If you arm these people in the villages who do not know how to use a gun, I think it will be very difficult to keep those guns with those men. They would be taken away by the dacoits who would use them against the villagers themselves. There would have been some sense in saying that some latitude might be given and some fire-arms might be given to the reservists in the villages, who may be expected to know something of the use of fire-arms, and that for that purpose the village authorities be requested to do something in the matter. But to reduce the expenditure on police in order to give fire-arms to villagers, who do not know how to use them, would be giving a chance to the dacoits to take away the arms from them. I should have been glad to support this resolution, if the Hon'ble Mover had said something that Government might do something in training some of these villagers in the preliminary use of the fire-arms, so that they might be useful in the later stages, sometimes when need be to serve in the army. But to give fire-arms to the people who do not know how to use them would not be a right thing and a good policy. Therefore, I am afraid I cannot support this resolution."

The Hon'ble Rai Bahadur Hari Chand :—" Your Honour,— I quite agree with my friend the Hon'ble Nawab Zulfikar Ali Khan and Sardar Sundar Singh that the police have done good services. This, of course, I speak from my personal experience. Now the question is whether arms should be given to the *thikri pahra* or not. I think there cannot be any objection if as an experiment arms are given to some of them, and then we should see if this system is properly carried out. So far I support this resolution."

[*Khan Bahadur Khwaja Yusuf Shah ; Raizada Bhagat Ram ; Mr. Parker.*]

The Hon'ble Khan Bahadur Khwaja Yusuf Shah :—"Just, Your Honour, with your permission, I might say a word. My friend the Hon'ble Mover said that the *thikri pahra* is working satisfactorily in the Amritsar District. Even there fire-arms have not been given free. There they have been only sold to selected persons under the license of a magistrate with the consultation of the Superintendent of Police. In my humble opinion to give away fire-arms free would be an unwise policy as far as I can think."

The Hon'ble Raizada Bhagat Ram :—"Your Honour,—I agree with the Hon'ble Members who have spoken at this time and I am also ready to offer my quota of praise to the work of the police during the last seven years. But, Your Honour, the history of several dacoities has disclosed a lamentable state of helplessness of the people, and it has been found that wherever any organisation, howsoever small, existed it has to a great extent checked the lawlessness and the dacoits and rioters have invariably failed in carrying their nefarious work to a successful finish.

"The institution of *thikri pahra* tends to inspire a confidence in the mind of the people and its usefulness will be greatly enhanced in checking crime, if it came generally to be known that the villagers were armed with arms.

"My Hon'ble friend cannot mean that there should be a lavish distribution of guns and revolvers to the villagers.

"The purpose will be served and effectiveness secured if approved persons who could be depended upon were given fire-arms.

"To start with such a large sum as one lakh may not be required, but in order to encourage this organisation a beginning must be made.

"The Hon'ble Mover of the resolution simply proposes a scheme which tentatively might be adopted without casting any slur upon the police."

The Hon'ble Mr. Parker :—"Your Honour,—The Hon'ble Mr. Kashi Ram has drawn a comparison between the year 1852 and the present time, but he has forgotten to mention that during the intervening period the social and commercial advance of the province has been very great and that population has very largely increased since. If 15,000 policemen were sufficient in 1852, 21,000 the number which is, I think, employed now is to say the least a very modest one. As a matter of fact I consider myself that the force is quite inadequate for the requirements of the province at the present time. And anybody who knows that a thana has probably 30 or 40 villages in its jurisdiction and has 10 men to look after those 30 or 40 villages spread over many square miles will at once admit that the task is a very great one and that the present police force is inadequate in that respect. I also consider that it is absurd to continue to pay a constable Rs. 8 or Rs. 9 a month, when you cannot get even a labourer on less than 8 or 10 annas a day for unskilled labour, and we are paying our constable at a rate at which it is impossible to draw adequate men or the best men. I know for a fact from my own personal experience that the police are finding it difficult to find recruits to fill vacancies amongst their number. I understand that this increase of pay which is to be given is being partly paid by reducing the police force. The numbers are actually being reduced under the scheme. I think I am right in saying that if that be so it is highly to be regretted. I think 3 lakhs is a very modest increase for a force of 21,000, especially if this is given to the constables. I think, Your

[*Mr. Currie ; Mr. Craik ; Lala Kashi Ram ; His Honour the President.*]

Honour, the constable should be paid very much more if you expect honest work and good work, and even my friends who criticise the police force very often will realise that better paid men will be more efficient and will not be open to corruption. At present the men are not properly paid. I am entirely against any system of irregular police in the form of *thikri pahra*, unless it is done by some system such as duplicating the chowkidari system at the expense of the people. If the *thikri pahra*, is worked in the 33,000 villages of the Punjab, we shall have a large force of armed men eventually. I am entirely against the resolution put by the Hon'ble Mover, and I suggest that no such action be taken as proposed in the resolution."

The Hon'ble Mr. Currie :—"I associate myself entirely and wholeheartedly with the Hon'ble Mr. Parker's remarks."

The Hon'ble Mr Craik : - "Your Honour,—I think it is pretty obvious from the debate to which we have just listened that the general sense of this Council is very strongly against the Hon'ble Mover's resolution. Incidentally it has been gratifying to listen to an almost universal tribute of praise for the work which has been done by the police force during the past year."

The Hon'ble Lala Kashi Ram :—"I beg to be excused for interrupting. If my remarks have been understood in any form to associate myself with any idea in any way derogatory to the police or to the way in which they are doing their duty, or if I have said anything which has led any Hon'ble Member to consider my criticism or remarks in that light, I am prepared to say that I give my quota of praise to the police so far as their work goes, but so far as that work falls short of our expectations and so far as that work has failed to achieve some of the chief objects in certain respects and has failed to check the dacoities, it is only then that I ask Government to consider some measures to supplement the powers of the police so that that work should be well done in future."

His Honour the President :—"The Hon'ble Member in his closing remarks can dwell on this aspect of the case."

The Hon'ble Lala Kashi Ram :—"I meant I should not be misunderstood."

His Honour the President :—"I do not think the Hon'ble Member is misunderstood."

The Hon'ble Mr. Craik :—"I quite appreciate the Hon'ble Member's position in the matter. At the same time I am justified in pointing out that his attitude is inconsistent. He contends that the police work is not efficient and yet he wants to reduce the cost of the police and keep their pay at the present rate which is now very low, and which as I have explained yesterday is not sufficient to attract recruits at the present juncture. I was particularly impressed by the mention in the debate by Sardar Gajjan Singh of Ludhiana. I suppose there is not a single Member in this Council who has a more intimate knowledge of the working of the police from what I might call the criminal's point of view. The Hon'ble Member is a leader of the local bar, has represented the accused in several, practically every sessions case, for a great many years and has represented very ably, and has fought a great many stout fights

[*Mr. Crail.*]

with the police. It is therefore peculiarly gratifying to hear from him a tribute to the excellent work which the police are doing in the suppression of crime. I think most of the points raised by the Hon'ble Mover in his speech have been already fully met by the speeches of the Hon'ble Members who spoke subsequently on the subject. But I should like to add a word or two about the Hon'ble Mover's comparison with the conditions of 1852. That comparison strikes me as particularly fallacious, not only has population and crime enormously increased since then, but it must be remembered that prices have probably more than trebled since that date and the wages have gone up I should say even more than three times. Then the Hon'ble Mover asks the question is the police force three times as efficient as it was in 1852? Well, I don't know whether there is anybody here who was born in 1852. But there are very few present here who will not agree with me that in the various parts of the Punjab the efficiency of the police has very largely increased, and I have no hesitation in saying that the police is at present a very reliable force, very much more efficient than it was 20 or 30 years ago.

"The Hon'ble Mover has complained that the police were lacking in what he calls 'human element.' I confess I am not quite clear what the phrase means in this connection, but I understand that it is the factor of remaining in touch with the people themselves. I remember at Delhi some years ago there was a very celebrated Kotwal, who, I think the Hon'ble Members will admit possessed that 'human element.' He was closely in touch with the criminals of his city and his methods distinctly displayed what might be called the human element. They were somewhat rough and ready and yet crime and the criminals of that city lived in a wholesome state of apprehension. At the same time I do not think I ever remember a police officer who was more subject to abuse and calumny than that Kotwal. But he survived it and ended his days in honour and general respect. But while he was on duty he was continually being prosecuted on charges of corruption and similar breaches of the law.

"With regard to what the Hon'ble Member said about the necessity for enforcing the idea of communal responsibility for the suppression of crime. He is in a very serious misapprehension in regard to this. Government completely agrees with the Hon'ble Member that it is desirable to associate the people in the suppression of crime, and it has done a great deal already to bring this about. At the same time it must be remembered that communal responsibility for the prevention of crime almost necessarily connotes communal responsibility for breaches of the law. If we are to make the people responsible for the prevention of crime, I think we are also entitled to make the communities responsible for the breaches of the law.

"In regard to the financial aspect of this resolution, I need hardly say perhaps that Government cannot accept it. As I explained yesterday the extra provision which the Hon'ble Member proposes to reduce by a sum of one lakh, is to be devoted entirely towards increasing the pay of the rank and file of the force and to bring it more into accord with the increased cost of life. If we reduce that provision we run the very serious danger of impairing the efficiency of the force. I think I told the Council yesterday that the recent figures for recruitment displayed a somewhat serious state of affairs. In addition to that the men who join the police force are at present inclined to stay in it only for a year or two or at the utmost three years. So they have no opportunity of rendering themselves fully efficient. Then as regards the purpose to which the Hon'ble Member proposes to devote the sum of one lakh of rupees. From the wording of his resolution he appears to think that the

[*Mr. Oraik ; Rai Bahadur Ram Saran Das.*]

thikri pahra system is a system in which fire arms are distributed to the villagers. That I may explain is not correct. In the ordinary circumstances and in normal times Government is very strongly of opinion that it is best to meet and cope with organised crime with the assistance of an organised and disciplined force under responsible leaders. At the same time Government quite acknowledges that exceptional circumstances demand exceptional remedies and I would briefly explain to the Hon'ble Members what has been done in that respect. In the Council meeting a year ago Mr. Thompson in answer to the Hon'ble Rai Bahadur Hari Chand told the Council that Government has recently directed the free issue of arms licenses in the Lahore and Jullundur Divisions which were at that time in a somewhat disturbed state owing to the activities of the returned emigrants. I regret that I have not the precise information, but I understand the number of licenses in both these divisions have largely increased in consequence of these orders. At the same time Government seriously considered the possibility of distributing fire-arms, but unfortunately the scheme to give effect to that came to nothing for reasons quite beyond the control of this Government. The Hon'ble Members will have perhaps understood that at the present time the demand for fire-arms has very largely exceeded the supply. That applies not only to Europe and other spheres of war, but also to India, and we found it impossible to get fire-arms in anything like adequate quantities to distribute to these men. There were, however, a considerable number of service weapons and Martini-Henris, and those Government directed should be distributed to selected persons, such as Zaildars, reliable headmen and retired officers of the Indian Army, and I understand that a good deal has been done since. In the western Punjab and in the frontier districts, Jhang, Muzaffargarh and Multan, where there had been serious outbreak of dacoity during the year, similar action was taken, and attention was called to this by His Honour the Lieutenant-Governor in his recent tour in that part of the province. I find that in April last year a question was asked in this Council, I think it was by the Hon'ble Mover himself regarding the number of licenses distributed in these three districts, and the answer showed that up to the end of April last year there were over 300 licenses for fire-arms which had been distributed since the outbreak of lawlessness. I have no doubt they have very largely increased since then. I trust that the information which I have given to the Hon'ble mover will convince him that Government is not apathetic in the matter of associating the people with it in the suppression of crime, and that they have in those parts of the Province, where exceptional measures were called for, taken adequate steps to give the people themselves an opportunity of resisting armed and organised crime by armed force. If the Hon'ble Member thinks that Government is apathetic or unsympathetic in this matter, I can assure him that he is mistaken. Government has already done what I have explained, and they are always glad to do anything that lies in their power to assist the people to co-operate with the armed forces of order in the suppression of crime."

The Hon'ble Rai Bahadur Ram Saran Das :—"Your Honour, for the maintenance of peace and for the check of serious crime additional police are very badly needed. The recent political dacoities in this province have proved that owing to the paucity of the police dacoities and disorder could not be immediately checked. We have been urging and beseeching Government for protection against dacoities, and it would now be inconsistent on our part to oppose the increase in the police force. Under these circumstances I oppose this part of the resolution. But at the same time I beg to recommend that *Thikri Pahra* should be encouraged as much as possible."

[*Lala Kashi Ram.*]

The Hon'ble Lala Kashi Ram :—" Your Honour, from the remarks which have fallen from the Hon'ble Members who have chosen to oppose me on this resolution it appears that they attribute to me something which I never said before this Council. They seem to think that I am here to discredit the police. I have tried my best in the opening speech I have made, and also by asking Your Honour's permission to interrupt one or two speakers to make myself clear on the point. I again take this opportunity to submit that no such misunderstanding should occur. On the other hand, I am anxious that the Hon'ble Members should clearly understand that my speech at this time is not to weigh the merits and demerits of the police and the police administration as a whole, but to ask the Government to consider the desirability of making use of an element of police protection that existed in the village communities of old and remnants of which are still there. It is that and the utilisation of that element that I am advocating. If in those circumstances I have assumed that a certain description of crime has increased and is increasing, I submit that I may be pardoned if I say that the constitution of the police, as I have said, divorced from all assistance from village communities, has failed. It is only in that limited respect that I have tried to explain what I mean. I hope there will be no further misunderstanding on the point. As regards the attitude of the Hon'ble Members, I take the Hon'ble Khwaja Yusuf Shah in fact as supporting me when he says that in the district of Amritsar not only has the trial of *Thikri Pahra* proved successful, but that it is a very useful system. He has also admitted that in the trial of that system the giving of fire-arms was considered necessary, although he has submitted that the arms were not distributed free. I have not asked that the arms should be given free. I have stated in my original resolution that the arms should be given with such restrictions as the Deputy Commissioner may choose necessary to impose. I am not going to deal with the details as to how the system is to work if the principle is acknowledged. It would, of course, I know, be worked with all the safeguards that ought to be taken and which the experience and intelligence and administrative skill of our District Officers and the heads of the administration might think necessary. All these details must be left to the administration. All that I want to say is that the natural element of power for the purpose of preventing dacoities from which we are now suffering is there for the purpose of being utilised, and we ask the Government to utilise it. I have also tried to make myself clear that I do not impute to Government that they are not desirous of and are not utilising the association of the people in helping the administration. On the other hand, I know that wherever Your Honour has gone, Your Honour has in your public and private declarations, in your acts of rewards and other similar acts, been inviting that co-operation from time to time. The question is whether the attitude of Government should not be translated into some systematic effort, and I pray that assistance should be given in such a manner that it should not be possible to withdraw that effort unless it is found to be mischievous or as a matter of fact it is found not to answer its purpose. But if it is found to answer its purpose, I am sure Your Honour's Government will agree with me that it is necessary to put it on some systematic basis. On the other hand, I have also quoted Your Honour's Government's resolution upon *Thikri Pahra* itself, and I appreciate the terms of that resolution, and as a matter of fact I am encouraged in bringing forward this resolution by the knowledge of the sympathetic attitude of the Government towards this question. All that I want is to take an opportunity of impressing upon the Government the lines upon which I think it should be done. Your Honour's Government has probably considered that some legislation would be necessary on that point, and Your Honour has invited proposals in that resolution for the consideration of Government if I have understood the resolution aright, and it is in that spirit that I am approaching Your

[*Lala Kashi Ram ; His Honour the President.*]

Honour, and have placed before Your Honour my views that no rules and laws should be introduced for the purpose of dividing the responsibility of these village communities, and as a matter of fact what I am anxious to impress upon Government is that so far from making any attempt to divide responsibility the responsibility should be on the village community and the headmen assisted by all the leaders, and that only in those village communities in which the Deputy Commissioner knows that those powers and responsibilities are not likely to be abused. I am not for the wholesale introduction of the system. I want that it should be introduced only in certain important villages with the necessary restrictions and qualifications.

"As regards the remarks which have fallen from the Hon'ble Mr. Parker I submit that he also has in a manner supported the resolution when he says that the police is inadequate. It is exactly what I have said. Because the police is inadequate and because the numbers of police cannot be augmented to such an extent as to allow a sufficient force to be located in every village which is liable to be visited by the dacoits, I submit that it would be a desirable thing to supplement the efforts of the police by the introduction of this system. We want to utilise the agency of the villagers themselves that they should be in a manner enrolled as honorary police. That is what I mean. Your Honour will, I hope, make proper allowance for the imperfection of language of those who have not the same command as the Hon'ble Members whose mother tongue it is. I hope I was not very wrong in making use of the expression 'human element' because I could not get hold of a better expression. I have tried my best to show what that human element is. There are certain factors of human nature which induce a man to risk his life for the purpose of common good, when that part of the human character is properly made use of, and I have tried to explain how that element could be found in a village community which is not found in a police officer. What I was trying to impress upon Government is that the police as a whole is wanting or has not made use of that element. Of course if Your Honour can think of a better word or if the Hon'ble Members could suggest a better word, I will be very glad to adopt it. So far as regards the attitude of the Hon'ble Members towards this resolution, only the Hon'ble Mr. Bhagat Ram has understood me aright, and I thank him for the remarks which he has made, and perhaps he has tried to explain my position somewhat better. But in so far as the objection relating to the present low scale of salaries is concerned I submit I am right in placing before Your Honour that everywhere there is a demand for economy, especially since the War has commenced. There is that demand in England. I am told the public servants, schoolmasters, Inspectors, and of course I cannot enumerate all the kinds of officials, have allowed their salaries to be reduced. Is this the time when here we should go on increasing salaries? I submit the increase in salaries is unnecessary, but I want to be clearly understood that I do not advocate one system of retrenchment or another, and I am not very positive and particular as to the one lakh of rupees being given for this system. I submit that any sum that Government considers sufficient might be allotted for this purpose. I am prepared to accept any sum that Government may consider necessary for making a beginning to give a proper trial to this scheme. All that I am anxious for is that a proper and systematic effort should be initiated. With these remarks I leave this for Your Honour's consideration."

His Honour the President.—"Gentlemen, the debate which we have just listened to has been most instructive and the opinions expressed have been most encouraging. As showing that all sections are ready to assist

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Government in the very necessary task of checking lawlessness and crime. The debate has also been instructive in this sense that we have had an almost general recognition that the police force in recent years has shown an increased capacity for discharging its duties for the protection of the public, and there is also a general recognition that the pay of the police force in its lower grades at present is inadequate. It is very desirable if we are to retain an efficient police force that we should increase the pay of these grades. The general discussion on the resolution has to a certain extent, if I may say so, been confused by the fact that the resolution embodies two distinct propositions. In so far as the Hon'ble Member and his supporters have recognised the value of *Thikri Pahra* and its assistance to the police and to the administration, to that extent the resolution has the whole-hearted support of Government, but in so far as the Hon'ble Member proposes that the extended use of the *Thikri Pahra* should be made by reduction of the sum which it is proposed to devote to the improvement of the pay of the police, to that extent the Hon'ble Member must recognise that his proposition has met with little support. I am entirely at one with the Hon'ble Member that the success of the police in coping with crime can never be complete until the people are associated with them. I think I am also right in saying that in recent years the police are devoting themselves more and more to securing that co-operation. We have from day to day notable instances of the extent to which the people themselves are ready to risk their lives and property in resisting the gangs of dacoits. As the Hon'ble Member has pointed out Government is only too glad to encourage this by rewards and approbation, but I agree with the Hon'ble Member that we have not attained finality in this respect, and that every measure by which we can secure an increased degree of co-operation from the people will be welcome. Therefore in so far as the Hon'ble Member proposes that the *Thikri Pahra* system should be extended and should be used as a means of supplementing police effort, I think not only Government but all members who have spoken on the subject are at one with the Hon'ble Member that we should support that idea. The Hon'ble Member maintains that the most effective method of encouraging *Thikri Pahra* would be the judicious distribution of arms with necessary safeguards to those who are entrusted with the *Thikri Pahra* system. Well, that is a matter which, as has been pointed out, has received and is receiving special attention from Government. There is no doubt that the villagers would be encouraged to resist gangs of dacoits if they were possessed of weapons and if there were people in the villages who were prepared to use those weapons. Here a danger arises, a danger which has actually been referred to by the Hon'ble Sardar Sundar Singh. We are all aware that during the campaign of lawlessness in the Punjab last year the chief object of the lawless population, anarchists and others, was to secure the possession of arms. We know that the great Perozesahar murders which occurred in the Perozepore District, near the home of the Hon'ble Mover, took place because the gang was interrupted when on its way to the Moga Tahsil to loot the police station for firearms. We know also that in the Manawala case where certain members of His Majesty's forces were murdered the object of the anarchists was to secure arms. They realised that once they were in possession of a large supply of arms, they would be able to cope effectively with the Police and the people who joined the Police to resist them, and their efforts were mainly unsuccessful for two reasons. firstly, that they did not succeed in securing the arms necessary to accomplish their purpose and, in the second place, because the people in Perozesahar and in Manawala and the surrounding villages turned out and vigorously resisted them, pursued them and were successful in arresting and bringing them to justice. These I consider to be a notable instances out of many which show that the Hon'ble Mover has gone too far in saying

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that at the present time the people are paralysed and are not encouraged to support the administration. In these two instances, the people themselves took the initiative in turning out and in supporting the forces of law and order. But to turn to my subject. We have to recognise these difficulties in the distribution of arms. We are willing to distribute arms, as has been pointed out by the Hon'ble Mr. Craik, where the necessity for them is established and where the people are found ready and able to use them. But we have to remember that if we do not exercise a very judicious distribution of arms, the possession of arms may merely provoke the dacoits and others in order to secure the arms. In the neighbouring Province of North-West Frontier we see daily instances where gangs of dacoits from across the border attack the Police or the villagers simply to secure fire-arms. Therefore we have to be careful that arms are only supplied in those places where we know the people will use them and where they are not likely to fall into the hands of the dacoits. As the Hon'ble Mr. Craik has pointed out, Government during the last year has again and again directed the attention of local officers to the necessity of distributing arms and encouraging the people to purchase arms in disturbed areas, and this has been done on a large scale in the Jullundur and Lahore Divisions and also in Muzaffargarh, Jhang and Dera Ghazi Khan. I may point out that the other day when I was in Isa Khel, which owing to its close contiguity to the border was frequently looted, I found that the local people were anxious to obtain arms and the arms were given to them by Government. They had employed Chaudkidars and retired soldiers for their protection against dacoities. I think the Hon'ble Member will recognise that Government is most anxious to encourage the system of *Thikri Pahra* and in so doing is willing to grant the arms at its disposal or to encourage their purchase, as has been shown to be the case in Amritsar, to enable the people more effectively to repulse the attacks of the dacoits.

"As to the second part of the Hon'ble Member's motion *viz.*, that the expenditure under the head Police be reduced by one lakh or such adequate sum as might be fixed by Government, and that the said amount be utilised for the distribution of fire-arms in selected areas for the use of *Thikri Pahra*, the Government must oppose it. I think that the general feeling in this Council is that the question of adequately remunerating the Police is a separate matter and an urgent matter, and that the present is not the time to whittle away the provision which has been made for this essential object. The extra provision made in the budget, as has been pointed out, is for the increase in the pay of the rank and file and not of the higher ranks, not in the gazetted ranks, not even for the Sub-Inspectors. Part of that increase has been met, though the Hon'ble Mr. Parker seems to think that we are unwise in doing so, by a reduction of the Police in quieter districts where crime has not shown signs of increase, and this reduction I may say makes it more necessary to pursue the policy which we are endeavouring to carry through by associating the people with the Government in the prevention and repression of crime. What I suggest therefore is that the Hon'ble Member should amend his resolution to this effect that this Council recommends the extended use of the *Thikri Pahra* system in co-operation with the district officers and the Police in the prevention of dacoities and omit the portion relating to the suggestion to cut down the estimates. If the Hon'ble Member will accept this amendment to his resolution, Government will be pleased to accept it, otherwise Government must oppose any proposal for the reduction of the provision made for the very necessary increase in the pay of the police."

[*Lala Kashi Ram.*]

The Hon'ble Lala Kashi Ram.—"Your Honour, I understood from the remarks which Your Honour has made that Your Honour is in favour of the limited use of arms in the system of *Thikri Pahra*. What I want to impress is that in the places and villages which are open to the visitation of armed gangs of dacoits you cannot make the *Thikri Pahra* effective unless you give them arms. I am prepared to amend my resolution to this extent that it should read—

"That this Council recommends the distribution of firearms in selected areas and the extended use of the *Thikri Pahra* system in co-operation with the district officers and the Police in the prevention of dacoities'."

The motion was put and agreed to.

RESOLUTION RECOMMENDING AN INCREASE IN THE NUMBER OF PRIMARY SCHOOLS BY REDUCTION IN COST OF DIRECTION AND INSPECTION.

The Hon'ble Lala Kashi Ram.—"The resolution which I have the honour to propose runs as follows:—

"That this Council recommends to Government that the estimates of expenditure under 22—Education—Direction and Inspection—be reduced by Rs. 50,000 and the amount so saved be allotted to the starting of one hundred more new Primary schools in the ensuing year wherever people undertake to provide building accommodation free of cost or in hired buildings.

"Your Honour I take this opportunity of pointing out that there are two omissions in the printed copy. I hope it will be admitted that the two corrections that I have made are merely verbal, and I may be allowed to discuss the resolution as I have now read it. That is to say, the word 'direction' after education was omitted and the word 'more' before Primary schools was omitted. I hope I am not altering the resolution to any material extent, and I would be permitted to go on with what I have read.

"I find from the explanatory memorandum under head 22—Education that the Hon'ble Finance Member has provided a sum of Rs. 25,000 for 125 more Primary schools during the next year. While thanking Government for the provision of this amount I beg leave to show that the number of new schools provided for is not by any means adequate to meet the felt needs of this province in regard to primary education. I mean to say that the supply of new schools should bear a reasonable proportion to the crying demand of the people therefor.

"In my Budget speech on the 22nd of April last I called the attention of the Government to the small proportion of the expenditure from provincial funds on primary education. From the reply given yesterday to my question on the subject I find that the figures are exactly as I quoted.

"The explanation and annotation do not alter the position materially. The rate of progress is proportionate to the amount allotted for the opening of new schools, I mean new primary schools. If this fact is recognised there is not much difficulty in shewing that public funds should more and more be devoted to meet recurring charges on maintenance rather than on building and equipments. I do not mean to say that grants specially earmarked for

[Lala Kashi Ram.]

expenditure of a non-recurring character could be spent on schemes of expansion requiring increased recurring expenditure. What I mean is that Government should kindly consider whether it is financially sound and whether it is just to the tax-payer that the surplus revenue in a year of prosperity should be spent on luxuries like palatial buildings and flawless equipments when the vast majority of our boys and girls of the school-going age go without the necessaries for intellectual training. It is not clear from the reply vouchsafed yesterday what portion of the increased expenditure of 2½ lakhs has been spent on primary education. I do not wish to raise a controversy to-day as regards the statistical value of a division in expenditure under Collegiate High School and primary education, whatever the actual increase per annum on primary education be.

"A sum of Rs. 2½ lakhs or even 3 lakhs distributed over colleges, high and middle schools, and over the primary schools will practically be intangible for any definite advance towards mass education. As a matter of fact I find from the official narrative, page 16, of the Progress of Education published last week by the Government of India that the rate of progress is the slowest in the Punjab. During 1915 the increase in the number of pupils in the primary schools of the Major provinces is as follows:—

Madras	...	...	...	55,328
Bengal	...	...	...	18,778
United Provinces	...	...	...	10,351
Punjab	...	...	...	8,006
Burma	...	...	...	20,567
Assam	...	...	...	13,684
N-W. F. Province	...	...	...	3,342

Our boast has been—thanks to the efforts of the several denominational schools and colleges and the public spirit of the Punjabis, Hindus, Muhammadans and Sikhs—our boast hitherto has been that we are ahead of the United Provinces in point of education. But judging from the above figures and the strenuous efforts now put forth by the Government and the people across the Jumna, it appears that it will not be long before our Hindustani brethren will outstrip us in the educational race. Even Assam, backward Assam, is stealing a march over us in this respect. I am not aware whether the Punjab Government has prepared any scheme of expansion in respect of primary education. But I submit the rate of progress suggested by an increase of 8,000 pupils per annum only makes our unprogressiveness all the more glaring. We have nearly 3 million boys and girls of the school-going age who have not been brought under the influence of education. At the rate of 8 or even 10 thousand more pupils a year, it will take 100 years to pass one million not to say 3 million children through our primary schools. The need for quickening the pace of progress is thus obvious. More funds are necessary for the purpose and must be found.

The increased Provincial funds allotted for education are at present largely expended on direction and inspection, and consequently little money is left for starting more schools, primary or secondary. In recent years the Government has sanctioned a new post of Assistant Director of Public Instruction costing, I believe, upwards of 6,000 rupees, exclusive of travelling allowances and hill journey allowances and contingent expenditure. If the need of

[Lala Kashi Ram.]

this officer was not felt this year, surely we can get on without him for some years to come. The cost of Inspectors of Schools has, I believe, increased by several thousands, and I here speak subject to correction. The number of Inspectresses of Girls' Schools has been increased from 2 to 6 and the cost swelled by several hundreds of rupees, although the number of girls' schools has not certainly been increased in anything like the same proportion. From a scrutiny of the Civil List I gather that the number of Inspectors was in 1915-16 increased from 6 to 11 or 12. This is hardly the occasion for me to raise a debate on the wisdom of the policy of appointing 2 senior Inspectors in one division, one Indian and one European, but the fact remains that the Directorate and Inspectorate have become practically top-heavy owing to the multiplicity of these appointments to the detriment of the progress of primary education.

"Now, Your Honour, I beg to submit that this is hardly the time to multiply these highly paid posts and starve primary and secondary education. It seems to me that a better way of economising expenditure is to cut down expenditure on direction and inspection and devote the amount thus saved for the starting of more schools, and by that means quicken the rate of progress. I do not mean to propose any very revolutionary scheme in this respect. It is not a very great thing to save Rs. 50,000 out of the total grant of more than 4 lakhs of rupees which the Hon'ble Finance Member makes in the estimates for the ensuing year.

"Before I sit down a word or two is necessary for explaining why I consider that we can do without spending large sums of money on buildings. The village boys and girls who spend most of their time in the open air do not care for heat or cold, and are on more friendly terms with the elements than we the town-bred folk. They live with their parents in the poorest and ill-ventilated houses, and they do not seem to suffer in health at all. There is thus no need to spend available funds on costly school buildings. In most cases the villagers will be ready to find suitable accommodation for a school free of cost as they are successfully doing in far-off Travancore, but failing that it would not be difficult to hire a decent building in a village and carry on the school there. Our Pandhas carry on their teaching work on the bare ground under a Pipal tree, and I cannot understand why our Department of Education cannot do that at least so far as the purpose of extending primary education is concerned. During the last three years we were working under the commands of His Majesty the King Emperor, and we have, I understand, made substantial progress out of the sum granted by His Majesty at the Delhi Durbar for the extension of primary education. What I want is that this Council should consider the desirability of impressing upon Government the necessity of quickening the pace of progress of elementary education. The provision of 125 new schools which has been made this year, I submit, compares unfavourably with the figures given by my Hon'ble friend for the preceding three years, viz., 1,400 new schools. I do not understand why this number, about 500 per year, has been cut down to 125 for the next year. I submit that the expenditure can be reduced if we reduce these highly paid posts in number, and that I submit appears to have been recognised. An article in *The Times* of London on Education has suggested this principle, and it is understood it has been well received by the School Board in England. You must increase the standard rate of progress in primary education and reduce the cost of direction and inspection. With these remarks I commend the resolution to the consideration of the Hon'ble Members. There is one more remark that I should like to make before sitting down. I have taken Rs. 50,000 for the opening 100 new schools, whereas I find that the Government have calculated Rs. 200 per school. My calculation was taken at Rs. 500 per school. Of course I am not acquainted with the details by which the Finance Member has worked out his figure, but I understand that he has put down the figure 200 on

[*Khan Bahadur Khwaja Yusa Shah ; Rai Bahadur Ram Saran Das.*]

account of the fact that he was giving that as a grant to local bodies for the purpose of starting new primary schools, and probably it is on this account that he expects that these will be supplemented from the revenues of the local bodies. Although I have put my estimate at Rs. 50,000 for 100 new schools, the resolution asks Government only to add 225 new schools during the year instead of 125 only as proposed by the Hon'ble Finance Member. With these remarks I commend the resolution to the favourable consideration of the Council."

The Hon'ble Khan Bahadur Khwaja Yusuf Shah :—"Your Honour,—I regret I have to oppose my Hon'ble friend again. Your Honour, I am also in favour of the extension of elementary education, but at the same time I am strongly of opinion that if Government is approached on the subject, there are three deciding factors which should be seen to first. In the first place we should see whether funds are available over and above what is actually needed for running existing institutions without impairing their efficiency in any way ; the second point is that these schools should be opened in those localities where people have evinced a general desire for them. And the third is, last but not the least, whether the department is in a position to spare the services of efficient and able teachers to work in these schools. In the absence of inspectors, I consider that to make any attempt in this direction would be futile and would serve no good purpose. My friend, the Hon'ble Lala Kashi Ram, wants to take away Rs. 50,000 from the funds under the heads Direction and Inspection and apply the same to opening new schools, which he puts down at 100. This will certainly interfere with the efficiency of the existing institutions. I regret therefore that I cannot support this resolution."

The Hon'ble Rai Bahadur Ram Saran Das :—"Your Honour,—The resolution which has just been moved by the Hon'ble Lala Kashi Ram, recommending the curtailment of Rs. 50,000 from the budget estimates for inspection of schools and praying that the sum be utilised for the establishment of one hundred new primary schools stands on a slightly different footing from the other resolutions with regard to the budget that have been moved in this Council yesterday and to-day. This resolution does not benefit one department at the expense of another ; what it urges is this that the question of furthering primary education should be given preference over the proposal or increasing the inspectorial staff. This is a principle which I feel sure no fair-minded person can gainsay.

"Your Honour, it has been the declared policy of the Punjab Government to give primary instruction preference over every other question connected with the Department of Education. Sir Louis Dane repeatedly gave expression to such sentiments. It is, however, painful to find that of late primary education is not receiving that amount of attention at the hands of the Punjab Education Department which the importance of the question would demand. It would appear from the narrative of the progress of education in India just issued by the Imperial Government that during 1915, the Punjab, of all major provinces of India, showed the lowest increase in the number of pupils receiving instruction in the primary schools of the province. Our provincial increase is only one-seventh of that made by Madras in the same year. This is a regrettable sign and I would request my esteemed friend the Hon'ble Mr. Godley to be so good as to take early and effective steps to remove this reproach. The number of pupils of the school-going age in the Punjab is about thirty lakhs, while our annual rate of progress in expansion of education is 8,000 only. This rate of increase is, I am afraid, much less than the number of children born every year. In this way it will be quite clear to Hon'ble Members that the majority of children in the Punjab will have to go without any instruction whatever year after year. In

[*Rai Bahadur Ram Saran Das ; Mr. Godley ; Lala Kashi Ram.*]

this connection, I may add that education per scholar in the Punjab is already, as I pointed out in my budget speech two years ago, more costly as compared with other provinces. From the educational statements laid on the table by the Government of India in the Imperial Legislative Council on 9th March 1914, it appeared that while the provinces of Madras, Bengal, Burma and the Central Provinces and the Frontier Province spent per scholar on an average 10 to 11 rupees per annum, Bombay and the United Provinces spent 14 to 15 rupees, and the Punjab 18 to 20 rupees. For this reason, since large funds cannot be made available for education, the result is that the benefit of education remains confined to a narrow circle. The Hon'ble Member in charge of education two years ago admitted that the cost of education in the Punjab was higher. He also admitted that in this province we spent more freely on staff and equipment. We were told this higher expenditure is not a cause for criticism or complaint. Your Honour, our province is far from being the richest province in India, and I beg to submit we cannot afford to spend freely on inspection, staff and equipment. Our first aim should be to extend educational benefits as widely as possible. If other provinces which are considered to be ahead of us in culture, advancement and progress, spend less on equipment, etc., there is no reason why this province which in many respects is still regarded as a backward province, should be so lavish in this respect. The motion of the Hon'ble Lala Kashi Ram is very reasonable, though I personally am of opinion that Rs. 50,000 is much too large a sum for opening 100 more primary schools. The Finance Member budgets Rs. 25,000 for opening 125 new schools, calculating at the same rate Rs. 20,000 I hope would be quite sufficient for the purpose. I hope the Hon'ble Mover will not press for a reduction of Rs. 50,000 and nothing less. If the Hon'ble Member in charge of the Education Department makes a reduction or say Rs. 20,000, this motion would not have gone in vain. It may perhaps be urged that very few places would undertake to provide building accommodation free of cost or in hired buildings. That may possibly be true. But I think it would be well if Government made a provision in the budget as prayed for in this resolution. Such a provision would surely act as an incentive and should the people, however, fail to avail of it, the Government would be at liberty to resume the allotted sum after the close of the year. Lastly, it may be urged that there is a dearth of teachers. I don't think such will be the case. Even if it were, money diverted would remain unspent and may be resumed at the close of the year as pointed out above. With these remarks I cordially support the principle of the resolution."

The Hon'ble Mr. Godley :—"Your Honour,—The Hon'ble Mover of this resolution has dealt with a large number of subjects in connection with education. By adding the word 'direction,' he has changed the form of the resolution, and if the word is inserted in this way another head has come in, and this may alter the whole discussion of the question. I need hardly add that I could not go into such matters here as the relative importance of inspection, buildings and so forth. I gave the Hon'ble Member some of the figures yesterday and some of the information which he required, and he appears to think that that information is questionable. That information and the figures were supplied from the provincial reports.

The Hon'ble Lala Kashi Ram :—"I did not mean that the figures given by the Hon'ble Member were wrong. I did not mean that they were wrong I said that they were reconcilable."

The Hon'ble Mr. Godley :—"The resolution as it stands is that the estimates of expenditure under Education and Inspection be reduced by Rs. 50,000 and the amount so saved be allotted to the starting of one hundred more new primary schools in the ensuing year. To this resolution a word has been added since, 'direction.' I am in entire agreement with the Hon'ble Member in that

[Mr. Godley ; Lala Kashi Ram ; His Honour the President.]

part of the resolution in which he desires that the number of primary schools should be increased and that more money should be devoted for this purpose from whatever source it is possible to give it. But when he comes to rob Peter to pay Paul, he takes away from the very necessary head 'inspection' to increase the number of primary schools, and there I am entirely unable to follow him. I quite admit that the rate of progress should be quickened, but at the same time I would like the Hon'ble Member to consider that the rate of progress at nearly 500 primary schools in the last three years is perhaps not so bad, at any rate it is a great advance on anything previous. I would also like to invite attention to the fact that in quoting figures he quoted one after another to show the figures of attendance of last year. He does not say whether these figures of attendance are in the case of boys. He says that this represents the annual progress. But they are the figures for one year. You must take a number of years. The figures for the last three years would be 20,000 and not 8,000. The Hon'ble Member has endeavoured to take the year 1915, but I take three years. One year may be exceptional, there may be famine and other similar reasons. On the other hand we cannot expect a uniform rate. I regret I have not seen the Government of India figures. My figures were taken from our own reports. The Hon'ble Member wants to demonstrate on the basis of these figures that the rate of progress in the Punjab is slower than that of other provinces. I think he said that the number of additional pupils last year in the United Provinces was 10,000 while in the Punjab it is only 8,000. If this is the case, it is rather a curious argument on which to found the statement that the rate of progress was slower in the Punjab. The Hon'ble Member might have considered the difference in population before saying 8,000 in the Punjab is less than 10,000 in the United Provinces, and similarly throughout. However I do not propose as I said before to take up the time of the Council with any dissertation on figures. We all agree that the rate of progress in the case of primary education needs stimulating by every possible means. The only question here is whether the particular method proposed by the Hon'ble Member is possible. He proposes to take away Rs. 50,000 from the head 'inspection' apparently under the impression that a sum in excess of requirements has been provided under that head. I can assure the Hon'ble Member that he is mistaken on that point. What exactly was done is this that in preparing the budget for the year 1915-16 an additional provision was made for the increase of certain inspecting officers, the appointment of whom had been sanctioned under the scheme to which the sanction of the Secretary of State has been received. However, owing to the present financial conditions it was found impossible to carry that scheme out in its entirety. In fact only one additional inspector has been employed. A similar provision was made in the budget for the ensuing year, and this addition has also been curtailed by Rs. 30,000 and the existing provision is just sufficient to pay the salaries, etc., of the existing staff. Therefore, if the Council were to accept this resolution, it would mean that Government would be asked to dispense with the services at short notice of a large number of very deserving officers for no adequate reason. This would, of course, be a breach of faith to which Government would not possibly consent. Here I may—perhaps I am taking too much time—briefly refer to the constitution of the existing staff. First of all there is the district inspecting staff."

The Hon'ble Lala Kashi Ram :—"With Your Honour's permission I would say, will the Hon'ble Member suggest whether there is any other head from which the sum could be taken."

His Honour the President :—"That does not arise from the resolution. The resolution commends the consideration of a particular head, and it is for the Hon'ble Member to deal with that head."

[Mr. Godley.]

The Hon'ble Mr. Godley :—“ I merely deal with this part of the proposals that the amount provided under the head ‘ inspection ’ be reduced by Rs. 50,000. The existing staff is composed of district inspecting branch—one District Inspector in each district and altogether there is a staff of 25 District Inspectors and 52 Assistants. They are of course responsible for the promotion of primary education, etc. The number of primary schools in the last year in 1914-15 was about 5,400 primary schools for boys ; 60 schools are sufficient to warrant the appointment of one Inspecting Officer. According to that calculation in the Punjab we should have 90 District Inspecting Officers, whereas we have 80. The second branch is called the Divisional Inspectors. The Divisional Inspector is for each Division with Assistants. This branch I ought to explain is not sufficient to cope with the increased number of schools, especially secondary schools, and now there are 400 secondary schools in the province. The Divisional Inspectors have the greatest difficulty in accomplishing the task assigned to them, and it has been recognised for many years past that some relief should be afforded and the sanction of the Secretary of State has already been accorded to the appointment of additional inspectors. At present under that scheme one additional inspector has been employed, but there is a great need for the appointment of others. However in the budget for the ensuing year no such provision has been made, and as I have already explained the proposal of the Hon'ble Member would amount to asking for the discharge of certain officers already employed. Now I understand from the Hon'ble Member's remarks that he considers that the expenditure on the inspecting staff and on direction generally is excessive. I think he made the remark that the department was overloaded at the top. I do not think that the Hon'ble Member is aware that there is no country in the world where an organised system of primary education exists where it is not also recognised that such system cannot be carried on efficiently without competent supervising staff. In England and Wales, for instance, a sum of nearly half a million is expended on administration and inspection. However I do not propose to quote such figures which are irrelevant. I should like to mention the amounts which are spent in other provinces. Our figure is I think something over Rs. 3,30,000, in Burma the amount spent on education in 1914-15 is just short of Rs. 5,45,000, in Bihar and Orissa it just exceeds 5 lakhs, in the United Provinces it is Rs. 4,41,000, in Bombay it is Rs. 6,13,614, in Bengal the last figures of 1913-14 were 7½ lakhs and in Madras it was Rs. 8,35,000. Compared with these figures the Hon'ble Member will admit that our Punjab does not err on the side of excessive expenditure. *Prima facie* there is no force in the argument that we in this province have run up expenditure under this head to an unwieldy figure. The question as regards inspectors is not merely a financial one at all. Whatever proportion the amount spent bears to the total, the total sum is not the most important feature of the question. The inspectors are not merely financial agents. They are not to be compared to the managers or supervisors of commercial firms. They are entrusted with various functions such as advising, supervising and not merely controlling the educational system in the province. That question was raised in this Council in the year 1913, when the Hon'ble Mr. Shadi Lal asked : ‘ In view of the facts that the inspecting staff of the Education Department are inadequate to supervise efficiently the large number of schools under their supervision, and that their work is rapidly increasing with the extension of education, will the Government consider the desirability of making an addition to the number of the inspecting staff.’ The reply was ‘ the matter has engaged the attention of Government for some time, and provision has been made in the budget for the appointment of 12 additional Assistant District Inspectors of Schools.’ But Mr. Shadi Lal was not satisfied, and in the ensuing April 1913, he made a speech in which he said : ‘ At the last meeting I asked the Hon'ble Member a question in connection with the inspecting staff of schools. I urged upon him the desirability of making some addition to that staff. In answer to that question

[Mr. Godley; Raizada Bhagat Ram; Lala Kashi Ram; His Honour the President.]

he said that in the present budget provision has been made for 12 Assistant District Inspectors of Schools. So far as it goes it is satisfactory, but I am not sure whether this meets the situation which I had in view. My point was this: there are at present 5 Inspectors of Schools for the five divisions; and so far as my knowledge goes these five Inspectors of Schools are not in a position to cope with the increased work which has fallen on them. The number of schools has increased very much during the last few years, and I am almost certain that it is very difficult for them to efficiently discharge the duties which the department requires of them. I would commend this aspect of the question to his consideration. These are Mr. Shadi Lal's words. Mr. Shadi Lal was not likely to make an assertion without weighing his words. If that was true in any degree in 1913, how much more true is it two years later in 1915, by which time a very large number of additional schools have been opened. In fact during these two years 1,126 new schools have been opened. The number of schools has been increasing every year, and there is no doubt that the present staff is insufficient to cope with the increased work.

"I do not think I need take up more time."

The Hon'ble Raizada Bhagat Ram :—"Your Honour,—I support the first part of the resolution in so far that one hundred or even larger number of new schools may be started, but I oppose that part of the resolution in which diversion of Rs. 50,000 is suggested by the Hon'ble Mover of the suggestion. It must be remembered that education without good guidance may not be conducive to that happy result which the Hon'ble Mover of the resolution has in view."

"Education is very essential, but education without proper direction would be dangerous. I would object to any retrenchment under this head for I know that the present staff cannot properly cope with the work which is entrusted to it."

The Hon'ble Lala Kashi Ram :—"Your Honour,—I am under the necessity again of clearing my position that I am no enemy of the inspectors or the directors of the department, but the unfortunate position in which we find ourselves always is that if we propose some extra expenditure on a branch of the administration or on a department for the improvement of the interests of the public, we have to suggest some way to find out the funds. We must be within the four corners of the budget. I asked the Hon'ble Member if he could suggest or help me by suggesting another head, from which the amount could be taken, because that could only be done by the experienced officers of Government and by the heads of departments. However there should be no misunderstanding on the point or that I am attacking salaries of my Hon'ble friend or of his subordinate staff. All I want is that something should be done to add to the number which is now proposed for the new primary schools. I never meant that my remarks should be interpreted otherwise. Now as regards the figures, I am afraid the difficulty is that I have taken one publication as my guide, while the Hon'ble Member has referred to some other publication."

The Hon'ble Mr. Godley :—"I have said throughout my figures are to be found in the Provincial Educational Reports. The Hon'ble Member has access to these reports."

The Hon'ble Lala Kashi Ram :—"Of course I had not the opportunity of comparing them with the Government of India publication."

His Honour the President :—"Obviously for provincial purposes it is always convenient to refer to provincial figures for which the Member in charge is responsible, whereas in the case of comparisons with other provinces the Hon'ble Member should refer to the Government of India publication."

[*Lala Kashi Ram ; Mr. Godley ; His Honour the President.*]

The Hon'ble Lala Kashi Ram :—" I am not disputing the correctness of his figures. Both figures may be reconcilable. My Hon'ble friend has stated that the number 8,000 is wrong, though he has not attempted to show how he has got his figure."

The Hon'ble Mr. Godley :—" I quoted only the annual rate. I have given the annual rate on the average of the last three years. 60,000 for three years would give us 20,000 for each year."

The Hon'ble Lala Kashi Ram :—" I submit that when I am giving the figure for one year it is not fair to question the accuracy of that figure by quoting an average of last three years. Both figures are correct."

His Honour the President :—" In matters of this kind it is only fair to take an average of a few years, 3 or 5 years, in preference to one year."

The Hon'ble Lala Kashi Ram :—" I am prepared to take this figure of 20,000. Even then, Your Honour, you should calculate how many years it will take to provide 3 million people with schools instead of the 300 years given in my figures."

" Then as regards the Inspectorate and Directorate. My figures are subject to correction. I have gathered them from the Civil List. The Inspectorate and Directorate staff stands at a figure of 99 instead of 80, and the details are as follows :—

Inspectors—11 or 12.

Inspectresses—6.

Assistant Inspectress—1.

Assistant Inspectors—12.

District Inspectors—28.

Assistant District Inspectors—40.

" My figure comes to 99 instead of the 80 which the Hon'ble Member gives. But again I submit these figures are liable to correction. I am taking these figures simply to show that this is a branch of education which need not be made the subject of a large amount of expenditure but as I have already said, if the amount could be found from another head, I have no objection.

" The Hon'ble Member in charge of education said he agreed that the rate of progress of education should be greater, but I have not understood what he meant when he said that he was agreeing with that portion of my resolution which requires that the rate of progress should be enhanced and that the number of primary schools should also be increased to more than 125. Was he suggesting that the amount should be forthcoming from some other head? I tried to get that information from the Hon'ble Member, but failed. Anyhow that information ought to be given to decide the matter. All that I want at this time is this : I am not at all suggesting that Government should at once remove the Inspecting Officers with a view to get money for the starting of new schools. But there is another way. What I submit to the Council and for the consideration of Government is the desirability of transferring, as occasions arise or opportunities offer themselves, the officers in the inspectorate to the tutorial staff, amalgamating the duties of inspectors of two or more districts, and devote the amount thus saved for the increase of primary schools on the lines suggested in the resolution. Similarly hill and travelling allowances may be cut down and the savings devoted to the object suggested. These are only one or two instances out of several for effecting a

[*Lala Kashi Ram ; Colonel Hendley.*]

saving without dispensing with the services of a single officer. When a vacancy occurs, you should consider the advisability of imposing the duties of that post on another officer or of combining the inspection of one or more districts under one officer. If the number of schools is increased, of course more time will be spent on inspection, but ordinarily the increase will be of this nature. Supposing in a district where there are 100 schools now, you increase the number by 100 and make it 200, the area of inspection of the two hundred schools will not be increased. It is only the number of schools that would be increased. The increase will be within the same area, so that it would entail no very large addition of time or travelling on account of this number of schools. This is a question again which, I submit, the expert heads of the Department are in a position to decide, whether it is not possible to use the same inspectors if you increase the number of schools and to what extent the increase of the inspectorate would be required for these 100 or 200 schools. This must be left to them. But this is a point upon which the public must have some information in order to see whether it is not possible to do with the same inspectorate and directorate even with the increased number of schools. With these remarks I commend this resolution to the favourable consideration of Your Honour and this Council."

The motion was put to the vote and lost.

MEDICAL PRACTITIONERS, REGISTRATION BILL.

The Hon'ble Colonel Hendley in presenting the Report of the Select Committee on the Bill for Registration of Medical Practitioners in the Punjab said :—Your Honour I beg leave to present the report of the Select Committee on the Bill for Registration of Medical Practitioners and move that the Report and the Bill be taken into consideration at once.

"The constitution of the Council gave the Select Committee very considerable difficulty. It was felt that while no class of practitioners should have its claims ignored yet one could not be given an advantage over another. It had become quite clear that claims put forward by certain bodies were far in excess of any pretension they might have to represent the interests of the medical profession of the Punjab as a whole and of the public, and it is just this that those who have supported such claims have failed to appreciate. It was the work of the committee, however, to keep this severely in view, at the same time allowing for conditions peculiar to India or the Punjab.

"The claim for the Council to nominate its own President came mainly from two societies: these, however, proposed a Council so constituted that its appointment would have been arranged for by the one or the other. While it is very doubtful if either of the bodies in question would care to press this point if the constitution each had asked for were not conceded there could be no doubt it was necessary that this appointment should be removed from all suggestion of a spirit of rivalry or faction in the Council itself.

"The opposition to Government's appointing a majority to the Council has, I am sure, been due to a misconception of the position. As I have already said it is essential that the Council should represent the profession as a whole, and do what you will in framing electoral units, when consulting the supposed conflicting interests of the different classes in the Punjab, you will not get the desired result unless Government has the power of redressing by nomination any marked inequality in the representation. The Select Committee believed, however, that Government would not lose this position, which is necessary to the future working of the Council, by accepting a figure short of a majority, nor by being forced to choose one of the number from a definite class—the independent private practitioner. The Government only reserves freedom of action as to the selection of the President and four others.

"I may say that Government accepts these proposals of the Select Committee and also those for the election of the remaining seven members with

[Colonel Hendley.]

the exception that it suggests the omission of the words 'or qualified to be registered' at clause 5 (c). The large Sub-Assistant Surgeon class has been removed from the original clause 5 (f) and placed separately in order that it should not swamp the votes of other classes—the Military Assistant Surgeons and all other Medical Practitioners not coming under any of the other categories in clause 5. The Council is a Medical Council, but nonetheless there has been some opinion expressed in favour of placing upon it men, preferably of the legal profession, who have no acquaintance with the medical profession from inside. The English Council has no such members, but it appoints its legal advisers, and this the Punjab Council will be able to do under clause 10 (2). I pass on, leaving certain other alterations proposed by the Select Committee as sufficiently explanatory of themselves, to the discussion that has taken place on the last paragraph of clause 13.

"Out of much that has been said two definite questions arise—why not define what is infamous conduct in a professional respect and why not allow an appeal to the Chief Court?

"My answer to the first question is that the Medical Council can only define this as representing the profession—neither this Council nor the Select Committee are so constituted that they can do so without interfering with part of the work for which the Council is being constituted. The difficulty lies in the fact that the infamy of any particular professional act must depend not on the mere performance of the act, but on the particular circumstances under which the act is performed.

"May I ask how you are going to give definitions of the effects of circumstances which can only be known when they arise, and if you attempt to do so can you, do you think, bind the Council by any such definitions?

"We have been supplied by a well-known legal gentleman practising in the Punjab with a definition given by the Master of the Rolls; it does not, I am afraid, bring us any nearer to what is asked for, while the two modifications he proposed to attach to the definition would in my opinion raise difficulties that no Medical Council would face.

"As to an appeal to the Chief Court, I should point out that there is no appeal to any Court in England, the only appeal of any kind is to the Privy Council, not, however, to the Judicial Committee of that Council.

"The English people are said to be eminently practical, if they are so was it likely that they would require ordinary Civil Courts to hear appeals on cases to try which it was considered necessary to constitute such a very special body as a Medical Council with such very special powers? It seems to me that those who ask for an appeal to the Chief Court are either too doubtful of their own conduct to trust it to the scrutiny of their fellow practitioners, or wish to defeat the aims for which the Council is being constituted by subjecting its decisions to the rigid operations of the Penal Code. I think we cannot do better than rest content with the appeal as it is. Government is very unlikely to permit of any injustice either technical or otherwise being done, and that seems to me to be all that is essential. Some misconception appears to have arisen in connection with clause 21. It naturally follows on clause 20 which gives the Local Government power to alter the schedule. It can only alter this if it obtains information through the Medical Council of a character which will enable it to form an opinion so that if a University or a school wants to come on to the schedule or one already on ceases to retain the confidence of the profession, the Council will set in motion the machinery provided under the Act. No doubt this machinery can be made to serve other purposes, but none that can possibly be said to affect injuriously the status or dignity of any institution with which the Council is likely to come into contact.

[*Colonel Hendley ; Lala Kashi Ram ; Mr. Gracey ; His Honour the President.*]

" With these remarks, Your Honour, I present the Report of the Select Committee, and move that the Bill be taken into consideration."

The motion was put and agreed to.

The Hon'ble Lala Kashi Ram :—" Your Honour, before proceeding with the amendment standing in my name in clause 3, I wish to make it clear that I am not in agreement with the principle of the Bill, and that in submitting this amendment to the Council it is only with a view to bring the Act into conformity with the wishes of those who would have the Act passed, and as the Act as a matter of fact is following upon certain Acts that have been passed in the other Presidencies, I am sure that this Council would also probably consider it safe to pass it, and probably the Government have taken up the consideration of this Bill on the suggestion of the Supreme Government. It is only with that limited intention that I move this definition. It should not be considered that in any way I am associating myself with the principle of the measure, though with the object of the measure I am in complete agreement. I do not know, Sir, whether I should state all the reasons which I have against the measure now or reserve them for a later stage."

The Hon'ble Mr. Gracey :—" I think the discussion at present is on the amendment."

His Honour the President :—" Yes, I think that is so."

The Hon'ble Lala Kashi Ram :—" Now the definition I propose to insert in the Bill is that—

" ' Medical practitioner ' means any person practising the Western methods of allopathic medicine, Obstetrics and Surgery, but does not include the practitioner of the homeopathic, Ayurvedic or Yunani systems of medicine."

" In moving this amendment and asking this Council to adopt this definition, I am moved by the consideration of the Statement of Objects and Reasons. I may mention here that in the speech of the Hon'ble Mover, the Hon'ble Mr Thompson, the object of the Bill was stated to be the protection of the public by giving them facilities for finding out a good medical practitioner from a quack, or in order to enable them to select the best man if they choose to have his services. So far as that object is served, the object is no doubt a noble one and nobody would disagree with it, but as soon as it comes to a discussion of the Statement of Objects and Reasons that object becomes at once limited in scope. That is, in the Statement of Objects and Reasons it is stated that :—

" ' It is felt that the time has come to protect the interests of the growing number of practitioners of Western medicine and of their increasing clientele.' "

" I put it before Your Honour whether it is not somewhat different from the statement that the object of the Bill was the protection of the interests of the public. I understood that the Act was to be applicable to the whole of the population of the Punjab. That is, it was intended to provide facilities for enabling the ignorant masses of the population, and even the upper classes, all of them, to be in a position to call in the best medical practitioner whenever they wish to relieve pain or disease, but when we come to the Statement of Objects and Reasons that object is at once confined to one particular class of His Majesty's subjects consisting of practitioners of the Western system and their clients. That I might beg leave to point out is a very small section of the public, and when the Act attempts to confine the achievement of that object to a particular class of His Majesty's subjects, the injurious nature of the Act becomes at once patent. Now if the principle which the Government adopt is to confine the achievement to that object with reference to this class of His Majesty's subjects, in that case I submit it was absolutely necessary that the Act, when it was sent for opinions

[Lala Kashi Ram.]

or for criticism should have been so framed as to make that object clear. As it stands I submit that object is not all made clear, not only not made clear, but that object is clothed in language which is somewhat, if I may be permitted to say so, ambiguous and misleading. The words 'medical practitioner' in their ordinary sense, I hope it will be admitted by all the members of this Hon'ble Council, will include the practitioners of the Ayurvedic, homeopathic and Yunani systems of medicine. It will not be denied that they are medical practitioners. If they are medical practitioners, then we use that term, we are leading the public to an impression that the Act would apply to the medical practitioners of all systems, and in that way, are creating a wrong impression. I submit that these words 'medical practitioner' occur in three places. The first is the Preamble—'Whereas it is expedient to provide for the registration of 'medical practitioners in the Punjab, it is hereby enacted as follows.' The preamble would be clearly misleading if it is meant that the Act is to apply to practitioners of the Western system of medicine only and not to medical practitioners as a class. The second is clause 4 you have the word again: 'No certificate required by law to be given by a medical practitioner or officer shall be valid unless signed by a registered practitioner.' Then, Your Honour, in clause 11—'It shall be the duty of the Registrar to keep a register of medical practitioners and from time to time,' etc. Now this would mean that you are giving permission to every medical practitioner to come in and ask for registration, while I know that is not the object of Government. Government have no intention of allowing the practitioners of the Yunani or Ayurvedic systems to come in and claim the protection of the Act. That is the meaning of the speech the Hon'ble Member made in September last. I will refer to that and quote his words to show that I am right in what I am saying. I may take it here from the remarks which fell from the Hon'ble Member in charge of the Bill that the Act is not intended to protect these Eastern systems of medicine at all, nor to do anything to foster their growth, nor to do anything to train practitioners of these systems. On the other hand, the intention of the Act is, by conferring some benefits on the practitioners of the Western system, to squeeze out of existence the practitioners of all other systems. They are included, as a matter of fact, under the term 'unqualified practitioners.' They are to be treated too as unqualified. In the speech of the mover of the Bill it was clearly stated that the effect of the Bill, if made law, would be in course of time to get rid of the unqualified practitioner, and I am sure, Your Honour will allow, that is the only object with which this measure ought to be justified. That is, the unqualified should be, as a matter of fact, sent out of the field, and it is only the qualified who ought to be allowed to practice. Of course there is no doubt that there is no intention of encouraging practice by unqualified practitioners. That is the object. The means to be used are gentle, but the means are there. There can be no doubt that the benefits of this Act are intended to be confined to the medical practitioners of the Western system, and that being so, I submit it is only just and fair to the public and to those students of the Eastern systems of medicine, who may be studying these systems under the impression that the Act would apply to them, and that they would be entitled to register themselves and get all the advantages of this Act that this should be made clear. They should not be under that misapprehension, and it is necessary that the object, so far as it relates to the persons for whose benefit this Act is intended should be brought out clearly in the Act. In the speech of the Hon'ble Mr Thompson he told us that the number of medical practitioners in Government employ was 698 and the number of private practitioners was only 103. So far as the Act extends to enable the public to find out a good practitioner from a bad practitioner, or help

[Lala Kashi Ram.]

him in the selection of the medical practitioners out of Government servants, there can be no mistake about it. Everybody knows that Government have chosen the best men, otherwise they would not have Government employ and be in charge of dispensaries, etc. So far as that is concerned Government does not mean it was for the benefit of Government servants that this Act was introduced. I understood it was for the benefit of the people so as to enable them to select their men from the private practitioners. And the number of private practitioners is extremely small, only 105. That being their number the Government can also appreciate the number of their clientèle. If I mistake not there are about 33,000 villages in this Province and 105 medical practitioners. Of course Government can know the extent of their practice and their clientèle. So I submit it is for a very small section of the population that the benefits of this Act are intended, and as such I submit that that object should be made clear. As to the definition itself, the words I have used are taken from the Government of India Bill relating to bogus degrees, and therefore I submit that I am safe in adopting the wording from that definition. Of course the definition there was not, of 'medical practitioner' but 'Western Medicine.' What is the meaning of Western medicine? I have modified it in order to suit the words 'medical practitioner,' and these, Your Honour will see, exclude the practitioners of the Ayurvedic, Yunani and also of the homeopathic system. Of course it is admitted that the declared and avowed object of the Government is that the benefits of registration under the Act are simply to be confined to the practitioners of the Western system. Then I am right in proposing the amendment. But if any member be under a misapprehension, I am prepared to quote from the speech of the Hon'ble mover of the Bill. This is what he said when introducing the Bill. Of course he stated who would be qualified under the Act and who unqualified, and amongst the unqualified he included the vaid and hakim. And then he proceeds to show what would be the effect of the measure upon the hakim, etc., who are included under the term 'unqualified.' (I am referring to the last paragraph of the speech on page 214 of the *Lajpat Gazette*):—

"Lastly, Sir, I promised to forecast the probable effect of the Bill on unregistered practitioners. No one, whatever his qualifications is under any obligation to register, but we believe and we have warrant for believing that the qualified men are practically unanimous in their desire to avail themselves of the privileges of this Bill. It would of course be mere hypocrisy to pretend that we want to benefit unqualified men, except by offering them inducements to become qualified. Of course we do not. But we do not intend to take any direct action against these men. We place no embargo on their practising, we allow them to recover their fees in the courts of law, and we give the Medical Council no power of supervision over their doings. We simply wash our hands of them and leave matters to take their course, trusting that in the presence of our 'hall-mark,' inferior qualifications will gradually cease to be taken at their face value, and that in times not far distant those who wish to follow the profession of Western medicine will recognize that there is only one way of entering it with a repute that is clear and unsuspicious, and that is through the portal of registration."

"This is to be the effect of the Act on the unregistered, call him the unqualified or by whatever name you wish. If the Government have no intention of allowing the practitioner of the Eastern systems to come on to the register; if the schedule is never to be framed with a view to admit any University or College or School teaching the Eastern systems, if those are the avowed objects, I am entitled to ask that that should be made clear. I am entitled to ask that if I am wrong, if the Government does intend at any future period to bring them under this register, then the definition may remain as it is, but if the object of the Government is not this object, then I submit that this definition is absolutely necessary, otherwise the object of the Act will be altogether misunderstood. With these remarks I place this amendment before the Council."

[Colonel Hendley; His Honour the President; Lala Kashi Ram.]

The Hon'ble Colonel Hendley :—"Sir, I must confess that I see absolutely no reason for a definition of this kind. Medical practitioner may mean anything; it may refer to anybody practising medicine of any kind. It has been defined in one Act that I can think of the Lunacy Act, and also it is referred to in the notifications governing the sale of cocaine. In the Lunacy Act it refers to all men registered under the Medical Acts. But it also refers to any medical practitioner that the Government may decide is a medical practitioner. In connection with the sale of cocaine there again medical practitioner means any one registered under the Medical Acts and also any one that the Financial Commissioner may decide is a medical practitioner. Now I think it will be altogether wrong if in a Medical Bill we showed any tendency to monopolise this designation. We are going to monopolise the designation of registered medical practitioner, but I do not think we have any right to monopolise that of medical practitioner, and that I am sure would be the result because every body would come to the conclusion that only people registered under this Bill could claim to be called medical practitioners.

"I object very strongly to another part of the definition. 'Medical practitioner' means any person practising the Western methods of allopathic medicine. There is only one section of allopathic medicine, i.e. Eastern methods and i.e. Western methods. I could not possibly accept that.

"Then, Your Honour, as regards all these other systems. I think this definition really puts us in opposition to the other systems and we particularly do not want to be in opposition to these other systems; we want to be clear of them. We want it to be understood that we are not going to fight them. We want it to be understood that this Bill, as anybody will see by reading the Bill, only affects those who have studied the allopathic system of medicine. I cannot see how it is possible to imagine that any other system could be considered to come within the Bill. The mover of the amendment said just now that there could be no doubt about the object of the Bill, and there cannot be any doubt about its object. The members elected on the Council are all registered medical practitioners professing the allopathic system of medicine. Government cannot put a single man on to this register without the advice of that Council. Is it likely that there could be any Medical Council that would advise Government to put on to the register a man who did not practise the allopathic system of medicine. With these remarks, Your Honour I have nothing more to say. I think myself that it is quite impossible to accept the amendment."

His Honour the President :—"It seems to me that the Hon'ble mover of the amendment has some weight on his side because he refers to the preamble which professes to deal with all medical practitioners, and then he points out that in the body of the Act the expression refers only to certain classes. How would it do if in the preamble you provided for certain classes of medical practitioners?"

The Hon'ble Colonel Hendley :—"I do not mind the inclusion of those words. The reason why the preamble was made so short was because it was thought that it would be very much better that the reason for the Bill should appear in the body of the Bill itself and not in the preamble."

The Hon'ble Lala Kashi Ram :—If we say certain classes of medical practitioners' then there would be the same objections. Anybody who has studied Eastern medicine might think that he would be considered eligible. Your Honour will probably recollect that I gave the very first sentence in the Statement of Objects and Reasons. 'Whereas,' it is stated, 'it is felt that the time has come to protect the interests of the growing numbers of practitioners of Western medicine and their clients.' This is the object with which the Bill was

[*Mr. Gracey ; Colonel Hendley ; Khwaja Yusuf Shah ; Bakhshi Sohan Lal ; Mr. Parker ; His Honour the President.*]

sent out to the public and that confines its benefits to one class of practitioners only. I doubt if the avowed object of the framers of the Bill would be met by the inclusion of the words 'certain classes,' because you have only one class, and therefore I submit that that class should be specified for whose benefit it is made."

The Hon'ble Mr. Gracey :—"Could we not insert a clause that nothing in the Act shall refer to the Ayurvedic or Yunani systems of medicine?"

The Hon'ble Colonel Hendley :—"I should object to that."

The Hon'ble Khwaja Yusuf Shah :—"Your Honour.—We are simply dealing in this Bill with the system of allopathic medicine, and therefore in my opinion the definition which my friend the Hon'ble Lala Kashi Ram wishes to add appears to me redundant."

The Hon'ble Bakhshi Sohan Lal :—"Your Honour.—As I understand the Bill, its object is to supervise and control the merits and demerits of practitioners in allopathic medicine in Western science without questioning those of the Yunani or Ayurvedic systems, but the Bill as it stands and as it has been presented by the members of the Select Committee being absolutely silent on the subject, in the absence of any distinct definition of the words 'medical practitioner' to which this Act is intended to be applicable, all those hakims who are in the estimation of many Indians considered to be even superior to the best English Western doctors will come under the category of quacks unless they register themselves as practitioners under a system of which they have no knowledge whatever. So that in my humble opinion the amendment proposed by the Hon'ble Lala Kashi Ram ought to be carried."

The Hon'ble Mr. Parker :—"Would not 'certain practitioners' be sufficient. We need not say anything about certain classes?"

His Honour the President :—"Subsequent sections, though they do not say so, imply that the certain practitioners are those following the allopathic system of medicine."

The Hon'ble Colonel Hendley :—"I would be prepared to accept that."

His Honour the President :—"As long as it is made clear in the preamble that you are not representing any other class of medical practitioner in this Act, I think that would meet the Hon'ble Member?"

The Hon'ble Mr. Parker :—"I think it is necessary to put in some definition of medical practitioner."

The Hon'ble Colonel Hendley : "There is nothing more for me to add except to say that I would accept in the preamble the words 'certain medical practitioners.' I think that would be quite sufficient. I object very strongly to putting any class in against the allopathic. We would have to include any number of systems."

His Honour the President :—"Will you propose as an amendment to the preamble, to include the word *certain* before medical practitioners?"

The Hon'ble Colonel Hendley :—"Yes."

[*His Honour the President ; Lala Kashi Ram ; Colonel Hendley ; Sardar Gajjan Singh.*]

His Honour the President :—"The amendment proposed by the Hon'ble Mover is that in the preamble the word *certain* be inserted before 'medical practitioners.' The object is to show that this Act does not extend to all medical practitioners and to remove the misconception to which the Hon'ble Lala Kashi Ram has referred."

The motion was put and agreed to.

The Hon'ble Lala Kashi Ram :—"Before Your Honour puts my amendment to the vote I wish to understand whether the Hon'ble Member in charge of the Bill in explaining himself considered that this Act would apply to hakims, and it is not intended to cut them out of the benefits of the Act. If that is his intention I have no object in pressing the definition. But if it is his object that no hakim would ever come on this register, then I wish to press it."

The Hon'ble Colonel Hendley :—"I think I already referred to that. I said that it could not possibly refer to any person except those practising under the allopathic system."

The Hon'ble Sardar Gajjan Singh :—"I think the expression of the Hon'ble Mover will not be sufficient, and that if you wish to exempt them you must press your amendment."

The Hon'ble Lala Kashi Ram's amendment was put and lost.

The Hon'ble Colonel Hendley :—"Your Honour,—I move that in clause 4 (1) for the words 'required by law to be given by' the following be substituted 'required by any Act in force, or that may hereafter be passed, from.' This is a purely technical amendment. The original words gave rise to some misconception, and these words have been put in as being very much more definite."

The amendment was put and carried.

The Hon'ble Lala Kashi Ram :—"Your Honour,—The next amendment against my name is that in clause 5 (1) the word 'fifteen' be substituted for the word 'thirteen.' I will withdraw this amendment which relates to the addition of two members to the Council, and also the consequent amendment in clause 5 (1) (f) that three members elected by all other registered practitioners of whom two shall be members of the Medical Faculty of the Punjab University."

The amendments in question were by permission withdrawn.

The Hon'ble Colonel Hendley :—"Your Honour,—I beg to move that in clause 5 (1) (c) the words 'or qualified to be registered' be omitted. This is simply introduced owing to the fact that we find that by putting in the words it would lead to a very great deal of cross-voting. That is, several classes would be able to vote under this clause and under the next (d)."

The Hon'ble Lala Kashi Ram :—"Your Honour,—We would like to know what harm there is if this sort of voting is introduced. We would like to know what is the class of persons who would be excluded by the adoption of this amendment. The words are 'two members elected by the registered practitioners who are registered or qualified to be registered.' That is, those persons who are qualified but not registered. The persons belong to the same class, except that the name of one is borne on the register and the other is not. There is no clash of interests, and I do not see why we should strike out these words which have passed the unanimous agreement of the Select Committee."

[*Mr. Bhagat Ram ; Colonel Hendley ; His Honour the President ; Mr. Parker ; Bakhshi Sohan Lal.*]

The Hon'ble Mr. Bhagat Ram :—" Your Honour,—I oppose the amendment put forward by Colonel Hendley, the reason being that the qualifications of the two classes are the same. The only difference is that one has paid the sum of £5 and the other has not, and to shut out a large number of practitioners would be unfortunate. Therefore I oppose this amendment which has been proposed by the Hon'ble Mover of the amendment."

The Hon'ble Colonel Hendley :—" If we retain these words, all the graduates and licentiates of medicine of the University will be able to vote under 5 (c). That was the reason for removing the words. I do not think it is fair to expect them to pay £5, yet they might be tempted to do so if they could vote twice over. Besides it would give an unfair advantage to those who can afford £5 over those who could not."

His Honour the President :—" It seems to me that when the Bill has been given this form in Select Committee very strong reasons are required for making alterations."

The Hon'ble Colonel Hendley :—" There is one other point. The words really were introduced with a view to bringing in a certain number of people who had qualified in England, but had not paid their £5 in England. There were only a very few of them ; I should think probably it might be 4 or 5 in the Punjab, and I think simply for the sake of bringing in these 4 or 5 men we ought not to run the risk of bringing in three or four hundred."

The Hon'ble Mr. Parker : - " I would like to make a suggestion. If these words are retained, who is going to decide whether they come under the definition of being qualified ? Before they can vote, some one will have to say whether they are qualified."

The Hon'ble Colonel Hendley :—" That is quite easy ; they would apply to the general Council in England, and they would pay their £5 if they were eligible. Then they would come under this 5 (c)."

The Hon'ble Bakhshi Sohan Lal :—" I beg permission to support the amendment proposed by Colonel Hendley because if one is keen about becoming a member of the Council it is not very difficult for him to pay the fee and have himself registered before he is brought on to the Council. The amendment makes it quite definite and clear who are the persons who are qualified to be brought on to the Council. Otherwise it would be doubtful as to who are those persons who are qualified. It may have to be decided by somebody before he is considered qualified."

The amendment was put and agreed to.

The Hon'ble Colonel Hendley :—" I beg to move that in clause 11, line 2, the words ' keep a register of medical practitioners ' be omitted, and that in their place be substituted the words ' to open and maintain, in accordance with the provisions of this Act, a register, to be called the Punjab Medical Register."

His Honour the President :—" This amendment appears a very desirable one in view of the misleading application which might be given to the term medical practitioner."

The amendment was put and agreed to.

[*Colonel Hendley ; His Honour the President ; Mr. Gracey ; Mr. Parker ; Mr. Bhagat Ram ; Mr. Currie.*]

The Hon'ble Colonel Hendley :— " I also beg to move that after the words ' entitled to be registered ' in clause 13, lines 10 and 11, be added the words ' and thereupon, but subject always to the provisos hereinafter contained, the Registrar shall register him in the Punjab Medical Register.' "

His Honour the President :— " Have you any explanation to offer in support of the addition ? "

The Hon'ble Colonel Hendley :— " I think this really came out of an objection that you might very well have the Registrar set up as a kind of court. The Registrar's functions should be confined." "

The Hon'ble Mr. Gracey :— " The Bill as it stands merely says that the person ' is entitled to be registered.' It lays no duty on the Registrar to register him." "

The amendment was put and agreed to.

The Hon'ble Colonel Hendley :— " I beg to move the following amendment that a further proviso be added to clause 13 as follows :—

" Provided further that the Registrar, on receiving an application for entry in the register from any person in respect of whom he considers that the Council may wish to exercise the power of refusal conferred by the last foregoing proviso, may refer the said application to the Council, and shall not make any entry in the register in respect of such person until the Council informs him that the entry is permitted.

" I think that will explain itself." "

The Hon'ble Mr. Parker :— " These two amendments, Your Honour, will have the advantage of putting section 13 into a workable form. At present if you look at it there is no power given to the Registrar to do anything. Of course he can file an application, but there is no power given to him to do anything, and these two amendments will give him definite power. The only question that can arise is whether section 15 is required because the Registrar will not pass orders on any application ; all he will do will be to refer any person who is not qualified to the Council, and they will decide, and he will pass no orders." "

The amendment was put and agreed to.

The Hon'ble Mr. Bhagat Ram :— " Your Honour—To me it seems the provisions of the Act are inconsistent for this reason that under section 15 there is an appeal to the Council from the orders of the Registrar, and if the Registrar from the first consults the Council, it will be an appeal from the Council to the Council." "

His Honour the President :— " You suggest that clause 15 becomes redundant ? "

The Hon'ble Mr. Bhagat Ram :— " Entirely." "

The Hon'ble Mr. Currie :— " I may point out that the Registrar has the power to make the reference. It is left to the initiative of the Registrar to make a reference." "

The Hon'ble Mr. Parker :— " He either accepts the application or makes a reference. He cannot reject an application." "

The Hon'ble Mr. Gracey :— " He has the power to reject an application." "

[*Mr. Bhagat Ram ; Lala Kashi Ram.*]

The Hon'ble Mr. Bhagat Ram :—"If a Yunani practitioner applied to him he would have the power to reject his application at once. If another person fully qualified applies the Registrar would not have power to reject that application."

The Hon'ble Lala Kashi Ram :—"Your Honour,—The next amendment that stands in my name is as follows :—

"That the following proviso be added to clause 16 (2) —

"Provided that mere association or co-operation by a registered practitioner in the teaching of the Ayurvedic or of the Yunani system of medicine will not be deemed infamous conduct within the meaning of this clause.

"I will also read clause 16 (2) so as to make the amendment intelligible. Clause 16 runs as follows :—

"16. (1) The Council may, if it sees fit, and after giving notice to the person concerned and inquiring into his objections, if any, order that any entry in the register which shall be proved to the satisfaction of the Council to have been fraudulently or incorrectly made or brought about be cancelled or amended.

"(2) The Council may direct the removal altogether or for a specified period from the register of the name of any registered practitioner who has been convicted of any such offence as implies in the opinion of the Council a defect of character, or who, after an enquiry at which opportunity has been given to such registered practitioner to be heard in person or by pleader, has been held by the Council to have been guilty of infamous conduct in any professional respect. The Council may also direct that any name so removed shall be restored.

"Your Honour will see that the amendment relates to the removal or liability to removal of the name of any person on account of 'infamous conduct.' What I ask is that a proviso be added—'Provided that mere association or co-operation by a registered practitioner in the teaching of the Ayurvedic or of the Yunani system of medicine will not be deemed infamous conduct within the meaning of this clause.' In support of this amendment I beg leave to read the paragraph which the Select Committee have written on this point. It is paragraph 10 of the Select Committees' report :—

"The question of "infamous conduct" referred to in the final proviso to clause 13 and in clause 16 (2), has bulked largely in the opinions received on the Bill and has given rise to some feeling of misgiving and apprehension. It is suggested that the fear of being arraigned for infamous conduct will lead to the registered practitioner separating himself completely from the vaid and hakim, and that this will act prejudicially to the latter. It is further suggested that illustrations should be appended to the clause showing what degree of co-operation with the vaid and hakim will be permitted to the registered practitioner' and so on. So, Your Honour, I have the authority of the Select Committee for stating that the Bill as originally placed before the Committee has created a sort of alarm and apprehension in the community. I have not got the facts relating to the cases that occurred at Madras and Bombay. I hope I will not be far wrong in stating that the cases were that one gentleman, a highly successful practitioner of the Western system of medicine who was on the Medical Register, was on the governing body of a school for helping the teaching of the Ayurvedic system of medicine. This fact was considered sufficient to haul him up before the Council and his name was struck off at once. Whether it was a school or dispensary I am not, however, sure, but that is what occurred. That order of the Council gave rise to a great deal of agitation in the country and as a matter of fact spread an alarm. Here it was considered that a contact of that description by a registered medical practitioner

[*Lala Kashi Ram.*]

of the Western system with the Ayurvedic and Yunani systems of medicine was considered sufficient as polluting the man to such an extent that he was at once hauled up and his name was removed from the register. This, Your Honour, is a consequence of the Act which has been passed in those provinces, and the nature of our Act is the same. The Act is to be interpreted with reference to the decisions of the English Act and the decisions of the English Council, and there is no doubt that the Act will be interpreted in that way if it is left in its present condition. In order to show what is meant by 'professional misconduct,' I would read the interpretation put upon these words by the Hon'ble Mover of the Bill, and I hope that the Hon'ble Members of this Council will agree that according to that there can be no kind of co-operation or rendering of assistance between the hakim and vaid and the practitioner of the Western system of medicine. I now read from the speech of the Hon'ble Mover.

"I will now try to explain what is meant by the term 'infamous conduct.' Prefixed to the medical register is a 'Warning Notice,' summarising forms of professional misconduct which have from time to time been brought before the Medical Council. The list given is not complete, but an enumeration of the acts it does contain will, I think, give the Hon'ble Members a clear conception of the high standard of conduct that the Medical Council expects, though it is not to be understood that every one of these offences would be visited with the extreme penalty of removal from the register.

"First comes the giving of untrue, misleading or improper certificates or reports, not only under a variety of statutes, but also in connection with insurance, naval and military matters and passports and for the purpose of excusing attendance in courts of justice, in the public services, in public offices or in ordinary employment.

"Next, there is the employment of unqualified assistants in matters requiring professional skill.

"Your Honour will allow me to say that 'unqualified assistants' will include the hakims and vairs because they are all unqualified under the Western system.

"Thirdly, there is the offence known to the profession as covering, *i.e.*, lending one's name, countenance or assistance so as to enable an unqualified man to attend or treat patients.

"The fourth example given is the employment of unqualified persons in the sale of poisons.

"The fifth is assisting an unqualified person to treat a patient, and the sixth and last is advertising or canvassing, particularly when accompanied by depreciation of other practitioners.

"So, Your Honour will see that no kind of co-operation is permitted under this Act between a hakim and vaid and a medical practitioner of the Western system who is going to be registered under the Act. I will just give an example to illustrate my object. For instance, take the case of a hakim or physician who is in charge of such a patient who has faith in the skill of his physician. The physician, supposing it for a moment, is in some doubt about the diagnosis of the disease and the patient is in a bad condition. He knows that there is a registered medical practitioner close by who can help him in the diagnosis and tell him what the condition and the illness is so that the hakim might be in a position to regulate the prescription accordingly. It is very clear that the assistance is wanted for assisting the hakim in performing his duty towards the patient. Supposing he applies for the assistance of the registered medical practitioner, the latter by giving the assistance would be simply assisting him

[*Lala Kashi Ram.*]

in treating the patient. If he refuses the assistance, of course he is safe, but if he cares to give that assistance he brings himself under the category of the 'infamous conduct' and is liable to discharge from the register. I am not far wrong when I am putting this construction upon the Act, and I submit that the result of this stopping of the co-operation between hakim and vaid and the registered practitioner would be that the hakim and vaid would get to be shunned and nobody would approach them and nobody would assist these people. It is the patient who would suffer who is in need of that assistance. Of course, Your Honour knows that in the Punjab there is a large number of practitioners of the indigenous system who are treating patients in various classes and in various positions of the society, and this Act as a matter of fact is intended to stop the co-operation between the vaid and hakim and the practitioners of the Western system. It seems that the opinions before the Select Committee were so very strong on this point that it induced them to put the words which I have read for the information of Your Honour that it has given rise to a feeling of misgiving and apprehension, and that the fear of being arraigned for infamous conduct will lead to the registered practitioner separating himself completely from the vaid and hakim. But there is nothing in this paragraph of the Select Committee's report that these fears are ill-founded or well-founded. We are entitled to the information from the Hon'ble Members whether they considered that these fears were well-founded or ill-founded. If they consider that these fears are well-founded, I submit the mere expression by the Select Committee that the Council will interpret the British decisions broadly and apply them to the conditions of the Punjab in a liberal and sympathetic spirit would not, as has been pointed out by one of the Hon'ble Members just now, alter the clear meanings of the words contained in the sections of the Act that we are placing on the Legislative Book. In the application of the Act the highest court, the Medical Council, would be guided only by the English decisions, and it is the English decisions that might make it penal, *i.e.*, the rendering of assistance of any kind whatsoever by a registered practitioner to an unqualified person, which the hakim or vaid is.

"Although the members of the Select Committee have refrained from giving their opinion as to whether the fears are well-founded or ill-founded they say that there is some feeling of misgiving and apprehension. But they think that there is nothing to fear because the Council in the conditions of this country would be guided very strictly by the decisions of the English Council. That is what I understood they meant. They further say that 'that body and the practitioners themselves have the decisions of the British Council to guide them, and while recognising that a too rigid application of those decisions to Indian conditions might in some cases work harm or injustice, we entertain no doubt that the Punjab Council will, without impairing the high traditions of the medical profession interpret these decisions broadly and apply them to the conditions of the Punjab in a liberal and sympathetic spirit.' What is meant by these words? Is it intended that there is to be some relaxation. I beseech, Your Honour will have some regard for the old systems of the people of this country. These, I submit, are institutions of very long standing, one of them, the Ayurvedic system, is clothed with a religious character. I aid religious character, because as Your Honour knows too well the Ayurvedic system is said to be or believed to be derived from the Vedas, the sacred books of the Hindus. Your Honour, there is a large number of people who have a great faith in the Yunani and Ayurvedic systems of medicine, and it is a great injury and insult to all these persons that their contact with the registered practitioners should be considered as pollution for these gentlemen on the medical register. I submit that even the Select Committee has recognised the position, and they did not say that they considered that the fears were ill-founded, but merely left it to the good sense of the Council to interpret the Act in broad and sympathetic spirit. I submit

[Mr. Parker ; Mr. Hendley.]

that this should not be considered as sufficient and that this Council should take the opportunity of taking some steps to show what relaxation, if any, they are prepared to allow in the interpretation of the Act so far as the Punjab practitioners are concerned. Whatever the extent, I submit that that should be embodied in the Act, and I propose that it should take the form of the proviso suggested in the amendment. If this proviso is not inserted it would mean that any kind of contact with the practitioners of the indigenous system would be considered as polluting, and as such I submit it would be harmful to the interests of the Government as well as to those of the subjects."

The Hon'ble Mr. Parker :—"Your Honour, the Hon'ble Lala Kashi Ram's proposal will not attain the object he intends unless he adds after teaching the words 'or practising.' But with regard to the point generally, I may say that there is a real danger, and I see from the papers it has been appreciated by the Select Committee, though nothing has been done to guard against it. I will only refer the Council to the notorious case known as Barker's case; Barker the Bone-setter. He engaged a registered practitioner to administer chloroform to patients he treated. He is a marvellous man, and known all over the world. That medical man was, under the similar Act in England, removed from the register and deprived of all practice unless he submitted and lost his appointment with Barker. It is a very notorious case, and the same thing may happen out here. The *vaids* and *hakims* and the non-qualified medical practitioners that we exclude from registration, they will be in that position and no registered practitioner can have any dealings with them at all. So we have to consider whether we will accept this amendment or exclude these people from having any relations with the medical practitioners."

"I think it is very unfortunate that we have adopted the English term 'infamous.' It is very objectionable itself, and it would be better to adopt a definition of gross misconduct for ourselves. And I should define gross misconduct so as to exclude infamous from the definition, as the provisions out here might be relaxed. We are in the unfortunate position in this Council of having only one medical officer on the Council, but I am pointing this out in the hope that the Council will consider that there is a danger and a point which has to be met."

The Hon'ble Colonel Hendley :—"Your Honour,—If this amendment is accepted, it knocks the whole bottom out of our Bill. First of all I should like to refer to the word 'mere.' I am absolutely certain that if you asked two lawyers to explain what is meant by the word 'mere', they would take two or three days to explain it. I am quite sure of that. It is a word you cannot possibly allow to remain in this amendment. I could not explain it, and I do not think anybody else could, and I am quite sure that no Medical Council would attempt to do so. I do not say that 'mere association or co-operation by a medical practitioner in the teaching of the Yunani or Ayurvedic system of medicine' would be infamous conduct; I do not say that teaching a class in anatomy or physiology would be taken as infamous conduct. I am quite sure it would not by any Medical Council. But there are other things that a medical practitioner might do. He might get together a class of students of Ayurvedic and Yunani systems and teach them to treat patients by means of those systems, and he would be at once guilty of infamous conduct. How are you to separate the two terms? It is, I submit, impossible. The Hon'ble Mover referred to the case, in Madras I think it was, of Dr. Sivaswami Aiyar and a paragraph appeared in the *Civil and Military Gazette* the other day about it :—

"It is understood that the Madras Medical Council and Dr. Krishnaswamy Iyer have come to a mutual understanding with regard to matters in dispute between them, the latter having accepted the Council's definition of the word 'cover.'"

[Colonel Hendley.]

"That was the case I think. He was asked to supervise a dispensary connected with the treatment by the Yunani or Ayurvedic systems I think. This gentleman found it necessary to retreat from the position he took up. I do not know if you would like to hear what the definition of 'covering' is said to be in Madras. It will give you some idea as to whether we can accept this amendment.

"Covering is the medical name given to the offence of which a medical practitioner is guilty when he by his presence covers or gives assistance or co-operation knowingly to an unqualified person to attend or treat any patient, to procure or issue any medical certificate, or certificate of death or otherwise engaged in medical practice.

"Now I contend that we could not accept that amendment and agree to that definition of covering. We should have to make another definition of covering. I do not want to put this definition of covering into the Bill because I am not at all sure what our Medical Council will decide as to what covering means, but it will be something of that kind, and I am quite sure that if we accept anything approaching that definition, we could not ask the Medical Council to agree to that amendment of the Bill. I think that we should be fettering the action of the Council in a way that it was never intended we should do when we started on this Bill.

"The Hon'ble Member on my right has referred to Mr. Barker. There is also a case that was referred to in some of the objections to the Bill, the man who covered Sandow. Now there is a very mistaken idea about that case of Sandow's, for instance. Sandow started by being a man who taught physical exercises, but he found it did not pay and he wanted something more. He found that people pay for quackery; they do not pay really for the teaching of gymnastics and so on, but they paid for quackery. Then he left his position, which was a very satisfactory position; there was no doubt about it. He could get a medical man to come in and state whether a case was fit to undergo certain physical exercises or not. But it was quite a different position when Sandow began advertising in the newspapers that he could cure every disease under the sun by these gymnastic exercises. Then the Medical Council stepped in and they said, no, you are not entitled to the services of a medical practitioner when you are doing this kind of thing. The medical practitioner was rightly removed from the register.

"Now Mr. Barker's case. Mr. Barker is a man who has a knack of breaking down adhesions, particularly in the knee or arms. Supposing a man meets with an accident and gets a stiff knee. Ordinarily if he went to a good practitioner, a good surgeon, the surgeon would say, 'All we want to do is to break this down.' In a good many cases the man would say 'I would rather not; I would rather not submit to the pain.' But the same man goes to Mr. Barker. Mr. Barker, remember, has not been trained in any way. He knows nothing about anatomy or physiology and nothing about tubercular disease. He sees a stiff knee, and he at once breaks it down. Any ordinary surgeon could have done just the same. But occasionally Mr. Barker comes across the wrong kind of case, and then what happens. A case was brought against Mr. Barker for damages. That man was suffering from tubercular disease of the knee joint and Mr. Barker did not realise that it was tubercular disease of the knee joint. Now the Medical Council comes along and says: 'We will not allow a medical man to cover this man, Mr. Barker, because he is not qualified to treat the cases that he pretends to treat.' That is the whole case. The Council will see that the whole thing is shrouded in mystery to the non-professional man, but it is extremely easy for the professional man to decide whether a man is

[*His Honour the President ; Colonel Hendley ; Mr. Parker ; Khwaja Yusuf Shah ; Lala Kashi Ram.*]

guilty of infamous conduct in a professional sense and take into consideration the circumstances attending the case. I think I referred to that in my opening speech. It is in connection with the circumstances that the Medical Council will have to judge, and I submit that unless these circumstances are before this Council the Council are not in a position to judge."

His Honour the President :—"Is co-operation between the two conceivable in any case?"

The Hon'ble Colonel Hendley :—"I think it is quite conceivable."

His Honour the President :—"That to some extent may re-assure the Hon'ble Member."

The Hon'ble Mr. Parker :—"May I suggest that the power to make rules to define 'infamous conduct' be given expressly in the rule-making section and that it require the sanction of Government."

The Hon'ble Khwaja Yusuf Shah :—"May I ask if infamous conduct is defined in any Act?"

The Hon'ble Colonel Hendley :—"No."

The Hon'ble Lala Kashi Ram :—"Your Honour, my object in proposing this definition was to allay the feeling of apprehension that has gone abroad on the consideration of these words and their application in the sister Presidencies. My object was to elicit from this Council any modification, however slight it might be, to any of the sections of the Act which would show very clearly the attitude of Government in this direction. Your Honour will probably see at once that this Act which may be beneficial in England contains certain aspects which are likely to be misunderstood in this country simply because in England there was only one system which was going to be affected; it was the practitioners of one system who were going to be registered. There was to be no question of class registration, or race legislation. Here, as soon as this Act is introduced, it at once becomes a question what is the attitude of the Government towards the medical institutions of the country? And as soon as the Government proceeds to do something which favours one system at the expense of or injury to the other institutions, it at once forms the basis of class hatred and class distinctions which I regret to say, as a matter of fact, form the grounds of making the gulf wider between Government and the people. This is a danger which does not apply in England, but it is applicable here, simply because if you declare that the practitioner of the Yunani or the Ayurvedic system is a person whose touch brings contagion to the registered practitioners it at once creates an agitation among the natives which in England you would not have, because there the men affected belong to the same class. Here the man affected belongs to a different class, and it was for this reason that I was anxious to place before the Council my views and take the precaution to warn the Council against these dangers. Your Honour, we Members in this Council are often reminded of our duty towards the Government for the maintenance of peace and order and of helping the Government in their measures to achieve these objects. Your Honour, if we keep silent at a time when a measure is going to be passed in this Council, which measure may as a matter of fact be taken up and made the handle to spread disaffection, I think Your Honour will consider that we are not doing our duty. I consider that the strongest protest that I can place on record is to protest most emphatically against this interpretation which is going to be put on the statute if this definition is not adopted. I think there are medical practitioners of the Western system who are invited to lecture in schools which as a matter of fact Government have made over to some of the institutions here. I understand the Yunani class and

[*Lala Kashi Ram ; Khwaja Yusuf Shah.*]

the Ayurvedic classes sometimes maintained by Government have been made over to the Islamia and the D.-A. V. Colleges. What are we going to do in that case, are we going to discard these lecturers? What I submit is that it is absolutely necessary that Government should give some indication of the attitude of the Government towards these institutions. I am aware that the other day there was a question put in the Imperial Council asking whether the Government of India are doing anything to support and help the teaching and practice of the Ayurvedic and of the Unani systems of medicine, and the reply of the Government of India was that it was under the consideration of Government. If that is the case, I beseech, Your Honour, that that policy must be incorporated in this Act, otherwise the Act will be misinterpreted and a mischievous use is likely to be made of it by persons. What I am asking is a very insignificant indication of the attitude of the Government, and I inserted the word 'mere' and confined myself in my proviso to the teaching of the Ayurvedic and Unani systems so that Government should be in a position to tell the people that the attitude of the Government is not hostile or intended to crush these system, out of existence. What would be the effect, Your Honour, if you are going to debar even the teaching by a registered practitioner of some of the rules which may supplement the teaching of the Ayurvedic system of medicine? Government themselves started those institutions some years ago and of course then gave them up. Are Government going to declare that in future they are going to start no Ayurvedic or Unani schools? This must be the consequence. Government cannot say that these systems are so bad that their medical practitioners cannot have any contact with them, and yet start schools for the teaching of that system. I am sure Government has no intention of declaring to the people that Government is not going to help the Punjabis, the inhabitants of this province, to give instruction in the Ayurvedic or the Unani system of medicine.

"Therefore I ask, Your Honour, that something should be done and that is why I inserted the word 'mere' and left out the word 'practising' "

Hon'ble Khwaja Yusuf Shah :—"I am sure, Your Honour, will allow me a few observations in support of the report made finally by the Select Committee, of which I had the honour to be a member, on the Medical Registration Bill. The Bill is now before the Council for its final consideration before it is passed. The Bill, as was reasonably to be expected, met with several criticism and objections, touching as it did varied interests of the profession. I am sure this Council will find that we gave our very best and sympathetic consideration to such objections. Several of these were, however, discovered to be not up to much and these were consequently passed over. But there were several others, which were better founded and were given due attention to, and I am glad to say that the Select Committee unanimously found it possible to modify the original draft, in the lights of these objections.

"It is only fair to say that the modified Bill is a considerable improvement on its predecessor.

"There is just one point I would venture briefly to touch on in this connection. The committee have not been able to see their way to illustrate the term *infamous conduct* referred to in the final proviso to clause 13 and in clause 16 (2). Our reason for not so doing was not due to any desire on our part to shirk our responsibility. But it has been due to the fact that the recommended constitution of the Medical Council entrusted among other things with the duty of interpreting this term is to be so representative of all interests and so well conversant with the conditions obtaining here, that no possible fear of injustice to any interest being done need be entertained. And there is the further safeguard in the appeal to the Local Government allowed to the aggrieved party under clause 18 of the Bill.

[*Khwaja Yusuf Shah ; His Honour the President.*]

"I hope these few observations will do on the subject and that this Council will be pleased to pass the Bill after due consideration. Different classes of this profession will be represented on this Council, and in my opinion, as most of them will be residents of this country they would know certainly what are the bodies with which the Council can deal harshly or leniently. I therefore consider that it would be simply destroying the object of this Act if the words 'infamous conduct' were defined in any way."

His Honour the President :—"Before the amendment is put to the Council I may say that the explanation given of the action of the Select Committee by the Hon'ble Khwaja Yusuf Shah goes a good way to clear up the matter and, I hope, to remove the misunderstandings which the clause in its present form has given rise to. As the Hon'ble Member has told us, the Select Committee considered whether it was necessary to define infamous conduct. They found it had not been defined in the Statutes and Acts elsewhere and they were confronted with the enormous difficulty of making a definition. Then they realised that they had appointed a very large committee, the majority of these being appointed not by the Government in any way but appointed by the medical profession. This large committee will contain several members resident in this country and these gentlemen will be in a position to know when to apply the definition rigidly and when to consider it in accordance with local circumstances, and in these circumstances it would be out of place for a body like this Legislative Council which, whatever its capacity as a Legislative Council, cannot bind a Council of registered practitioners to attempt to deal with the details of medical professional etiquette. On the whole I am very glad to hear the explanation of the Hon'ble Member because, after the rather lurid picture drawn by the Hon'ble Lala Kashi Ram I was in some hesitation on the subject, but the Hon'ble Member's remarks have gone a good way to reassure me. There is also the appeal to Government, and Government in a matter of this kind would be influenced naturally as much by the general state of feeling of the country as by the more or less technical and professional view of the case taken by the Medical Council. I believe that was what happened in the recent case in Madras. In a way it illustrates that Government can step in if the Medical Council has acted in too severe or summary a manner and I think therefore the picture which the Hon'ble Member has drawn is a bit too highly coloured. It is not the intention of the Act, as he would suggest, that these people who registered under the Act should look upon all people who are not registered as social or moral lepers. Government recognises two classes: medical practitioners who are registered, and it asks that class to lay down rules for the guidance of their brethren in professional matters; and at the same time it recognises another large class, a class many members of which I admit do good work and in whom the people have confidence. Government says: 'We do not want to deal with this class. We do not ask them to register themselves because they do not possess the qualifications which are necessary under this Act, but we do not interfere with them; we let them go their own way and let the registered practitioners go their own way.' The crucial question is this, in the hypothetical case which occurs now and again in practice) of a registered practitioner calling in one of those unregistered or in the converse case of an unregistered practitioner calling in a registered one, would the registered practitioner because of this conduct be looked upon as a sort of moral leper which would necessarily entail the registered practitioner being struck off the list? It was in order to clear up that point, that I asked the Hon'ble Colonel Hendley if co-operation between a registered and a non-registered practitioner necessarily entailed disciplinary action. And the Hon'ble Member has assured us that it does

[*Lala Kashi Ram ; Mr. Parker ; Mr. Craik.*]

not necessarily entail such action. Circumstances may arise which would render such association necessary. But the Hon'ble Member says he cannot define the circumstances in which co-operation would be considered as action requiring disciplinary measures and the circumstances in which no such measures would be justified. I think therefore that after the assurance we have had from the Hon'ble Member in charge of the Bill and also from the Hon'ble Mr. Khwaja Yusuf Shah as to the reasons for the action of the Select Committee, we need not fear the dire results which have been depicted in case this amendment is not accepted. With these remarks I will put the amendment before the Council."

The amendment was put and lost.

The Hon'ble Lala Kashi Ram asked for a division ; votes were counted ; 5 voted in favour of the amendment and 13 against.

The amendment was therefore lost.

The Hon'ble Lala Kashi Ram moved that to clause 16 (2) the following further provision be added: Provided further that the registration of the name of any person shall be refused under clause 13 or the name of any registered practitioner shall be removed only when he has been found guilty by a majority of two-thirds of the members present and voting at the meeting of infamous conduct in any professional respect. He said:—

"This amendment is on the same subject of infamous conduct. In the English cases, if it is shown that a medical man in the pursuits of his profession has done something with regard to it which can be reasonably regarded as disgraceful by his professional brethren of good repute and competency, then it is open to the General Medical Council to say that he has been guilty of infamous conduct in a professional respect. Now this, I submit to Your Honour, implies that his professional brethren should all consider it to be infamous before the man is turned out. The Act as now framed as a matter of fact allows a bare majority of one to rule out a man from the register. Suppose, Your Honour, there are 9 members present, 5 say he is guilty of infamous conduct and 4 say he is not. Then he is turned out by a vote of one member. This does not seem to be covered by the definition here which says that his professional brethren of good repute should declare that it is professional misconduct. I submit that to leave the decision of such a question to a bare majority of one would lead to consequences which probably would defeat the object in view. I submit therefore that in order to enable the Council to strike off a man's name on the ground of misconduct, there should be a large majority which regard the misconduct as professional misconduct ; it should not be in the hands of one man. Of course I would have stated that there should be a unanimous opinion, but in deference to the manner in which the Act was framed, I have simply limited my demand to a majority of two-thirds. And in this respect I submit I am following the Bengal Act. The Bengal Act requires that there should be a majority of two-thirds and there is no reason why in the Punjab a majority of one should be allowed."

The Hon'ble Mr. Parker :—"Might I mention that, if any amendment is to come in, this amendment might be added to section 12 where it is said all questions should be decided by a majority."

The Hon'ble Lala Kashi Ram :—"I have no objection to it being put wherever you like."

The Hon'ble Mr. Craik :—"I have been asked by the Hon'ble Member in charge of the Bill to answer this amendment and I fear I must oppose it. The Hon'ble Mover will see by reference to clause 12 of the Act that 7 forms a quorum for the meetings of the Council. Two-thirds of 7 is nearer 5 than 4,

[*Khwaja Yusuf Shah ; Lala Kashi Ram ; Mr. Parker.*]

we call it 4. The effect of the Hon'ble Member's amendment would be that when the important question comes up whether a registered practitioner should be expelled from the register, the opinion of the minority would in every case prevail. I think that is a *reductio ad absurdum*. In any case, as the decision of the Council is subject to the appeal to the Local Government, I fail to see any necessity for his suggestion."

The Hon'ble Khwaja Yusuf Shah :—" I regret to have to oppose this amendment as well, as no case is, to my mind, made out that a bare majority should not do. Besides I think that the knowledge of each vote having its distinct value will go to give a greater sense of responsibility to each member voting on the subject. It may also be mentioned in this connection that the number of committee voting on the subject has been increased to seven instead of three, which was originally intended. I cannot possibly, Your Honour, understand why this privilege should not be given to a majority. Bengal must have got something special there which has determined them not to follow the ordinary course of business."

The amendment was put and lost.

The Hon'ble Lala Kashi Ram :—" Your Honour, I beg to move that clause 21 or the word 'University' be omitted. Your Honour will see that the universities that are included in this schedule are Bombay, Madras and Calcutta"

The Hon'ble Mr. Parker :—" Can we not take this as read ?"

The Hon'ble Lala Kashi Ram :—" I wanted to place before Your Honour the very high universities the Council had included and I wanted to place before Your Honour the consideration of the fact whether it is at all respectful to those universities that this Medical Council should claim the power of controlling those universities over which we have no power whatsoever. What would be the consequence supposing we called upon say the University of Bristol and asked them to allow some of the members of the Punjab to be present at their examinations? Your Honour will allow that the Council of the Punjab could strike off the name of that University, and suppose it did, what effect would it have? I consider this would be something inconsistent with the dignity of those universities and something which this Council should not do. Probably nobody who has received the degree of Doctor or Bachelor would like those universities to be placed in a position of subordination so to say to the Council which is going to be created under the Act.

" Of course I do not mean any disrespect to this Council, but I certainly consider that it is something bordering on presumption, if we should try to regulate and to make a rule to control the conduct of such highly placed bodies and such eminent bodies which we are not, as a matter of fact, in a position to enforce. If we are not likely to put that into effect in any case, I submit it is much better that that clause should be struck off. In view of these considerations I submit it is not at all dignified or prudent for this Council to insert this clause as it now appears. But if this Council does not agree with me to that extent, then I submit at all events the word university be struck off and the colleges and schools alone left.

" Another reason I have for making this proposal is because I am sure the Council would not be in a position to exercise this function so far as the universities in England are concerned. How far it is needed in the case of the universities in India I do not know. In that case I submit that all the Local Governments have the power to call upon Indian universities to supply any statistics they want and that should be enough to

[*His Honour the President ; Mr. Gracey ; Colonel Hendley ; Lala Kashi Ram ; Mr. Parker ; Mr. Barron .*]

help the Council. The universities as a body should not be placed in a position of subordination to the Council under the Medical Act as it is going to be constituted."

His Honour the President (to the Secretary)—" Will you explain ? "

The Hon'ble Mr. Gracey :—" This clause seems necessary as the Council should have the very necessary power to see that universities, colleges and schools are kept up to the standard which they require."

The Hon'ble Colonel Hendley :—" I think whatever it may look at first sight, it certainly does not amount to any control. As for saying that we put any of these bodies like the English universities under subordination to the Council, I think that is a word that should not have been used by the Hon'ble Member."

The Hon'ble Lala Kashi Ram :—" The wording of the Act is that you claim control and are entitled to strike their names off."

The Hon'ble Colonel Hendley :—" Even if you could do that, you have no control."

The Hon'ble Mr. Parker :—" Why not use the word 'invite.' "

His Honour the President :—" We might use the word 'invite' instead of the expression 'call upon.' Or we might use the word 'request.' "

The Hon'ble Mr. Barron :—" I think these words 'call on' are more suitable than any other. I cannot conceive anyone imagining that the Medical Council of the Punjab would ever think of doing anything contrary to the dignity of the universities in England, Scotland and Ireland. But the clause refers not only to universities but to colleges and schools and it is very necessary for the Council to have the power to call upon them to remain up to the required standard "

His Honour the President :—" I think we might use the word 'request' in both places and the Council would retain its powers. You have to deal with great institutions like the universities in England, and you have also to deal with new bodies which have not attained the dignity and you require to bring them both in to that section. 'Request' would, I think, be the word."

The Hon'ble Lala Kashi Ram :—" Might this not be divided into two sections ? "

The Hon'ble Colonel Hendley :—" No. I should prefer to retain the words 'call on' because our business is principally with local bodies, but I should not object to the word 'request.' "

His Honour the President :—" Will you propose that the word 'request' be substituted for 'call on' and also instead of 'demand' in the second part of the clause ? "

The Hon'ble Colonel Hendley :—" Yes."

The motion was put and agreed to.

His Honour the President :—" The amendment before the Council is that the word 'University' shall be omitted in clause 21.

The amendment was lost.

[*Colonel Hendley.*]

The Hon'ble Colonel Hendley :—" I beg to propose that the Bill as amended be passed."

The motion was put and agreed to.

ADJOURNMENT.

The Council adjourned to Wednesday, the 19th April 1916.

LAHORE :

The 23th March 1916. }

S. W. GRACEY,

Secretary, Punjab Legislative Council.

Abstract of Proceedings of the Council of the Lieutenant-Governor of the Punjab, assembled for the purpose of making Laws and Regulations under the provisions of the Government of India Act, 1915.

THE Council met at the Council Chamber, Government House, Lahore, at 10-30 A.M., on Wednesday, the 19th April 1916.

PRESENT :

HIS HONOUR SIR MICHAEL FRANCIS O'DWYER, K.C.S.I., I.C.S., Lieutenant-Governor, *Presiding*.

The Hon'ble Sardar SUNDAR SINGH, Majithia, Sardar Bahadur.

The Hon'ble Mr JOHN CORNWALLIS GODLEY, C.S.I.

The Hon'ble Khan ZULFIKAR ALI KHAN, C.S.I.

The Hon'ble Mr. CLAUD ALEXANDER BARRON, C.I.E., I.C.S.

The Hon'ble Mr. ALEXANDER HENDERSON DIACK, C.V.O., I.C.S.

The Hon'ble Mr. OSWALD FARQUHAR LUMSDEN, I.C.S.

The Hon'ble Sardar Bahadur Sardar GAJJAN SINGH.

The Hon'ble Rai Bahadur BAKHSI SOHAN LAL.

The Hon'ble Khan Bahadur Khwaja YUSUF SHAH.

The Hon'ble Rai Bahadur RAM SARAN DAS.

The Hon'ble Mr. THOMAS ROBERT JOHN WARD, C.I.E., M.V.O., M.I.C.E.

The Hon'ble Rai Bahadur HARI CHAND.

The Hon'ble Mr. JAMES CURRIE.

The Hon'ble Lala KASHI RAM.

The Hon'ble Raizada BHAGAT RAM.

The Hon'ble Mr. PATRICK JAMES FAGAN, I.C.S.

The Hon'ble Sir PROTUL CHANDRA CHATTERJEE Kt., C.I.E., D.L., LL.D.

The Hon'ble Nawab IBRAHIM ALI KHAN of Kunjpura.

The Hon'ble Mr. EDWIN WOODALL PARKER.

The Hon'ble Mr. HENRY DUFFIELD CRAIK, I.C.S.

The Hon'ble Khan Bahadur Malik MUHAMMAD AMIN KHAN of Shamsabad.

The Hon'ble Mr. STEPHEN WILLIAM GRACEY, I.C.S.

[*Lala Kashi Ram ; Mr. Godley.*]

QUESTIONS AND ANSWERS.

The Hon'ble Lala Kashi Ram asked :—

Unrecognised
Schools.

1. “(a) Has the attention of the Government been drawn to a communicated article in the *Tribune* of the 18th March 1916 entitled ‘The Fate of Secondary Schools in the Jullundur Division?’

“(b) Is it a fact that Mr. Wright, the Inspector of Schools in that Division, has issued a circular ordering that no boy from an unrecognised school shall be admitted to any recognised school except to the class from which such boy left the last recognised school?

“(c) Is the Government aware that the demand for Secondary Education in the Division is much greater than the existing recognised schools can supply and that considerable hardship will be caused to the school-going population by the enforcement of the above circular?

“(d) Will the Government be pleased to order the recall of the circular referred to?

“(e) Will the Government be pleased to adopt definite standards of qualifications in regard to endowment in money or the possession of house property or land which will entitle private Secondary Schools to ready recognition without leaving the matter to the discretion of individual inspecting officers?”

The Hon'ble Mr. Godley replied :—

“(a), (b) and (d).—A circular to this effect was issued by the Inspector of Schools, Jullundur Division, in February of this year, on the advice of a conference of the divisional inspecting officers held at Hoshiarpur. The object was to check the practice resorted to by certain institutions in the Hoshiarpur district, of luring pupils away from recognised schools by promises of class promotion. As a strict compliance with the terms of the Inspector's recommendation was liable to cause hardship in individual cases, the circular was subsequently modified and explained so as to remove occasion for complaint.

“(c) and (e).—The Hon'ble Member will find a detailed account of the less favourable aspects of secondary education in certain parts of the Jullundur Division given in the remarks by the Divisional Inspectors appended to the Education Reports for 1913-14 and 1914-15. The multiplication of secondary schools, if it takes the form of two or three bad schools competing for existence in a small town or village where a single good school should suffice, does not satisfy any educational demand, and is contrary to the interest of parents and pupils. Recognition is freely accorded by the Department to all secondary schools which meet a demand or have any possibility of good in them, Government sees no reason why a property qualification should entitle a school to be recognised, without information as to the competence of the staff and the value of the instruction.”

The Hon'ble Lala Kashi Ram asked :—

Standard of
promotion in
schools.

2. “(a) Will the Government be pleased to state if it is a fact, as stated in the article referred to in question No. 1, that the standard of promotion as laid down by Mr. Wyatt has been raised in the Jullundur Division from 33 per cent. in each subject or 40 per cent. in the aggregate, with not less than 25 per cent. in any, to 40 per cent. in English and 33 per cent. in all other subjects with 40 per cent. in the aggregate?

“(b) “Will the Government be pleased to state if it is a fact that last year, viz., 1915, the Inspector of Schools on the recommendation of the Divisional Educational Conference reduced the pass percentage for the primary schools

[*Lala Kashi Ram ; Mr. Godley.*]

and departments from 50 to 40 per cent. ? If the reply be in the affirmative, then is it a fact that this year the new Inspector of the Division has again raised it to 50 per cent. ?

"(c) Will the Government be pleased to consider the desirability of fixing throughout the Province a uniform standard for percentage of pass marks in School Examinations for purpose of promotion ?"

3. "(a) Will the Government be pleased to state if it is a fact that Mr. Bell, the late Director of Public Instruction, issued a circular abolishing individual examination of boys by Inspectors of Divisions and giving the Head Master a free hand in making promotions from class to class, subject to the condition that the Inspectors of Schools might examine a class collectively and disallow any promotion injudiciously given ?

"(b) Is it a fact that the Inspectors of Schools have been issuing circular memos. prescribing standard of pass percentage and even ordering the submission of results to them before they are published or acted upon ?

"(c) Is it a fact that these circular memos. in different Divisions lay down different standards and pass percentages and that it is possible for a boy to pass in one Division while he may be debarred from promotion according to standing orders in another Division ?

"(d) Will the Government be pleased to lay on the table Mr. Bell's circular, if any, on the subject and all circular memos. issued by Inspectors of Schools subsequent to that circular."

The Hon'ble Mr. Godley replied :—

"Questions 2 and 3, both of which refer to class promotion in schools, may conveniently be answered together. Promotions from class to class are made by Head Masters, subject to the check of the inspecting officers. That is to say, an inspecting officer may and should intervene if he finds that there is laxity in this respect, and he is at liberty to issue such recommendations as may be necessary to guard against promotions being given without due discrimination. No circular has ever been issued by the Director prohibiting the Inspectors from examining individual pupils if they see fit to do so, and in view of the fact that the inspection of a school involves some sort of testing of the pupils' progress, it is difficult to understand how such an order is conceived to be possible. A circular was issued in 1906 abolishing the individual examination of pupils by the Assistant Inspectors for the award of Upper Primary certificates : if this is what the Hon'ble Member alludes to, he has entirely misapprehended its meaning. The Lieutenant-Governor does not think that any useful purpose would be served by instituting the minute enquiry suggested as to percentages of marks and instructions issued by the different inspecting officers on the subject. Marks, as the Hon'ble Member is doubtless aware, represent merely an attempt to assign a numerical value to the attainments of a pupil, and variations of standard in marking are not necessarily removed by orders fixing percentages. Such information, however, as is available shows that the percentages adopted as a standard in the Jullundur Division are not higher than those obtaining elsewhere, and that there is practical uniformity in this respect throughout the province."

The Hon'ble Lala Kashi Ram asked :—

4 "Will the Government be pleased to state if according to the Punjab Education Code the whole month of April was allowed to a boy for change of school in the same station ? If so, is it a fact that Mr. Wright issued orders restricting the exercise of this right to the 25th April at the same time ordering the closing of schools from the 2nd to 12th, both days inclusive, thus leaving about 9 or 10 working days for a boy to change his school excluding Sundays and other holidays ?" Change of schools.

[Mr. Godley ; Lala Kashi Ram.]

The Hon'ble Mr. Godley replied :—

"The answer to the first part of the question is in the affirmative. With regard to the second part, the Inspector of Schools, Jullundur Division, has advised headmasters to fix the 25th April as the latest date for admission in ordinary cases, so that the classes may begin work without unnecessary delay. The orders do not preclude the admission of pupils after that date if there are special reasons for their presenting themselves late. The period from the 3rd to the 12th April has been recommended by the Inspector for the spring holiday in schools, but this is not adopted in all cases, and even if it were a rule, sufficient time would be left for the transfers of pupils."

The Hon'ble Lala Kashi Ram asked :—

Extensi on
of Primary
Schools.

5. "(a) Has the attention of Government been called to a question asked by the Hon'ble Mr. Surenranath Banerji at the meeting of the Imperial Legislative Council on the 24th March 1916 with reference to the quinquennial programme of the expansion of Primary Schools? Will the Government be pleased to lay on the table the correspondence referred to therein by the Member for Education in his reply in so far as it relates to this Province?

"(b) Will the Government be pleased to lay on the table a similar programme of expansion for the ensuing triennial period?

"(c) If no such programme has been drawn up, will the Government be pleased to consider the desirability of drawing up one as indicated by the Hon'ble Sir Harcourt Butler?"

The Hon'ble Mr. Godley replied :—

"The Hon'ble Member seems to have misread the question asked by the Hon'ble Mr. Surenranath Banerji in the Imperial Legislative Council. No reference was made in it to a quinquennial programme of expansion, and the three years mentioned date from 1913, not from the present year.

"In 1911 a scheme for the extension of primary education in the province during the five years ending in 1917 was prepared at the request of the Government of India. The scheme gave a rough estimate of the number of primary schools for boys which could be opened in the period, if grants were sanctioned for the purpose from imperial revenues. It was proposed to raise the number of such schools from 3,217 to about 6,000, with proportionate additions to the training institutions and the inspecting staff, besides strengthening the teaching staff of the existing schools and raising teachers' salaries. Details were given of the expenditure which would be involved, and it was estimated that the recurring grant from imperial revenues, which would be required if the scheme were to come into force, would amount to nearly ten lakhs by the close of the period.

"In 1913 a second set of estimates was asked for and supplied, covering all educational requirements, including the expansion of elementary education, for the three years ending in 1915-16. Both schemes were merely hypothetical programmes, intended to show how funds, if provided on a sufficiently liberal scale, could be utilised on educational objects in the province.

"The full correspondence on the subject can be shown to the Hon'ble Member if he wishes to see it."

Supplementary question by the Hon'ble Lala Kashi Ram :—

"With Your Honour's permission I should like to ask a supplementary question.

[Mr. Godley ; Lala Kashi Ram.]

I wish to know if it is a fact, as given in the papers, that the programme of the expansion of primary education in the Punjab was the addition of 500 new schools a year in the Province, so far as the Punjab is concerned, as stated in the *Tribune* of 11th April."

The Hon'ble Mr. Godley :—

"I understand the Hon'ble Member to ask whether the original programme for expansion of primary education contemplated the addition of 500 new primary schools a year. That is approximately correct."

The Hon'ble Lala Kashi Ram asked :—

6. "Will the Government be pleased to state if it is a fact that about two years ago the municipal committee of Ferozepore started a free Primary School for the benefit of the depressed classes which is now objected to by the Inspecting Officers? Will the Government be pleased to state if according to the Punjab Educational Code or the policy of the Government the imparting of the free primary education by private aided or recognised schools or by municipalities or by district boards is prohibited, and if the reply to the question be in the affirmative, will the Government be pleased to reconsider their position in view of the public demand for free primary education?"

Free primary school for depressed classes.

The Hon'ble Mr. Godley replied :—

"The Hon'ble Member appears to have misunderstood the circumstances of this case. The school in question was criticised by the inspecting officer not because it was a free school for children of the depressed classes, but because it was not fulfilling its professed object, only three out of the 28 pupils being low-caste children; and also because the building was unsuitable, the surroundings unhealthy, and the instruction bad. There are four low-caste schools in the district, all of them imparting education free of charge. The rules regarding fees to be ordinarily levied in Government, board and aided schools will be found in articles 108-120 of the Education Code. Vernacular primary education is free for the children of agriculturists, village *kamins*, and parents who are too poor to pay fees; others are charged fees ranging from one anna to five annas per month in Government and board schools, according to the class in which the pupil is studying. Exceptions are allowable under Article 117 in the case of particular schools or classes of schools or pupils."

Supplementary question by the Hon'ble Lala Kashi Ram :—

"With Your Honour's permission I should like to ask a supplementary question."

"I want to know the clear position of the Government, whether the Government, according to its policy, would not allow a gentleman charitably disposed to open a free school for the imparting of primary education irrespective of the means of the persons who may come for education there."

The Hon'ble Mr. Godley :—

"I understand the Hon'ble Member to ask whether the policy of Government is to permit anybody who wants to open a free school to do so."

The Hon'ble Lala Kashi Ram :—

"Irrespective of the means of the persons who may come for education."

The Hon'ble Mr. Godley :—

"The fees chargeable in all schools are governed by the Educational Code, but if necessary exceptions can be made under the rule quoted in the question."

[*Lala Kashi Ram; the President; Mr. Lumsden.*]

The Hon'ble Lala Kashi Ram :—

"With Your Honour's permission I beg to ask a supplementary question which is applicable to questions (1), (2), (3), (4) and (6) on this subject, and that is—If the Inspector of a circle is competent to pass orders on matters involving principles which are applicable to the whole Province?"

His Honour the President :—

"The supplementary question raises a wide issue, and I think notice should be given of it."

The Hon'ble Lala Kashi Ram asked :—

Applications
by non-gazet-
ted officers of
superior Ser-
vice for com-
mutation of
pension.

7. "(a) In continuation of my question No. 45 at the meeting of this Council on the 13th March last, will the Government be pleased to lay on the table a statement showing the number of applications in each year since 1911-12 received from non-gazetted officers of the superior service for commutation of pension and the number accepted?"

"(b) Is it a fact that the reasons for granting or rejecting such applications are not uniform and are not clearly understood by the officials concerned?"

"Will the Government be pleased to lay on the table a copy of the rules which regulate the granting of these commutation allowances and to have them published for general information?"

The Hon'ble Mr. Lumsden replied :—

"A statement giving the information required by the Hon'ble Member is laid on the table.

"2. Before sanctioning commutation of a portion of a pension Government is required by rule to satisfy itself that commutation will be to the distinct and permanent advantage of the pensioner or his family. Each application has therefore to be scrutinized on its own merits, and it has not so far been found possible to lay down any general principles of universal application to determine whether commutation should be granted or not.

"3. A copy of the rules governing commutation of pensions is laid on the table. The rules are already printed in Appendix 10 of the Civil Service Regulations to which all officers have access."

Statement showing the number of applications received from non-gazetted officers of the superior service for commutation of pension and the number accepted in the years 1911-12 to 1915-16.

Financial year.			Applications received.	Applications accepted.
1911-12	...	...	2	2
1912-13	...	...	2	1
1913-14	...	...	31	17
1914-15	...	...	39	18
1915-16	...	...	47	21

[*Lala Kashi Ram ; Mr. Lumsden ; Mr. Barron.*]

The Hon'ble Lala Kashi Ram asked :—

8. "Will the Government be pleased to state in how many municipal committees the right of election was taken away since the year 1890 and for what reasons and in how many municipal committees the number of elected members reduced since that year and for what reasons?"

Right of election in Municipalities.

"Has any opportunity been given to the municipal committees concerned in each case to show cause against the order before the order of Government was passed against them."

The Hon'ble Mr. Lumsden replied :—

"Since 1890 the right of election has been withdrawn in the case of the following nine municipalities :—Hissar, Bhiwani, Ballabgarh, Shahabad, Simla, Dinanagar, Sahiwal, Hazro and Pakpattan. In the case of Simla the change was made for special administrative reasons as explained in the answer given to the Hon'ble Rai Bahadur Shadi Lal at the meeting of this Council held on 19th September 1913. In the case of all the other municipalities with the possible exception of Shahabad, the right of election was taken away because of continued maladministration due either to religious animosities and faction feelings or to the misconduct of the elected members. The right has recently been restored in the case of Hissar. It may be added that in four of the cases in which the withdrawal of the right was due to misconduct, the change had the support of the residents in the town.

"During the period the number of elected members has been reduced in 9 municipalities. In the case of Palwal the reduction is of a casual and probably temporary nature. In the cases of Karnal, Panipat and Multan the members were reduced in the hope of expediting the disposal of business, in the remaining cases the change was brought about owing to the lack of suitable candidates or the continued indifference of elected members to their duties.

"The answer to the second part of the question is in the negative. The orders of Government in administrative matters of this nature are, as the Hon'ble Member must be aware, not passed without full consideration of all aspects of the case."

The Hon'ble Lala Kashi Ram asked :—

9. "With reference to item No. 1 in the statement of re-appropriations appended to the Financial Statement, will Government be pleased to state the names of the newspapers purchased, the number of copies of each of the newspapers so purchased, the amount paid to each and the period for which the payment has been made and how the copies so purchased have been disposed of? Is Government aware that owing to this form of State patronage to some newspapers the circulation of others has been considerably affected? In view of considerable dissatisfaction in the independent section of the Press will the Government be pleased to consider the desirability of discontinuing this form of indirect subsidy to certain newspapers?"

Number of newspapers purchased by Government.

The Hon'ble Mr. Barron replied :—

"Soon after the outbreak of the war Government received many indications of a widely expressed demand for the circulation of early accurate information regarding the progress of events. In preference to starting a newspaper or War-bulletin of its own, Government decided to subscribe for and distribute a certain number of copies of existing newspapers which could be relied upon to furnish prompt and trustworthy news based on Reuter's daily cables, the Secretary of State's daily telegram to the Viceroy and similar reliable sources to counteract the wild and unfounded rumours that were being circulated orally and in print and often finding credence in the countryside.

[Mr. Barron ; Lala Kashi Ram ; Mr. Ward.]

"The newspapers selected were those which were in the best position to furnish early and authentic news, viz.—the *Civil and Military Gazette* for distribution to Colleges, Schools and Tahsils, the *Bulletin* from September 1914 to March 1915 only for distribution to District Officers and Tahsils, and the *Fauji Akhbar* for distribution to Zaildars and retired native officers of the Indian Army. Considering the importance and urgent necessity of the measure and the fact that the total amount expended during the year in the dissemination of true war news was less than Rs. 18,000, I do not propose to weary the Council with a recital of all the details asked for in the question. The total payments during the last financial year were in round figures—

	Rs.
<i>Fauji Akhbar</i>	12,300
<i>Civil and Military Gazette</i>	5,600

"Government is not aware that the distribution adopted has affected to any appreciable extent the circulation of other newspapers, and so long as the necessity exists is not prepared to discontinue a measure which it believes is widely appreciated and is productive of much good to the public generally."

The Hon'ble Lala Kashi Ram asked :—

Sub-Overseers' grievances on their superiors by unqualified men of their class.

10. "Will the Government be pleased to state if their attention has been invited to a letter headed 'Sub-Overseers' grievances,' published in the *anjabe* of 5th January last, and is it a fact as stated therein that unqualified and other Sub-Overseers have frequently been promoted to Overseerships in preference to experienced Sub-Overseers in the service of the Department who have passed as Overseers?"

"Is it also a fact as stated in that letter that newly passed Overseers from Roorkee and other colleges are frequently preferred to old and experienced Sub-Overseers from similar institutions?"

"Will the Government be pleased to state if they do not consider that the practice involves injustice to the claims of this class of Government servants, and, if so, will they consider the advisability of removing the grievance in any manner they consider best?"

The Hon'ble Mr. Ward replied :—

"The attention of the Chief Engineer, Irrigation Works, Punjab, was drawn to the letter in question. In making promotions from the Lower to the Upper Subordinate Establishment, no preference is given to Sub-Overseers who have not passed the Overseer examination. Out of a total cadre strength of 348 Lower Subordinates, there are but 11 men who have passed the Overseer examination, and the names of the senior men are considered along with those who have not passed the Overseer examination. Selection is made according to the relative merits of the men recommended for promotion."

"With reference to the second part of the question, the Upper Subordinate Establishment is primarily intended for qualified students of the Upper Subordinate class. Beyond those gaining guaranteed appointments no newly passed Overseers are brought on direct to the permanent establishment. Only a certain number of temporary Upper Subordinates who by their work have proved their worth are brought on to the permanent establishment. At present promoted Lower Subordinates hold no less than one-third of the posts in the Upper Subordinate Establishment."

[*Mr. Ward ; Lala Kashi Ram ; Mr. Craik ; Mr. Barron ; Mr. Diack .*]

" Government does not consider it necessary to alter the existing procedure of recruitment, which is in conformity with the rules of the Department and involves no injustice either to Sub-Overseers generally or to Sub-Overseers holding Overseer's certificates in particular."

The Hon'ble Lala Kashi Ram asked :—

11. "With reference to my question No. 53 at the meeting held on the 13th March last, in connection with compensation to Hindu sufferers in Jhang and Muzaffargarh dacoities, will Government be pleased to state whether they accept the principle underlying the grant of compensation to Muslim sufferers in Candy and Colombo riots as embodied in the despatches lately published by the Home Government in the Blue Book (C. D. 8167) presented to Parliament in January last?"

Compensation to Hindu sufferers in Jhang and Muzaffargarh dacoities.

The Hon'ble Mr. Craik replied :—

" Government has no knowledge of these despatches which deal with a matter outside the Indian Empire. The principle referred to has not hitherto been accepted in this Province or as far as is known in any part of British India and would involve legislation which Government as at present advised is not prepared to recommend. In his speech made at Jhang in December last, the Lieutenant-Governor pointed out that the district, having been proclaimed as disturbed under section 15 of the Police Act, any further losses accruing from crimes of violence could be made good by a levy on the inhabitants under the provisions of section 15-A of the Act."

The Hon'ble Lala Kashi Ram asked :—

12. "Will the Government be pleased to have the statistics regarding recruitment asked for in my question No. 46 at the meeting held on 13th March prepared and lay the same on the table?"

Statistics of recruitments for the war.

The Hon'ble Mr. Barron replied :—

" Recruiting statistics are maintained not by the Punjab Government but by the Army, and the classification adopted by the Army differs, as was explained to the Hon'ble Member at the last meeting of this Council, from that which he proposes. It has been ascertained that his proposed classification goes far beyond any available figures or returns, and it would be impossible to make a re-classification on his lines without an amount of research and labour that would be incommensurate with the value of the result it would yield. Statistics are however being compiled, as will appear from the answer to a subsequent question on the same subject, giving details of recruiting by districts since the war began, and will be placed on the table when available."

The Hon'ble Lala Kashi Ram asked :—

13. "With reference to question No. 47 asked by me in March relating to the quantity of land held by Arains and Kambohs in the year 1901 and 1915 and the reply thereto given by the Hon'ble Mr. Diack, will the Government be pleased to supply the information asked for from classifications made in each district at settlements prior to the year 1900 and those for the same districts at settlements made after that year?"

Statistics of land held by Arains and Kambohs in each district prior and subsequent to 1900.

The Hon'ble Mr. Diack replied :—

"Only partial information is available. Complete information could only be obtained by a lengthy enquiry in each district and Government does not consider the results obtained from it would be worth the trouble and cost of making it."

[*Lala Kashi Ram; Mr. Craik; Mr. Ward.*]

The Hon'ble Lala Kashi Ram, asked :—

Number of cases involving remission of sentences of forfeiture of property in Lahore conspiracy case : value of such property. Provision for maintenance of dependents of convicts on whom such sentences stand.

14. "Will the Government be pleased to state in how many cases sentences of forfeiture of property in the Lahore Conspiracy Case have been cancelled by Government, what is the value of the property graciously restored by Government to the wives and children of the convicted? Will the Government be pleased to state what provision if, any, has been made for the maintenance of the women and children of such convicted men in whose case any such sentences of forfeiture have been allowed to stand?"

The Hon'ble Mr. Craik replied :—

"Sentences of forfeiture of property were passed on 52 of the prisoners convicted in the Lahore Conspiracy Case, but the sentences were remitted in 21 cases. Government has as yet no knowledge of the value of the property effected by the orders of forfeiture, but enquiries will be made. No provision has been made for the dependents of those convicts on whom sentences of forfeiture have been allowed to stand, but Government will be prepared to consider individual cases in which the enforcement of the order would cause serious hardship to the immediate dependents of the men convicted."

The Hon'ble Lala Kashi Ram asked :—

Mangla Head Works of Upper Jhelum Canal.

15. "(a) Has the attention of the Government been called to the 2 editorial notes in the *Tribune* of the 2nd March 1916 and 1st April 1916 and to a similar editorial note in the *Civil & Military Gazette* of 30th March 1916 on the Mangla Head Works of the Upper Jhelum Canal?"

"(b) Is it a fact, as mentioned by the *Englishman* of Calcutta, that by the abandonment of the Chaugar site Government has saved only 11 lakhs of rupes and that the head of the river might in course of time erode, shoals of shingle might be deposited in the front of the Regulator, all sorts of things might happen to threaten the security of the canal supply, and whether Mr. Egerton Purves was opposed to the risk?"

"(c) Will the Government be pleased to state what may be the approximate annual recurring expenditure for repairs of likely slips at Mangla to which the note in the *Civil & Military Gazette* refers?"

"(d) Will the Government be pleased to lay on the table a copy of Mr. Purves' report on the merits and demerits of the two sites, namely, Mangla and Chaugar?"

The Hon'ble Mr. Ward replied :—

"The facts in the article in the *Civil and Military Gazette* of 30th ultimo were supplied by the present Chief Engineer and show that Mangla was selected for the Headworks after mature consideration of the relative merits of Mangla and Chaugar. Government is satisfied that the decision was a wise one.

"Since Mr. Purves, who designed and built this work, was employed successively as Executive, Superintending and Chief Engineer his investigations and reports cover a period of some 10 years and are unsuitable for placing on the table; there is no reason to fear erosion or shoaling nor is there likely to be any unusual recurring expenditure other than was to be anticipated in so big a cutting."

The Hon'ble Lala Kashi Ram asked :—

Invitation of offers from agriculturists and non-agriculturists in case of sale of land by agriculturists.

16. "Is the Government now in a position to supply the information asked for by me in question No. 48 at the meeting of 13th March last?"

"If the reply to the above question be in the affirmative will Government consider it advisable to direct that the procedure adopted by the Deputy Commissioner of Ferozepore in the Sukhuke case be followed generally through-

[*Mr. Diaçk; Lala Kashi Ram; His Honour the President; Rai Bahadur Ram Saran Das; Mr. Craik.*]

out the province and to provide that in case of sales of land by agriculturists offers should be invited from agriculturists as well as non-agriculturists."

The Hon'ble Mr. Diaçk replied :—

"It has been ascertained that a case occurred in Ferozepore in which the facts were substantially, as stated in question No. 48, put by the Hon'ble Member at the last meeting of this Council.

"In disposal of the case the Deputy Commissioner exercised the discretion given him by paragraph 37 of the Land Administration Manual. It is there provided that sanction should not be given unless the Deputy Commissioner is satisfied of two things—(a) that the transfer is really advantageous to the vendor and his family, and will leave them with sufficient land for their maintenance, if they are mainly or entirely dependent on their land, and (b) that no member of an agricultural tribe included in the same group as the vendor is ready to offer a fair price for the land. In the case in question the two vendors were left with 51½ acres of land after the sale, and the sale enabled them to clear off a debt. Their tribesmen were prepared to pay Rs. 225 an acre but not more, and the Deputy Commissioner sanctioned the sale to the non-agricultural vendee who offered Rs. 400 an acre. If the Deputy Commissioner was satisfied of the genuineness of the transaction he merely exercised his ordinary powers in sanctioning it, and it is open to any other Deputy Commissioner in the Province to follow the same course in similar circumstances.

The Hon'ble Lala Kashi Ram :—"I did not properly hear the answer to the question in regard to private enterprise in matters of education, and it is with that view that I request Your Honour to permit me one question on that subject again, and that is, 'is it the intention of Government that private enterprise in education in the Jullundur Division should be confined to the expansion of primary education, and that middle schools should not be started by private enterprise?'"

His Honour the President :—"This does not seem to me a supplementary question, but raises a new issue. Notice had better be given of it."

The Hon'ble Lala Kashi Ram :—"On the same subject I have another question, and that is, will the Government be pleased to make the restrictions for middle schools less strict than those for high schools since middle schools do not prepare students for any University examination?"

His Honour the President :—"I think the same objection applies. It is hardly a supplementary question. It does not arise out of the previous questions, nor the answers given."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

17. "In His Honour's review of the Report on the Administration of Criminal Justice in the Punjab for the year 1914, the Lieutenant-Governor remarked that he had 'sanctioned a searching enquiry into the distribution of the Police throughout the Province and an officer had been placed on special duty for the purpose.' Will Government be pleased to inform this Council of the result of the above enquiry and action taken thereon?"

Enquiry into the distribution of the Police in the Punjab.

The Hon'ble Mr. Craik replied :—

"The enquiry referred to by the Hon'ble Member was undertaken with a view to readjusting the distribution of the Police over the Province in the light of the developments which have occurred during the last thirty years. The enquiry has shewn that in some districts and areas the criminal record, Police duty

[Mr. Craik; Rai Bahadur Ram Saran Das; Mr. Fagan.]

and other features justify a reduction of the force employed, while in others the reverse is the case. The net result is, *i. e.*, reduction of 34 Inspectors, 45 Sub-Inspectors, 847 Constables and an increase of 131 Head Constables. This will involve savings in pay of personnel to the extent of Rs. 2,00,000 per annum, which will be utilised to meet the cost approximately 5 lakhs and raising the pay of Constables and Head Constables.

"Orders are issuing for permanent reductions of establishment to this extent. At the same time, although the permanent sanctioned strength of the force will be reduced, it is not proposed to carry the reductions into force for some months to come owing partly to recruiting difficulties and shortages and partly to the fact that the abnormal conditions produced by the war require the maintenance of the force on a more substantial footing than in normal times."

The Hon'ble Rai Bahadur Rām Saran Das asked :—

Export of
bones.

18. "What is the quantity and estimated value of bones yearly exported from the Punjab? Are the Government aware that certain scientific agriculturists of the Punjab have found bones to be a very productive and useful manure? Under the circumstances will Government be pleased to consider the advisability of prohibiting the export of bones from this Province?"

The Hon'ble Mr. Fagan replied :—

"Figures for the export of bones from the Punjab are not available. Probably most of the bones exported from Karachi come originally from the Punjab. The exports from the port of Karachi have been—

		Quantity in tons.		Value in pounds. £
1909-10	...	22,883	...	95,821
1910-11	...	18,436	...	77,396
1911-12	...	27,702	...	128,085
1912-13	...	36,816	...	185,692
1913-14	...	25,606	...	134,906

The stoppage of the export of bones will be useful to the Province only if—

- (1) bone-meal is proved to be financially profitable as manure, or
- (2) super-phosphates can be manufactured cheaper locally than they can be bought.

The Agricultural Department has been trying bone-meal as manure on *barani* wheats for the last three years, and super-phosphate was also tried last year at Gurdaspur, both on the *chahi* and *barani* wheats. The results so far obtained are not encouraging, as there was hardly any margin of profit.

A new series of experiments is proceeding, and if those experiments establish the two propositions stated above the question of controlling the export of bones from this Province would merit the consideration of Government, but nothing can be said until the final results of the experiments are known.

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Reclamation
of alkali
lands.

19. "What is the estimated acreage of *killarhi* land in the Punjab? Will Government be pleased to state whether they have received the final report of the Agricultural Chemist whose experiments for the reclamation of *alkali* land are reported to have proved successful? If so, do they propose to publish copies of the same and sell them broadcast in the affected areas at a nominal price?"

[Mr. Fagan ; Rai Bahadur Ram Saran Das ; Mr. Lumsden.]

The Hon'ble Mr. Fagan replied :—

"The figures regarding the acreage of *killarathi* land are not available, but the area is very considerable. The final report of the Agricultural Chemist regarding the reclamation of *alkali* land referred to by the Hon'ble Member is not yet ready: when published it will be made widely available to the public."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

20. "Is it a fact that certain district boards of the Province do not work up to their budget estimates of expenditure, and consequently their cash balances run very high. Will Government be pleased to suggest to them to proceed with their programmes of improvement, especially in the matter of rural sanitation and medical relief?"

Unexpended balances of the District Boards' budget estimates.

The Hon'ble Mr. Lumsden replied :—

"I would invite a reference to paragraph 12 of the Review on the Working of District Boards in 1914-15, in which the question of unexpended balances is briefly discussed. Some special allowance must, however be made for the difficulties experienced owing to the war of obtaining machinery and other imported articles, and the consequent delay in the carrying out of projects."

"It is the policy of Government to leave district boards as free a hand as possible as to the disposal of their income, and it is not proposed, therefore, to take the action suggested by the Hon'ble Member. I may mention, however, that the attention of district boards is being called to the resolution recently accepted by the Government of India on the subject of rural sanitation."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

21. "Will Government be pleased to lay a statement on the Council table showing the loans issued for the payment of land revenue by Co-operative Credit Societies in the Punjab during each of the last five years?"

Loans by Co-operative Credit Societies for payment of land revenue.

The Hon'ble Mr. Fagan replied :—

"Figures are not available and could not be obtained without a lengthy and elaborate enquiry. In the Society's books the word *Moamala* is used to cover rent and lease money as well as land revenue due to Government."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

22. "Have the Registrar of Joint Stock Companies and the Director of Industries in the Punjab offered any proposals for Government assistance to the Weavers' Co-operative Societies which have been 'severely affected by the prevailing financial depression and the rise in the price of dyes'? If so, what steps have Government been pleased to take in the matter."

Government assistance to Weavers' Co-operative Societies.

The Hon'ble Mr. Fagan replied :—

"Government has been asked to continue for a further period the exemption from interest on the loan of Rs. 4,000 originally granted to Weavers' Societies in 1912. This loan was to be free of interest for three years so that the first payment of interest fell due in March last. The question is still under consideration."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

23. "How many municipalities and district boards in the Punjab employ female Sanitary Inspectors and midwives who go about in the areas under their charge and offer advice and help to women folk in the prevention of infantile mortality? Further, will Government be pleased to state whether they are prepared to suggest to all such local bodies where infantile mortality is high, the advisability of the employment of such competent female agency?"

Employment of female Sanitary Inspectors by municipalities and district boards.

[*Mr. Craik ; Rai Bahadur Ram Saran Das ; Mr. Diack.*]

The Hon'ble Mr. Craik replied :—

" A Lady Health Visitor is employed by the Lahore Municipality.

" Midwives are employed by 30 municipalities and 9 district boards.

" The introduction of Women Sanitary Inspectors into the cities of the Punjab would no doubt be a useful measure, but a practical difficulty which forms a bar is the paucity of educated women available for medical training. On account of the meagre supply of trained women there are at present several posts unfilled in the Medical Department, but ways and means are being considered by which a larger number of Indian women may be induced to enter the medical and sanitary professions. Endeavours are also being made to increase the number of midwives working under municipalities and district boards. Special courses of instruction for the improvement of those already so working will be held during the course of the coming summer.

" District boards and municipalities have been asked to support a scheme to provide more of these women trained on lines which it is considered will increase their usefulness. There is here, however, a large field for private generosity, and if Indian gentlemen who understand the benefits of sanitation in the home and the necessity for the skilled care of children, would come forward and endow stipends for the training of Indian women in such matters Government would welcome their co-operation in this matter. Until properly qualified women in sufficient numbers are available, Government does not consider it advisable to make any further suggestions to local bodies regarding their employment in connection with infantile mortality."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Enhanced
assessment
of urban
lands in
Lahore Dis-
trict.

24. (a) Has the attention of the Government been drawn to the fact that in the recent land revenue settlement of Lahore District, assessments on urban non-agricultural lands have been increased considerably?

(b) Will the Government kindly inform this Council on what principles have these enhanced assessments been made?

The Hon'ble Mr. Diack replied :—

" (a) The enhanced assessments of urban lands in Lahore have been imposed with the approval of Government.

(b) The enhancement in the case of bungalow sites is from Rs. 5, the rate imposed at the previous settlement to Rs. 10 an acre now, which, in view of Lahore rents, cannot be regarded as anything but low. The remaining urban land referred to was at the previous settlement assessed to land revenue as either arable or pastoral land, but has since been built over or otherwise converted to urban uses and yields a much higher income to its proprietors than it did when applied to agricultural purposes. The land revenue has therefore been considerably enhanced, but by no means in proportion to the increase in the net assets of the proprietors. In calculating those assets care has been taken to leave out of account profits due to the use of capital and machinery, or to anything but the land itself. Even so, the new demand is estimated to be only 8 per cent. of the actual net assets, and to be the equivalent of not more than 2ths of what the land might have been assessed to pay if it were still under the plough."

The Hon'ble Rai Bahadur Ram Saran Das :—" Your Honour,—I beg to ask a supplementary question, viz., whether those sites which have been assessed will be liable to income-tax."

[*Mr. Diack; Rai Bahadur Ram Saran Das; His Honour the President; Mr. Godley; Mr. Craik.*]

The Hon'ble Mr. Diack:—"I am afraid not; it is already land revenue."

The Hon'ble Rai Bahadur Ram Saran Das:—"What I mean is the income from the land on which assessment has been made, will that income be liable to income-tax?"

The Hon'ble Mr. Diack:—"It is a very nice question of distinction between the income which is derived from the land and that which is derived by the use of machinery of whatever is constructed thereon."

The Hon'ble Rai Bahadur Ram Saran Das:—"I understand the additional assessment has been made on consideration of the higher income derived by the building or other machinery put on the site."

His Honour the President:—"I gather the Hon'ble Member to say that though the revenue has been considerably increased, it is still less than the enhancement which would be justified considering the land is devoted to purely agricultural purposes."

The Hon'ble Mr. Diack:—"That is so."

The Hon'ble Rai Bahadur Ram Saran Das asked:—

25. "In order to promote Industrial Education will the Government kindly say whether they consider it advisable to appoint a separate Inspector for looking after Industrial Education in the Province?"

Advisability of appointing a separate Inspector for Industrial Education in the Punjab.

The Hon'ble Mr. Godley replied:—

"The inspection of Industrial Schools in the Province is at present carried out by the Principal and the Vice-Principal of the Mayo School of Industrial Art. Government does not consider that there is sufficient work as yet to justify the appointment of a full-time officer for the purpose."

The Hon'ble Rai Bahadur Ram Saran Das asked:—

26. "Has the attention of the Government been drawn to the resolution moved by Mir Asad Ali in the Imperial Legislative Council recently and accepted by the Government of India regarding the encouragement of Unani and Ayurvedic System of Medicine."

Resolution by Mir Asad Ali in the Imperial Council.

"(b) In view of the above fact will the Government consider the advisability of issuing instruction to the authorities concerned for excluding from the definition of infamous conduct co-operation between practitioners of Allopathic and Eastern Systems of Medicine."

The Hon'ble Mr. Craik replied:—

"The answer to the first part of the question is in the affirmative, and, at the request of the Government of India, information is being collected as to the conditions under which the Unani and Ayurvedic Systems of Medicine are being taught and practised in the Punjab."

"As regards the second part of the question Government is not, as at present advised, prepared to issue any such instructions. The matter will be one for the Medical Council, when constituted, to take into consideration."

[*Rai Bahadur Ram Saran Das ; Mr. Barron ; Mr. Lumsden ; Mr. Craik.*]

The Hon'ble Rai Bahadur Ram Saran Das, asked :—

Proposal of
raising the
status of
Munsiffs in
the Punjab.

27. "In order to raise the status of Munsiffs in the Punjab and to bring the Civil Judicial Administration in this Province in line with that prevailing in the Regulation Provinces will the Government consider the advisability of making Munsiffs members of the Provincial Service and to thus enable them to rise to the posts of Subordinate, Additional or District Judges without having to undergo the necessity of becoming Extra Assistant Commissioners ?"

The Hon'ble Mr. Barron replied :—

"There seems to be some confusion of ideas underlying the Hon'ble Member's question. Munsiffs in the Punjab are members of the Subordinate Judicial Service graded like the Tahsildars who compose the subordinate executive service, in three grades on salaries of Rs. 175, Rs. 200 and Rs. 250 per mensem. The proposal appears to amount to the abolition of the class of judicial officers in the Provincial Civil Service called Subordinate Judges, who in their two grades on Rs. 400 and Rs. 300 per mensem correspond to the higher grades of Munsiffs in other Provinces, and calling them Munsiffs. Apart from the questions whether there would be any advantage in this, or whether the officers concerned would appreciate the change, I may remind the Hon'ble Member that there are a large number of Subordinate Judges who have never been Munsiffs, but have entered the Judicial Branch of the Provincial Civil Service through the 7th grade of Extra Assistant Commissioners, the avenue through which Munsifs and Tahsildars alike attain promotion from the Subordinate to the Provincial Service. The system is an elastic one, and has worked well ; it has this further advantage, that it provides for judicial officers a most valuable training in general administration which would not be received by officers performing purely judicial duties throughout the various grades in their service.

"Government does not intend to make any change in the present system."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Statement of
Prices of stores
and articles
purchased in
India by Punjab
Government.

28. "Will Government be pleased to lay on the Council table a statement showing the prices of stores and articles purchased in India by the Punjab Government during each of the last ten years, which of these were of indigenous manufacture giving their names with prices ?"

The Hon'ble Mr. Lumsden replied :—

"The information required by the Hon'ble Member is not available, and could not be obtained with any approach to accuracy without an undue expenditure of time and labour."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Appoint-
ment of an
officer to re-
port on the
economic con-
dition of the
depressed
classes in this
Province.

29. "Will the Punjab Government be pleased to say whether in pursuance of the resolution regarding the uplift of the depressed classes recently accepted by the Government of India, they contemplate the deputation of an officer, assisted by competent Indian gentleman, to report on the economic condition of the depressed classes in this Province ?"

The Hon'ble Mr. Craik replied :—

"The question presumably relates to the resolution moved by the Hon'ble Mr. Dadabhoi in the Imperial Legislative Council on March 16th. If so the Hon'ble Member is mistaken in saying that it was accepted by Government. It was withdrawn by the mover. The report of the debate shows that the only references made to the problem of the depressed classes

[*Mr. Craik; Rai Bahadur Ram Saran Das; Mr. Godley; Rai Bahadur Hari Chand; Mr. Diack.*]

in the Punjab dealt with the criminal tribes. A comprehensive scheme for the reclamation and reformation of these tribes by means of agricultural and industrial settlements has been formulated by the Punjab Government, but its introduction during the present financial situation is impossible. A senior Indian Deputy Commissioner has however been placed on special duty to work out so far as possible the details of the scheme, so that when the financial situation improves no delay may occur in putting it into operation. This officer is in communication with various philanthropic and religious societies representing different creeds, on whose co-operation and assistance in the promotion of the scheme Government confidently relies. I may quote the following sentence from the speech of the Hon'ble Home Member in the Imperial Council which expresses the attitude of Government towards this question :—

“Even though Government is willing to help in every way these unfortunate people, yet it remains true that the position of these castes and tribes in the future depends partly on their own selves and partly on those more favoured Indian communities, which by extending the hand of human comradeship or hardening their hearts and averting their faces, have it in their power to elevate or to degrade them.”

The Hon'ble Rai Bahadur Ram Saran Das asked :—

30. Is it a fact that repeated attempts have of late been made to institute an examination called the School Final Examination in the Punjab? Are Government aware of the strong feeling against this examination in the Punjab and whether the institution of such an examination will not set back the growth of education in this Province.”

School Final Examination.

The Hon'ble Mr. Godley replied :—

“Government is aware that a scheme for modifying the Matriculation Examination of the Punjab University in certain of its features has been under the consideration of the University for some time past. Until the scheme has been fully worked out, no opinion can be given as to its merits or probable effects.”

The Hon'ble Rai Bahadur Hari Chand asked :—

31. “With reference to my question asked at the meeting of this Council on 25th September last, will Government be pleased to lay on the table the total area of agricultural land at present held by members of agricultural tribes and others in this Province and also the total area of agricultural land now mortgaged to agricultural tribes by others as well as the area mortgaged by agricultural tribes to others?”

Statement showing total area of land held by agriculturists and others in the Punjab.

The Hon'ble Mr. Diack replied :—

“Statement III appended to the Land Revenue Administration Report for 1914-15 shows the total area of agricultural land held by agricultural tribes to have been 33,752,034 acres, compared with 5,518,239 acres held by others. The same statement shows the areas held under mortgage by agricultural tribes and by others, respectively, but it does not give the information asked for by the Hon'ble Member, viz., the areas held in mortgage by agricultural tribes from others and by others from agricultural tribes. For the purposes of the Government it is sufficient to give the area placed under mortgage in each year by and to agricultural tribes and to others, and those figures the Hon'ble Member will find in statement XXVII appended to the report.”

The Hon'ble Rai Bahadur Hari Chand asked :—

2. “Has the attention of Government been drawn to a paragraph headed “peasant proprietors in Lyallpur” in the *Panjabee*, dated 28th March 1916?

Peasant proprietors in Lyallpur.

[Mr. Fagan; Rai Bahadur Hari Chand; Mr. Barron; Mr. Lumsden.]

"Will Government be pleased to state if the explanation given there, viz., that the short term settlement sanctioned for that District as being in part responsible for the sale of proprietary right by the peasant proprietors represents actual facts?"

The Hon'ble Mr. Fagan replied :—

"The Government see no reason to believe that the sale of the proprietary rights in the Lower Chenab Colony is in any way connected with initial short terms settlements on parts of that Canal. Had these settlements made owners more desirous of selling it would have also made buyers less willing to purchase and this would have been reflected in the purchase price. The fact that an average of Rs. 214 per acre in 1914-15 as compared with Rs. 167 in 1913-14 were willingly paid for land subject to these settlements is a sufficient reply to the question."

The Hon'ble Rai Bahadur Hari Chand asked :—

Confidential remarks recorded in annual reports on the character of officers of the Provincial Civil Service.

33. (a) "Is it a fact that the remarks recorded in the various annual reports regarding the work and character of an officer of the Provincial Civil Service are treated as strictly confidential, although these remarks are often utilised in deciding questions of promotion or other prospects of the officers concerned?"

(b) "If the answer is in the affirmative, will Government be pleased to state why they are kept confidential and to consider the desirability of supplying copies of these remarks to the officers concerned either as an encouragement or warning, as the case may be?"

(c) "Is it a fact that the personal files or copies from it are kept confidential even after the retirement of the officers of the Provincial Civil Service concerned? If so, will Government be pleased to consider the advisability of allowing the officers concerned copies of their personal files after their retirement when apparently no reason exists for their being treated as confidential?"

The Hon'ble Mr. Barron replied :—

"The reply to the first part of the question is in the affirmative.

"With regard to the second part extracts from or the substance of the annual reports on the work of officers when they are so favourable or unfavourable as to call for special notice are communicated to the officers concerned either to encourage good work or to enable defects to be remedied.

"The considerations above stated are not altered materially by the fact of an officer's retirement, and Government does not propose to make any change in the existing practice."

The Hon'ble Rai Bahadur Hari Chand asked :—

Formation of sub-committees within district boards on a local basis.

34. "With reference to another question of mine asked at the same meeting regarding the extension of Local Self-Government and a question by the Hon'ble Rai Bahadur Bakhshi Sohan Lal at the last meeting, will Government be pleased to state if it is now in a position to inform the Council anything further about the proposal of formation of sub-committee within a district board on a local basis?"

The Hon'ble Mr. Lumsden replied :—

"The matter is under consideration, but Government is not yet in a position to give the Council any further information on the subject."

[*Rai Bahadur Hari Chand; Mr. Lumsden; Mr. Godley; Khan Bahadur Malik Muhammad Amin Khan*]

The Hon'ble Rai Bahadur Hari Chand asked :—

35. "Will Government be pleased to state if any water-tax is to be levied for the use of public hydrants in the new town of Dera Ghazi Khan? If so, considering the practice of the municipalities elsewhere and the hardship caused to the poorer class by the imposition of such a rate, will Government be pleased not to sanction such imposition of rates on the use of public hydrants?"

Water-tax to be levied for the use of public hydrants.

The Hon'ble Mr. Lumsden replied :—

"Government have received no proposals regarding the imposition of a water-tax in the new town of Dera Ghazi Khan. No such tax is at present levied. Water-rate is charged for water taken from public hydrants for building purposes only, according to a sanctioned scale of fees varying with the value of the house under construction. There is also a water-rate on water supplied through metered connections."

The Hon'ble Rai Bahadur Hari Chand asked :—

36. "Has the attention of Government been drawn to the paragraph headed 'Want of accommodation in the Punjab Colleges' in the *Tribune*, dated 31st March 1916, and to the reference therein to the report of Colonel Stephenson, I.M.S., Principal, Government College, Lahore, stating that 170 applications for admission had to be refused for want of accommodation?"

Want of accommodation in the Punjab Colleges. Question of liberal grant-in-aid to a new college that may be started in Lahore.

"In view of this difficulty will Government be pleased to consider the question of liberal financial assistance to any new college that may be started in Lahore to remove the want?"

The Hon'ble Mr. Godley replied :—

"Government is aware that a large number of applicants for admission to the Government College have had to be refused. It is possible, however, that the unsuccessful candidates were subsequently admitted to other colleges. As to the second part of the question, Government will be prepared to consider the advisability of granting aid from public funds to any new college when it has actually come into existence, and an application for aid has been submitted by the managing body of the institution."

The Hon'ble Khan Bahadur Malik Muhammad Amin Khan asked :—

37. "Is it a fact that during the period of 2½ years before the war the rates of wheat per maund in the two representative districts of the Punjab, viz., Rawalpindi and Lyallpur, were as under, according to the whole sale rates of food grains published in the *Punjab Government Gazette* :—

Rates of wheat before war.

				During last seven months of—									
				1912.			1913.			1914.			
				Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	
Rawalpindi	...	{	Lowest	...	3	4	0	3	7	0	3	4	3
			Highest	...	3	10	0	3	14	0	3	13	6
			Ordinary	...	3	7	0	3	10	0	3	6	0
Lyallpur	...	{	Lowest	...	3	1	0	3	0	0	3	4	0
			Highest	...	3	6	0	3	10	0	3	7	0
			Ordinary	...	3	4	0	3	3	0	3	7	0

"(2) What are the prospects of the coming wheat crop of the Province?"

"(3) Is it correct that a local whole sale price of Rs. 3 per maund in the Punjab corresponds roughly, allowing for transport and other charges, to a

[Mr. Lumsden; Sardar Bahadur Sardar Gajjan Singh.]

price of Rs. 4-2 f. o. b. (free on board delivery) at Karachi? If not, what does it correspond to?

"(4) Is the Government aware that the wheat rate at Karachi has now for some time past been only between Rs. 30 and Rs. 31 per candy of 8 maunds, that is between Rs. 3-12-0 and Rs. 3-14-0 per maund?"

"(5) If so, has the Punjab wheat ceased to sell at Karachi, and is Karachi drawing her supplies from any other part of India.

"(6) Will the Government please say what steps, if any, have been taken to prevent a fall in prices which will deprive a zamindar of a fair profit on his scanty crops?"

The Hon'ble Mr. Lumsden replied :—

"(1) The rates mentioned by the Hon'ble Member are approximately correct.

"(2) The coming wheat crop is expected to be fair on irrigated land and below average on unirrigated land. The area sown is estimated to be 65,000 acres below the quinquennial average.

"(3) The Hon'ble Member's statement is correct for a central market such as Lyallpur.

"(4) The price of white wheat, 2 per cent. barley, 1½ per cent. dirt, is reported to have been Rs. 32-8-0 at Karachi on March 29th and not between Rs. 30 and Rs. 31 as stated by the Hon'ble Member.

"(5) Owing to the high level of wheat prices in India and of shipping freights, it has been possible to buy very little wheat for export recently, and the total shipments from Karachi from 1st January to March 28th were only 7,620 tons. Government is not aware what portion of this amount came from the Punjab.

"(6) The Government of India are no longer purchasing wheat in pursuance of the wheat scheme owing to the fact that the high level of freights renders it impossible at present prices to purchase wheat in India and export it at a profit. They are considering the position and hope shortly to be able to make an announcement on the subject."

The Hon'ble Sardar Bahadur Sardar. Gajjan Singh asked :—

38. "Is the Government aware that the prices of grain have considerably fallen on account of the prohibition of grain export and consequently the zamindars have to suffer a great loss which it will be difficult for them to bear on account of the last kharif and the present rabi crops being poor?"

"Will the Government be pleased to take suitable measures to recompense the zamindars for the loss thus sustained by them."

The Hon'ble Mr. Lumsden replied :—

"Government is aware that there has recently been a considerable fall in the price of wheat which since the outbreak of the war had been abnormally high, but has no reason to believe that the decline is wholly or mainly due to the prohibition of export except on Government account. Among the causes of the fall are the greatly increased production of wheat in other countries, the large stocks left over from last year's harvest in the Punjab and the good harvests in other parts of India which in recent years drew on the Punjab for part of their supplies. The present prices, though they have receded from the high level of last year, are not markedly low, and Government does not propose to take action in the direction suggested by the Hon'ble Member."

Fall in the prices of grain owing to prohibition of grain export.

Suitable measures to recompense zamindars for the loss caused by the above fall.

[Sardar Gajjan Singh ; Mr. Godley ; Mr. Craik.]

The Hon'ble Sardar Gajjan Singh asked :—

39. In answer to my question asked in this Council held on the 13th March 1914 it was stated that there were only 49 A-V Schools in the rural area of the Punjab, the number of the villages being 34,784, will the Government be pleased gradually to increase the number of such schools?

Proposal to increase the number of A-V Schools in the rural area of the Punjab.

The Hon'ble Mr. Godley replied :—

"The question asked by the Hon'ble Member in March 1914 related only to rural Anglo-Vernacular Middle Schools which were not situated at the head-quarters of tahsils. The distinction excluded a large number of middle schools situated in rural areas. The total number of Anglo-Vernacular Middle Schools for Boys has risen during the five years ending in 1914-15 from 84 to 121, or by 44 per cent. Most of these institutions are situated in villages or small towns, and cater for the needs of the rural population. In view of the marked increase which has already taken place, Government does not consider that any special measures are required to add to the numbers of schools of this type. The extension of their number will naturally proceed *pari passu* with the general increase in educational facilities."

The Hon'ble Sardar Gajjan Singh asked :—

40. "Will the Government be pleased to give facility and encouragement to Zamindar students by increasing the number of special scholarships open to them in the primary, middle, entrance, F.A., B.A. and M.A. Examinations?"

Scholarships to Zamindar students.

The Hon'ble Mr. Godley replied :—

"The question presumably refers to scholarships reserved for certain classes of Hindu and Sikh agriculturists, as defined in Article 157 of the Education Code. Such scholarships, if tenable in the middle classes of schools, are provided by local bodies. Government provides 29 for pupils in the high classes, and four for students in Colleges. The number and value of Government scholarships have been substantially increased in recent years, and a proposal to add to the number of scholarships reserved for particular sections of the population could not be entertained unless there were strong evidence to show that the existing inducements are insufficient."

The Hon'ble Sardar Gajjan Singh asked :—

41. "(a) Is the Government aware that the number of dispensaries for medical relief in the rural areas of the Punjab is too small to meet the requirements of the people?

Proposal to increase the number of dispensaries in the rural areas.

"(b) Will Government be pleased to take steps to increase the number of such dispensaries so as to place medical relief within easy reach of the villagers?"

The Hon'ble Mr. Craik replied :—

"(a) Government is well aware that the number of dispensaries in the Province is not sufficient to meet the growing demand for organised medical relief, and special attention was drawn to this fact in the review of the Local Government on the Annual Report on the working of charitable dispensaries in the Punjab for 1914 in which it was pointed out that the number was inadequate in many districts, viz., Karnal, Ambala, Ludhiana, Kangra, Jhelum, Sialkot, Rawalpindi, Attock, Mianwali and Montgomery.

"At the same time it should be stated that progress, though slow, is continuous, as in the past twenty years the number of local fund dispensaries has risen from 223 in 1896 to 269 in 1916, an increase of 46.

[Mr. Craik ; Sardar Gajjan Singh ; Mr. Barron ; Bakhshi Sohan Lal.]

"In addition an itinerating dispensary has been started in each of the districts of Hissar, Karnal, Lyallpur, Hoshiarpur and Montgomery, while two such dispensaries are in existence in the Multan District.

"(b) The question of increasing the number of dispensaries is engaging the attention of the Inspector-General of Civil Hospitals who has been requested by Government to go into the question with the local authorities concerned.

"On the advice of Government 27 out of 71 Canal Dispensaries in the Province have been thrown open to the general public, the local bodies contributing towards the cost. A good many of these are doing excellent work, and it is hoped that as this becomes more freely recognized local bodies will take greater advantage of this form of assistance."

The Hon'ble Sardar Gajjan Singh asked :—

42. "Will the Government be pleased to state the number of Zamindars and non-Zamindars recruited from each and every district of the Punjab since the outbreak of the war?"

The Hon'ble Mr. Barron replied :—

"The information asked for by the Hon'ble Member is not available, and it is doubtful whether accurate figures classified in the manner suggested can be procured. An enquiry is however being made from the districts of the province regarding recruiting statistics generally and the information obtained will be supplied when ready. In general terms it may be stated that a large majority of the recruits enlisted in the Punjab belong to the agricultural classes."

The Hon'ble Bakhshi Sohan Lal asked :—

43. "(1) Will the Government be pleased to state how far it is correct that the police thanas at Garhdiwala in Hoshiarpur District and those at Kotla, Jawala Mukhi and Barsar in Kangra District have been ordered to be abolished from 1st April 1916.

"(2) If so will the Government be pleased to state—

- (a) How long since each of these thanas was established?
- (b) Whether any representations were received from the people against abolition of these thanas and with what result?
- (c) What is the population, land revenue, income-tax, number of villages and area of the country attached to each of these thanas?"

The Hon'ble Mr. Craik replied :—

"(1) In pursuance of the policy of distributing the Police Force according to present day requirements the Police Stations at Garhdiwala, Hoshiarpur District, and Kotla and Jawala Mukhi in the Kangra District, have been abolished from the 1st April 1916. The Police Station at Barsar, in the Kangra District, has not been abolished.

"(2) (a) The Garhdiwala Police Station was established in 1861. The Police Stations at Kotla and Jawala Mukhi were both established about 1867.

"(b) No representations appear to have been received regarding the abolition of the Kotla and Jawala Mukhi Police Stations. A representation from some Hindu inhabitants of Garhdiwala concerning the abolition of that Police Station was received, and the parties to the representation were informed by the Inspector-General of Police that sufficient police protection for Garhdiwala itself had been provided by the retention of a reporting police outpost staffed by 1 head constable and 7 foot constables in the town.

Number of
Zamindars
and non-
Zamindars
recruited in
the Punjab
for the war.

Abolition of
police thanas
at certain
places in the
Hoshiarpur
and Kangra
Districts.

[Mr. Craik ; Bakhshi Sohan Lal ;]

"(c) Statement giving the required information, so far as it is available, is laid on the table.

Police Station.	Population.	Land revenue.	Income-tax.	No. of villages.	Area.
		Rs.	Rs. A. P.		Acres.
Garhdiwala	48,829	98,063	1,640 6 8	117.	81,702
Kotla	20,276	28,672	359 0 0	23	68,021
Jawaln Mokhi	63,698	79,233	1,960 0 0	34	135,789 "

The Hon'ble Bakhshi Sohan Lal :—" Will the Government be pleased to state whether the representations received from the people of the villages attached to Garhdiwala Thana disclose that there is a feeling of alarm at the prospect of removal of the thana. If so, will the Government refer to these statements and to the state of the feelings of the people, and in view of the increasing number of dacoities in the Punjab consider the desirability of restoring the thana till the end of the war."

The Hon'ble Mr. Craik :—" So far as has been ascertained, no representations have been received except from the people of Garhdiwala. So far as I know no representation has been received from the villages in the thana except from the Garhdiwala town. If the Hon'ble Member wishes I could make enquiries."

The Hon'ble Bakhshi Sohan Lal :—" Your Honour,—I wish to have enquiries made because the information I have received is that the people of the town, as well as the adjoining villages, are very much alarmed at the removal of the thana of Garhdiwala."

The Hon'ble Mr. Craik :—" Enquiries will be made."

The Hon'ble Bakhshi Sohan Lal asked :—

44. " With reference to my questions in the meeting of the Council held on the 25th September 1915, 22nd April 1915 and 19th September 1914, and to the replies of the Hon'ble Mr. Diack relating to the ownership of trees on uncultivated private plots of land assessed with revenue (*dakhilbachh*) will the Government be pleased to lay on the table, for the information of the Council, vernacular copies and literal translation of the following documents :—

Ownership of
trees in
Kangra.

- (a) Clauses 4, 23, 33 and 34 of the Wajib-ul-Arz of Sir James Lyall's Settlement, 1668, sanctioned by the Government.
- (b) Robkar of Revenue Extra Assistant Commissioner, dated 13th September 1891, together with the order of Mr. E. O'Brien, Deputy Commissioner and Settlement Officer, dated 23rd September 1891.
- (c) Provisions of the Wajib-ul-Arz of Mr. O'Brien's Settlement, dated 1891, relating to the ownership of trees on *dakhilbachh* lands.
- (d) Provisions of the Wajib-ul-Arz of Mr. Barnes' Settlement relating to the ownership of trees on private waste lands."

[Mr. Diack; Bakhshi Sohan Lal; Mr. Fagan; Mr. Diack.]

The Hon'ble Mr. Diack replied :—

"Documents (a), (c) and (d) are laid on the table.* Document (b) has not yet been found by the Deputy Commissioner, but when found will also be laid on the table."

The Hon'ble Bakhshi Sohan Lal asked :—

New town at
Okara.

45. "Is it a fact that a certain site has been approved for a new town at Okara in Montgomery District, and that people who settled at the present site of the town over 40 years ago and contributed to the prosperity of this canal colony have been directed to give up their present shops and dwellings, and settle at the new site close by?"

"If so, (a) will Government be pleased to state the circumstances, which led the authorities to condemn the present site of the town?"

"(b) What is the extent of the loss to the people which this order will entail and how is Government going to recompense them?"

"Will Government be pleased to state whether they are prepared to reconsider the question?"

The Hon'ble Mr. Fagan replied :—

"A site has been approved for a new town at Okara. The present town of Okara consists of a collection of houses made of mud or *kacha* bricks, situated in a hollow near the railway station. The situation will be unhealthy when irrigation is developed and the houses if left standing will constitute an insanitary slum likely to be prejudicial to the health of the new town, and the removal of the tenants has consequently been ordered. These buildings have been from time to time erected on Government land and are held on the express understanding that the tenants will vacate them if called on to do so.

"Government has no estimate of the loss which will be involved to the squatters in removing the materials of these houses.

"Government while not recognising any legal claim to compensation is considering the question of granting, as a matter of grace, a concession in the matter of price of sites purchased in the new town to *bona fide* residents."

The Hon'ble Bakhshi Sohan Lal asked :—

Waste lands in
Kangra District.

46. Will the Government be pleased to lay on the table, for the information of this Council, a statement showing in each of the settlements of Kangra District—

(a) the area of 'Dakhilbachh magbuza' waste lands in the whole of Kangra District,

(b) the area of 'Kharijbachh gair magbuza' shamilat lands in the same district,

(c) area of cultivated lands in the same district?"

The Hon'ble Mr. Diack replied :—

"The information asked for is being obtained in connection with the settlement operations now in progress in Kangra, but will not be complete till they are more advanced."

*NOTE.—See appendix A.

[*Bakhshi Sohan Lal ; Mr. Diack ; Sardar Gajjan Singh.*]

The Hon'ble Bakhshi Sohan Lal asked :—

47. " Will the Government be pleased to state if it is correct or not that on partition of ' Gair maqbuza kharijbachh' shamilat' lands Government used to realise the price of the trees from the parties to the partition, but no entry was made in the settlement or revenue records as to this fact, and the trees on such ' kharijbachh' lands are being recorded as Government property for want of the records which were accidentally destroyed by fire in 1904? "

Realisation of
price of trees
on the par-
tition of
Gair Maq-
buza kharij-
bachh shamil-
lat.

The Hon'ble Mr. Diack replied :—

" It always has been the practice for the Collector to realize in behalf of Government the value of the trees growing on common waste, on such land being brought under cultivation by the landowners. The Collector's previous permission is necessary for such cultivation. If cultivation was the object of the partition, the value of the trees would be recovered from the partitioning share-holders. Government has no reason to believe that any trees of which the value has been recovered under this rule are now being recorded as Government property owing either to the destruction of records by fire or to any other cause. Ordinarily all such trees would be felled at once as the object of the landowners is to bring the land under cultivation. But inquiry will be made through the Commissioner whether there is any foundation for the suggestion."

JUVENILE SMOKING BILL.

The Hon'ble Sardar Gajjan Singh moved for leave to introduce a Bill to prevent juveniles from smoking tobacco in any form. He said :—" Your Honour,—It is a pity indeed that the evils of tobacco-smoking are not widely known. People generally look upon it as a cheap, innocent diversion and are thus easily lured into the pernicious habit. They carelessly puff in volumes of smoke little knowing that with every puff they inhale a deadly poison which however insignificant in quantity must produce its disastrous effect upon the system in time.

" Nicotine, an alcoholoid, is an active principle of tobacco, and it is intensely poisonous. In the case of Indian pipe it partially gets dissolved into water, but in case of cigars and cigarettes, there is nothing to prevent its passage into the human body where it reaches with its strength unabated and leaves its poisonous sting on the delicate organs. Thus thousands and thousands of people voluntarily, rather gladly, poison their system daily in broad daylight.

" If grown up people fall a prey to this pernicious habit, boys and children rush into it all the more eagerly. They get into the habit for the sake of curiosity, if for nothing else, and gradually become accustomed to the use of the poisonous drug. It is difficult for them to indulge in the habit of smoking at home without being detected and punished. They find it much easy and less risky to buy cigarettes from the bazar and smoke them outside without the fear of detection. The deadly smoke affects the tender little organs most injuriously, and it is no wonder if it wrecks the health of most of them.

[*Sardar Gajjan Singh.*]

"Eminent medical authorities all over the world have condemned the use of tobacco in any form. The following words of Dr. Marshall Hall leave no room for doubt as regards the pernicious results of smoking:—

"The smoker cannot escape the poison of tobacco, it gets into his blood, travels the whole round of the system, interferes with the heart's system and the general circulation and affects every organ and fibre of the frame."

"Dr. James Copeland, Dr. Hussack and Dr. Conquest are a few other names among a host of medical men who have lent the weight of their authority against the use of tobacco. The spread of this evil habit among juveniles attracted the attention of the Temperance Society of Amritsar and they urged upon the Government the necessity of legislation to save juveniles from this growing evil, by the following resolution passed on 19th October 1912.

"That this meeting regrets to note the injurious effects on the health of juveniles caused by cigarette-smoking, and therefore requests the Punjab Government to pass an Act prohibiting the sale of cigarettes to juveniles as such Acts have been passed in the United Kingdom, Ceylon and Indian States such as Patiala, Faridkote, Nabha, Maler Kotla, Baroda and Mysore."

"The reply of the Punjab Government, as contained in the letter of the Hon'ble Mr. H. P. Tollinton in his letter, dated 12th March, is as follows:— 'Though His Honour is in fullest sympathy with the objects of the society, and though legislation of similar nature has been undertaken in the United Kingdom and elsewhere, Government could not undertake such legislation which would be of a highly inquisitorial character unless public opinion declared with no uncertain sound that it was demanded. When it is so demanded the most suitable way of effecting legislation would be by the introduction of a Bill in the local Council by a private member.'

"The attention of the Government was again drawn to this evil by means of a question asked by me in the Legislative Council held on 13th March 1913. The Government's reply to the question which was most encouraging was as follows:— 'During the past two years Government has been approached by three different societies in regard to the growth of cigarette-smoking amongst juveniles. The answer given by Sir Louis Dane to the first of these representations which called on Government to prohibit by law the sale of cigarettes to juveniles was that Government could not move until public opinion declared itself unmistakably in favour of legislation and that the case was pre-eminently one for a private member's Bill.'

"The present Lieutenant-Governor's views on the subject are very much the same as those of his predecessor. He has every sympathy with the objects of those who have interested themselves in the matter, but he has at present no information as to the extent of the evil and very little as to the views of the great body of intelligent parents.

"In these circumstances he finds some difficulty in determining whether legislation is required, and, if so, what form it should take.

"If the Hon'ble Member will submit a draft Bill Government will do its best to obtain information bearing on the issues involved.

"Until that information is obtained it is not possible to pledge Government in regard to the question of legislation in general, or in regard to any particular proposals as to the form it should take."

[*Sardar Gajjan Singh ; Rai Ram Saran Das ; Khwaja Yusuf Shah ; His Honour the President.*]

"There is not the least doubt that the habit of smoking cigarettes has grown to a very objectionable extent among boys and children. The reply given by Sir Harcourt Butler to a question put by the Hon'ble Malik Umar Hayat Khan in the Imperial Legislative Council on this very subject clearly substantiates this fact. As far as I have been able to ascertain public opinion is strongly in favour of this Bill.

"It is therefore necessary that the Government should come to their rescue by enacting legislation on this subject.

"Counting on the sympathetic attitude of Your Honour I beg to move for leave to introduce the Bill to prevent juveniles from smoking tobacco in any form."

The Hon'ble Rai Bahadur Ram Saran Das:—"Your Honour,—I entirely sympathise with the objects of the Bill proposed by my friend the Hon'ble Sardar Gajjan Singh. The evil which this Bill intends to check is indeed very great, and unless proper measures are taken in time juvenile smoking is bound to increase. I cordially support the principle of the Bill and therefore support the motion for its introduction."

The Hon'ble Khan Bahadur Khwaja Yusuf Shah:—"Your Honour,—I have every sympathy with the Bill so far as its main object is concerned. I take it that the chief object of the Bill is to check the growing juvenile smoking in streets and public places. With this object I entirely sympathise, and I venture to submit that section 4 of the draft Bill is admirably calculated to bring about the desired result. It is quite different, however, Your Honour, so far as section 3 of the Bill is concerned. The provisions embodied therein seem to me to be too drastic, and likely to result in greater mischief than good being done. They will, as Your Honour and Hon'ble Members will fully realize, bear most heavily on poorest classes of all others. For take the sympathetic case of a poor family with just one son under the age of 16 to minister to its daily needs. The effects of section 4 on such a family will in all probability be to divert the attention of the senior members of that family from more important and urgent pursuits to a comparatively very trivial affair. For I suppose the father of the family will have of necessity to go round to secure tobacco from the bazar every time he stood in need of it. This difficulty is accentuated when we come to realize that smoking in the form of *hukka* particularly, fortunately or unfortunately, has almost become a bare necessary of life, and is not a luxury. For after all, in the case of an inveterate *hukka*-smoker it does not cost him more than a couple of pice a day to buy the country tobacco. What is true of the poor man is equally true of the comparatively rich. It is usually found in all families fairly well off to employ the services of youngsters between 12 and 16 years of age, the reason being that a young boy is found both an active and cheaper worker.

"The provisions of section 4 will tell heavily both on the future prospects of this class of young boys as also on the employers thereof. I could have therefore easily proposed an amendment to substitute the words 'for his own use only' in place of 'whether for his own use or not' as used in the Bill. But, Your Honour, I am again faced with the practical difficulty that would still remain even after the amendment is accepted. For by asking the tobacco-sellers to make sure if the sale was not for the boy's use only, you are impliedly offering him the easier alternative of refusing to sell it to him on any account."

His Honour the President:—"The Hon'ble Member is hardly in order in discussing the provisions of the Bill at the present time. We are simply concerned with the question of its introduction."

[*Khwaja Yusuf Shah ; His Honour the President ; Hari Chand ; Sardar Gajjan Singh ; Bakhshi Sohan Lal ; Mr. Parker ; Lala Kashi Ram.*]

The Hon'ble Khan Bahadur Khwaja Yusuf Shah :—"I simply wanted to give my opinion as regards the Bill. I am for the Bill as regards juvenile offenders, but as regards the other portions of the Bill, I find that they would be very hard on the people."

His Honour the President :—"Those points will have to be considered later on. The Hon'ble Member does not oppose its introduction?"

The Hon'ble Khan Bahadur Khwaja Yusuf Shah :—"No."

The Hon'ble Rai Bahadur Hari Chand :—"Your Honour,—I would like to say one word. The question is whether the object of the Bill is simply stopping the sale of tobacco, etc., or not. Now he says the sale to juveniles should be stopped, but supposing the juvenile buys from other persons? He can ask his friend of 18 years, or his brother, to go and buy for him and how can this be stopped?"

The Hon'ble Sardar Bahadur Sardar Gajjan Singh :—"I rise to a point of order; the member is discussing the merits of the Bill."

The Hon'ble Rai Bahadur Hari Chand :—"The object of the Bill is to stop the sale, and if it is intended that smoking should be stopped then this question should not be put before the Council that the sale should be stopped. There should be another Bill as to how we should stop smoking by juveniles, whether we should arrest the person or go into their houses. Another question is, why has this Bill not been introduced up to this time in India? I do not know if your Government has come to know if the public are in favour of this measure or not. So far as the paper read shows, it does not seem that the public are in favour of it. This Your Honour will know after the Bill is introduced and published."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal :—"Your Honour,—I heartily support the motion of the Hon'ble Sardar Bahadur Gajjan Singh for leave to introduce the Bill to prevent juvenile smoking of tobacco in any form as it is most pernicious to juveniles."

The Hon'ble Mr. Parker :—"Your Honour,—I entirely oppose this measure in the present form, but I should be more in sympathy with it if the Hon'ble mover were to omit the medical details in the Statement of Objects and Reasons which it is quite unnecessary to publish in this form. I think that might be omitted. In the second place, I should be in sympathy with the measure if it were experimental or intended to be applied in the first instance to one or two large towns to see how it works. I am opposed to it being applied to the whole country, and think it would lead to mischievous results."

The Hon'ble Lala Kashi Ram :—"Your Honour,—I beg leave to oppose the introduction of this Bill, not because I want to encourage smoking by the children of the country, but because I think that social evils of this description should not be remedied by means of penal laws. So far as the necessity for this measure is concerned, we have no evidence, in fact no information from the Government whether, according to its own reports, the evil spreads to such an extent as to require legislation in this Council. So far as I have been able to ascertain, I have been trying to find out what the attitude of the different communities is, and so far as the press of the different communities is able to voice their opinion, I have only come across one publication in the *Observer* which is the premier Muslim paper of India, and that paper is so strongly against it that I am tempted to quote some of the reasons which it

[*Lala Kashi Ram.*]

gives against this Bill because I consider that it fairly represents the view that I take of the spread of this evil. This is what the the paper says :—

“ In the first place, the habit of smoking amongst juveniles is not at all general. It is only amongst the advanced, those beyond the age of sixteen that smoking can be said to be prevalent on anything like an extensive scale. And this of course the Hon'ble Member does not, nor can he touch. Smoking amongst juveniles is practically rare, and we, therefore, do not see the necessity of any addition to the statute book on this score. The evil, extremely limited as it is, should be checked by the force of enlightened public opinion. The idea that legislation is a sure, certain and efficacious remedy for all the evils flesh is heir to is simply foolish. At the best, it is but a weak instrument for coping even with evils or dangers that threaten society to an alarming degree. In the present case, the evil complained of is of a very mild kind and is surely so very rarely practised that it hardly calls for any legislation. As a matter of fact, one section of the community, that namely, to which the Hon'ble Member belongs, does not come near it. The other section, Hindus and Muhammadans, resort to it, but it is only the advanced and aged who seek it. The youngsters, if ever they smoke, smoke secretly, as it is generally considered impertinence on the part of a youngster to smoke in the presence of his elders. We, therefore, fail to understand what evil the Hon'ble Member wants to tackle or cure. Further, his scheme can only affect the Hindus or the Muhammadans, and so far, at any rate, as our community is concerned, we have no hesitation in saying that it has created quite an alarm, and is looked upon with grave disfavour and disapproval. Smoking is perhaps on the increase amongst the students of the colleges and those who have just left their studies and entered the world, but then the Bill does not propose to reach them, since they are as a rule over sixteen. To repeat, then, our main objection to the Bill, the habit of smoking exists to so small a degree amongst the juveniles as to be almost negligible, and that for the counteracting of this evil, a far milder evil than that of drinking, which the Hon'ble Member has, for some psychological reasons which we cannot fathom, left intact, the bringing into motion of the legislative machinery is indeed a feat which might well excite ridicule in the lay minds.”

“ My own opinion is that I am in a position to endorse some of the remarks as regards the presence of this evil amongst the juveniles of the Hindu community. Of course it may be that some students are indulging in this habit, but then we have to see the scope of the Bill, which not only applies to student communities and other people in the same state as they, but it applies to the whole country and includes a large number of people in the whole population of the Punjab, including those living on the banks of the rivers. That is, I am talking of the Muhammadan tribes, Dogras and others, who, as a matter of fact, find that this is the only luxury in which they indulge and is the only stimulant which is perhaps required by them for relief from the anxieties of labour, etc. So I submit the necessity of the measure is not apparent, and unless the Government could place before this Council some evidence for the purpose of showing that the evil was spreading to such an extent as to necessitate a measure of this description, I submit it should not be introduced. Of course I would not like to take up the time of the Council by reading the major portion of this article in the *Observer*. All that I wish to point out is that it is likely to cause some misunderstanding and some misapprehension. I of course allow that the Bill has been introduced with the best of intentions and the noblest of motives, but then, if the Hon'ble Members go through this article, they will find that there are grounds for the apprehension that the Bill and the Hon'ble Member himself may be misunderstood. It is a measure which, if it came from the Government would probably be decided upon its merits, but if it came from a member of a particular religion, and especially a member of the Sikh religion, according to whose tenets smoking is prohibited, the members of the other communities are likely to retaliate by similar measures upon other subjects. This, of course, is given in the paper. I

[*Sir P. C. Chatterjee; Mr. Craik; Sardar Gajjan Singh; Ram Saran Das.*]

do not put it forward as my opinion, but I simply inform the Council that it is likely to create troubles of a different character.

"With these remarks, I would leave the decision to Hon'ble Members."

The Hon'ble Sir P. C. Chatterjee:—"Your Honour,—I consider myself that the Bill is of a wholesome character and will introduce some sort of order among juveniles, and on that ground leave should be given. Government, of course, need not accept the principle of the Bill, but order enquiries to be made and the opinions of various officers will be very valuable to show how it is received by the people. My own personal experience is that probably the vice of smoking among juveniles is on the increase. In some parts of the Punjab I have seen little boys of 4 and 5 years beginning to smoke, and have wished to snatch what they had out of their hands, but have not taken that measure because it might lead to unpleasant consequences, but I should think that it should receive the Government's careful consideration. On that ground we advocate leave being given to the introduction of the Bill, and the matter being considered and enquired into by Government through its officers, and according an opportunity given to the public to criticise the Bill, and that would be a good index to find out what public opinion is. Of course I must refrain from going into the details of the Bill because that is open to objection. It is too early at this stage to go into that question and because there are certain defects in the drafting of the Bill, which might be put better when it is more carefully considered, that is not a ground for disallowing the introduction of the Bill itself if it is decided that it is dealing with a real evil. For that reason I do not wish to take up the time of the Council by making a long speech because it is too early to make a speech on the merits of the Bill. I support the motion that leave be given to the Hon'ble Member to introduce it."

The Hon'ble Mr. Craik:—"Your Honour,—It will be convenient if at this stage I explain in a few words the attitude of Government towards the Bill which I think I am right in saying is the first Bill brought before this Council by a private member. The attitude of Government is still that indicated in their letter of 1912 which the Hon'ble Member has quoted and in the reply to his question in this Council last year. It may be summed up in the phrase with which we have lately become familiar in another connection, as one of benevolent neutrality. Government has every sympathy with the object of the Hon'ble Member and is disposed to think there is force in his contention that the habit of smoking among juveniles is on the increase. But it has no precise information on the subject as the Hon'ble Sir P. C. Chatterjee has pointed out, and has still to be convinced that public opinion would favour a legislative measure on the lines of this Bill. Government will accordingly offer no opposition to the motion for leave to introduce the Bill, and considers that that motion should be decided by the non-official members. The official members will abstain from voting on the motion. Should leave be granted, Government will accept a motion that the Bill be circulated for opinion, in order to ascertain whether there is a genuine demand on the part of the public for such a measure."

The motion was put and agreed to.

The Hon'ble Sardar Gajjan Singh:—"Your Honour,—I now introduce the Bill and beg to move that it be circulated to elicit public opinion."

The motion was put and agreed to.

RESOLUTION *re* LORD HARDINGE'S VICEROYALTY.

The Hon'ble Rai Bahadur Ram Saran Das:—"Your Honour,—Few men will gainsay the proposition contained in this Resolution. Lord Hardinge was one of the few Viceroys of India who have been called upon to duty at a time of crisis and have come out of the ordeal amidst universal applause

[*Ram Saran Das; Hari Chand.*]

and admiration. During his term of office, Lord Hardinge has set an example of unique earnestness of purpose, fortitude and self-sacrifice which have won for him the esteem and affection of not only his own country men in all parts of the empire, but also of the millions of the inhabitants of this country.

Lord Hardinge has proved a ruler of great determination and foresight. He began by fulfilling India's long cherished ambition to see her Sovereign face to face. The numerous advantages that have flowed from His Majesty's august visit will be remembered for many long years to come. By a wise foresight Lord Hardinge took advantage of the occasion to select a central place for the capital of the Indian Empire. The enthronement of Delhi as the metropolis of India has been of immense benefit to the people of the Punjab which was before very much in the position of a neglected Province. We hope the proximity of the central seat of the Supreme Government with the Punjab will be productive of everlasting good to the people. I have made no secret of the fact which I first stated when I was called upon to preside at the great meeting held in Delhi last year to memorialise the Secretary of State for the extension of Lord Hardinge's term of office, that His Excellency's greatest gift to the Punjab was the appointment of Sir Michael O'Dwyer as Lieutenant-Governor. Events have proved this fact beyond doubt. What would have been the fate of this Province, which was one of the chief centres of disorder at the outbreak of the war, if it had been in less capable hands than those of Sir Michael O'Dwyer? Next to this comes His Excellency's wise decision made at the suggestion of the Lieutenant-Governor, to enlarge the Provincial Council to the full limit laid down in the statute. Whatever may be the shortcomings in regrouping the electorates to the Punjab Legislative Council (and these I propose to deal with on another occasion) it is undeniable that a move in the right direction has been taken. In his final speech at the Imperial Council, His Excellency announced that a High Court will be established in the Punjab at an early date. This is also a reform that would remove what Indian and European opinion in the Punjab is agreed is a long standing anomaly. Your Honour, these are a few of the direct advantages received by this Province during his Viceroyalty. I don't wish here to touch on the other beneficent measures of his régime common to the whole country, except one with which the people of the Punjab are concerned more than the rest of their compatriots, to wit Lord Hardinge's wise resolve to send the Indian troops to the European theatre of war. In this resolution there is more than meets the passing eye, and it is a matter of pride and congratulation that our troops have justified the confidence reposed in them, as I hope they will ever do. Lord Hardinge is a statesman of great determination and foresight whose capacity for the solution of difficult problems stands unrivalled, and whose power to apply the soothing balm to injured feelings is matchless.

"Long may his Lordship live to associate with this country in one capacity or another and prove to the world at large, as I personally believe, he is one of the greatest and mostly kindly administrators of mankind."

With these remarks I beg leave to move the Resolution that this Council recommends to His Honour the Lieutenant-Governor to convey to His Excellency Lord Hardinge the cordial appreciation by the people of the Punjab of the unique services rendered by Lord Hardinge to India and the British Empire at a time of grave crisis in the world's history, and especially to the Land of the Five Rivers, by His Excellency's wise resolve to recommend the establishment of a High Court in the Punjab and the enlargement of the Local Legislative Council.

The Hon'ble Rai Bahadur Hari Chand :—"I rise to support the resolution moved by my friend, the Hon'ble Rai Bahadur Ram Saran Das. I had the honour of having a private interview with His Excellency Lord Hardinge, and I can say that he was the most sympathetic Governor I have ever seen. His

[*Khwaja Yusuf Shah ; Sardar Gajjan Singh ; Lala Kashi Ram.*]

object was always to create a good feeling between Indians and Europeans. He said that he was always advising his European officers that there should never be a row between Indians and Europeans. Your Honour, he has been always wise in making the best selections of Governors, Lieutenant-Governors and Secretaries, and as far as we know he never made any mistake or anything which was detrimental to the interests of the country. With these remarks I support the resolution of my Hon'ble friend the mover."

The Hon'ble Khwaja Yusuf Shah :—"Your Honour,—I rise very cordially to support this resolution. After the most striking tribute of praise and appreciation to His Lordship and his work that a whole nation has paid during the last few days it would hardly need for me once again to define that almost universal feeling in different words.

"Your Honour, the work of Lord Hardinge in India has been of much more than a passing interest. It will abide through the ages, long long after the present generation has passed away, the identity of interest and the bond of affection that his Lordship has been able to establish under God's providence between this country and the Mother Country will remain and bear fruit to the advantage of the Great Empire to which we all are proud to belong.

"As far as the Punjab is concerned, it was really very gracious of His Lordship to accord his influential support to the establishment of a High Court in the Punjab, and the enlargement of the Local Council to its full strength. But may I, in all fairness, add that for the support accorded to these two measures, the Punjab public is grateful in no small degree to Your Honour for your share in getting these measures through, and thus help in realising a just popular demand. With these observations, Your Honour, I cordially support the resolution."

The Hon'ble Sardar Bahadur Sardar Gajjan Singh :—"Your Honour,—I most heartily support the resolution which has been very ably proposed by the Hon'ble Rai Bahadur Ram Saran Das. Lord Hardinge has endeared himself so much to the Indian heart that as a matter of fact it is very difficult to find words to express the idea in English. Indians of all shades of opinion are unanimous in their praise of Lord Hardinge. Whether we judge His Excellency by the cancellation of the partition of Bengal, or whether we judge His Excellency by his orders in the Cawnpur case, or whether we judge him by his orders in the Ajudhia case or whether we judge His Excellency by his statesmanlike order in the matter of emigration, we find nothing but praise for His Excellency's work. He was one of those Viceroy's who cement the relations between Indians and Englishmen and bring them much closer together. It was due mainly to his personality that just soon after the outbreak of the war his one message to the Home Government that the whole of India is ready to support the Mother Country succeeded in raising a wave of loyalty from one end to the other. He was indeed a statesman of a very high order, and no words of praise will be sufficient to express our feelings for Lord Hardinge. I therefore support the resolution most cordially."

The Hon'ble Lala Kashi Ram :—"Your Honour,—I consider it an honour to associate myself with all the speakers in the praise of the administration of Lord Hardinge and the appreciation of the good measures that he has passed in his time for the good of the country. I do not think I can add anything by enumerating the various good acts of his Government, and I would only waste the time of this Council by simply repeating all that has been said by the speakers that have preceded me. All I wish to say is that Lord Hardinge's name will be remembered in India for generations to come as the first Viceroy in whose time the first step was taken which has combined the East and West, which has united the East and West more effectively than any measure of the preceding Governors. I am referring to the occasion that was allowed to the Indian subjects of His Majesty to fight side by side with the

[*Sir P. C. Chatterjee; Raizada Bhagat Ram; Bakhshi Sohan Lal; Khan Zulfikar Ali Khan.*]

English subjects of the King Emperor. (Hear, hear). In that act he has united the East and the West in the true sense of the word, and that measure has gone a long way to bring the Englishmen and Indians much nearer, and in fact it has narrowed the gulf to its narrowest limit. I think that already a resolution on this subject has been moved and passed in the Legislative Council of Burma, which is on the extreme east, and we are now doing the same in the Punjab which is in the extreme west, and in that sense also the East and the West have been combined so far as this broad Empire is concerned. With these remarks I heartily join in supporting the resolution."

The Hon'ble Sir P. C. Chatterjee :—"Your Honour,—It is hardly necessary that I should speak after the speeches that have been delivered. I most heartily support the resolution and say that I regret that we could not send this message to Lord Hardinge while he was here, but the Council did not meet at that time, and therefore it could not be then brought forward. The great peculiarity of Lord Hardinge's administration was that he made us realise a sort of sense of possession in the Government, that is to say, the people thought that this is our Government and we can go and ask for anything that we want. The Indian idea from the olden times is that King is the father of the country, and the subjects, as his children, can go and ask him for anything; some requests may perhaps be unreasonable in some instances, but still an encouragement of that kind is most material to the good Government of the country, and it is most material where a foreign nation like the English are ruling over India. If that feeling is encouraged and takes root, I think it consolidates the Empire, and Lord Hardinge was able to effect that sort of feeling among Indians. Of course in regard to the measures of his administration opinions may differ and some criticisms might be made, but on the whole that was the basic ground of his policy. On that ground he deserves the highest praise from us and the utmost gratitude from all of us. I therefore heartily support this resolution."

The Hon'ble Raizada Bhagat Ram :—"Your Honour,—Lord Hardinge's great qualities of head and heart are too well-known for us to dilate upon them. I endorse every word that has fallen from the Hon'ble Sir Protul Chander Chatterjee and the Hon'ble Lala Kashi Ram that the great legacy that Lord Hardinge has left behind him is that he has brought together the rulers and the ruled to an extent which has never been reached before.

"Therefore I support the resolution with all my heart."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal :—"Your Honour,—The resolution moved by the Hon'ble Rai Bahadur Ram Saran Das and ably supported by the other Hon'ble Members of this Council is fully in accordance with the earnest wish of all classes and all sections inhabiting the Punjab as well as the other parts of the Indian Empire, including the Native States. The people of this country are unanimous in their cordial appreciation of Lord Hardinge's capacity and statesmanlike administration, and the everlasting boons conferred upon this country by Lord Hardinge are beyond my power of speech to enumerate and will remain ever green in the memory of the people. With these few words I support the resolution."

The Hon'ble Khan Zulfikar Ali Khan :—"Your Honour,—I wish to associate myself with the tribute of praise which the Hon'ble Members have paid to the work which His Excellency Lord Hardinge has done in India. It has been the good fortune of India as well as of England to have a Viceroy of his great insight into politics and his great qualifications at a critical juncture in India when all sorts of questions are agitating the public mind. There is no doubt that the phenomenal popularity which he enjoyed with the people is most unique, and that was due, as he himself said, not as a diplomat who concealed his ideas, but as a diplomat who frankly and honestly stated what he felt, and therefore what he said was convincing and carried weight. Besides his

[*His Honour the President; Ram Saran Das.*]

personal courtesy to everybody who came in contact with him he sympathised and upheld those great traditions of the English public men and statesmen in India of justice, of enlightened rule and such like things. I think, Your Honour, India was very fortunate, and that England was equally lucky in that respect that a statesman of his high standard should have been sent to India at a time when India was passing through such a crisis. The one boon of which we Punjabis are especially proud and by which the Province will ever gain in an increasing measure is the appointment of Your Honour to this Province. I had several talks with His Excellency, and I can say that he felt very proud of his selection as we are, and we know by experience that Your Honour's masterly control of the situation at a very critical period was a boon to the public."

His Honour the President:—"It was only to be expected that the resolution which the Hon'ble Rai Bahadur Ram Saran Das proposed would be received with a complete unanimity amounting almost to enthusiasm. It is, as the Hon'ble Sir P. C. Chatterjee has remarked, a source of some regret that it was not possible to move a resolution of this kind and convey it to His Excellency the late Viceroy before he left India, but I may inform the Council that on the eve of His Excellency's departure I took it upon myself as representative of the Province to wire to him the following message. The words were as follows:—

'On the eve of Your Excellency's departure from India I ask leave on behalf of the Punjab to express the gratitude of the Province for the deep interest Your Excellency has always shown in its welfare and for the measures Your Excellency has taken to promote its peace, prosperity and progress.'

The following day I received from Bombay this message in reply from Lord Hardinge:—

'I thank you for your kind telegram. I shall always watch with interest the progress and development of the Punjab.'

I am sure it will be a great comfort for His Excellency to receive the resolution which has been unanimously passed to-day and which affords a gratifying testimony of the appreciation of his work in India generally and in the Punjab in particular." (Cheers.)

RESOLUTION *re* MUNICIPALITIES IN THE PUNJAB.

The Hon'ble Rai Bahadur Ram Saran Das:—"Before I proceed to the discussion of the subject matter of the resolution standing in my name and urge on the Council the reasons why municipalities should be established in every town of 5,000 or over in population where local feeling for municipal administration exists, I would like to say a few words with Your Honour's permission on the history of townships in the Punjab. Everyone who knows something of the conditions of life obtaining in the other Provinces of the Indian Empire must have been struck with the small number of towns in the Punjab in comparison with other parts of the country. The reasons for this appear obvious to me. Towns are the growth of many years and in some cases of centuries of peaceful administration. Before the commencement of the benign British connection with the Province we had not the good fortune of enjoying sustained peace even for a few years' time and for over a thousand years the Punjab was subject to inroads of trans-frontier conquerors repeated after every few years. And it is only with the beginning of British rule in the Punjab that a few large towns have come into being and to all practical purposes our civic life dates from the early sixties of the last century. But this fact should not be taken to mean that no civic spirit existed before. Far from it. From times immemorial every village, to say nothing of towns, in India was by itself a self-sufficient unit of life and activity. The valuable Government publication called the 'Imperial Gazetteer of India' quotes the following description.

[Ram Saran Das]

about the town and village communities of India given by Lord Metcalfe in the year 1830 :—‘ They seem to last where nothing else lasts. Dynasty, after dynasty tumbles down : revolution succeeds revolution, Hindu, Pathan, Mughal, Maratha, Sikh, English are all masters in turn, but the village communities remain the same. In times of trouble they arm and fortify themselves : a hostile army passes through the country : the village communities collect their cattle within their walls, and let the enemy pass unprovoked. If plunder and devastation be directed against themselves, and the force employed be irresistible, they flee to friendly villages at a distance : but when the storm has passed over, they return and resume their occupations. If a country remain for a series of years the scene of continued pillage and massacre, so that the villages cannot be inhabited, the scattered villagers nevertheless return whenever the power of peaceable possession revives. A generation may pass away, but the succeeding generation will return. The sons will take the places of their fathers : the same site for the village, the same positions for the houses, the same lands will be occupied by the descendants of those who were driven out when the village was depopulated : and it is not a trifling matter that will drive them out, for they will often maintain their post through times of disturbance and convulsion, and acquire strength sufficient to resist pillage and oppression with success. This union of the village communities, each one forming a separate little state in itself, has, I conceive, contributed more than any other cause to the preservation of the people of India through all the revolutions and changes which they have suffered, and is in a high degree conducive to their happiness, and to the enjoyment of a good portion of freedom and independence.’

“ How towns were managed by the Hindus would be evident from the following description of the administration given in the Imperial Gazetteer :— ‘ Those who have charge of the city are divided into six bodies of five each. The members of the first look after everything relating to the industrial arts. Those of the second attend to the entertainment of foreigners. The third body consists of those who inquire when and how births and deaths occur, with the view not only of levying a tax, but also in order that births and deaths among both high and low may not escape the cognizance of Government. The fourth class superintend trade and commerce. Its members have charge of weights and measures and see that the products in their season are sold by public notice. No one is allowed to deal in more than one kind of commodity unless he pays a double tax. The fifth class supervises manufactured articles, which they sell by public notice. The sixth and last class consists of those who collect the tenths of the prices of the articles sold.’

“ The state of affairs in towns under the Moguls would be evident from the following taken from Abul Fazl’s *Ain-i-Akbari* and quoted *in extenso* in the Imperial Gazetteer :— ‘ The appropriate person for this office of Kotwal should be vigorous, experienced, active, deliberate, patient, astute, and humane. Through his watchfulness and night-patrolling the citizens should enjoy the repose of security, and the evil-disposed lie in the slough of non-existence. He should keep a register of houses and frequented roads, and engage the citizens in a pledge of reciprocal assistance, and bind them to a common participation of weal and woe. He should establish a separate sarai and cause unknown arrivals to alight therein, and by the aid of diverse detectives take account of them. He should minutely observe the income and expenditure of the various classes of men and by a refined address make his vigilance reflect honour on his administration. He should see to the open thoroughfares of the streets and erect barriers at the entrances and secure freedom from defilement. When night is a little advanced, he should prohibit people from catering or leaving the city. He should set the idle to some handicraft. He should remove former grievances and forbid any one from forcibly entering the house of another. He shall discover thieves and the goods they have stolen or be responsible for the loss.’

[*Ram Saran Das.*]

" Shortly after the suppression of the Mutiny the statesmen who held charge of the Punjab were among the first to recognise the need for more extensive municipal measures. In his well-known Resolution of 1862, Sir Robert Montgomery directed the establishment of municipalities in towns near the head-quarters of districts. An Act was passed in the year 1867 and a large number of municipalities established throughout the Province. An amended and enlarged Act was passed in 1873 and in the same year no less than 121 municipalities were established in towns exclusive of those in the area which has since been incorporated in the new Province called the North-West Frontier Province, and in the year 1877-78 we find that the number of municipalities had gone up to 181 and to 188 in the year 1885-86 in that part of the country alone which is included in our Province to this day. The number of municipalities went on to increase till the year 1891 when the Punjab Municipal Act, repealed four years ago, was passed and a new institution called the notified area committee was brought into being. Since then there has been a gradual decrease in the number of municipal committees and a steady rise in notified area committees. Adding the number of municipalities to that of notified area committees existing at the present day, we arrive at the figure 194, although since 1886, when the number of municipalities stood at 188, several new townships have sprung up, especially in the Canal Colonies of the Province. This must give Hon'ble Members some idea of the extremely slow advance that we are making. Even this would not have been a ground for complaint but for the fact that there are many places where municipalities should be established rather than notified area committees. A glance at the Punjab Municipal Administration Report for 1914-15 will show that there are 16 notified area committees in the Punjab which have an annual income of over Rs. 5,000 each : of these again some have incomes over Rs. 15,000 each, and what I suggest is this that the Commissioners of Divisions where such committees exist may be asked to ascertain whether local feeling in favour of the establishment of municipalities exists in such towns or not. Your Honour, I venture to think that many Hon'ble Members will agree with me that it is far from prudent to allow small nominated committees without elected members to administer such large funds. I admit that nominated members do good and substantial work, but it would be surely better if elected members were associated with them and all such committees were raised to the status of municipalities. Notified areas with incomes less than Rs. 5,000 may be allowed to remain till they have improved their finances and developed the areas in their charge. It will perhaps be urged that it would be superfluous to substitute the costly machinery of municipal administration for the simple and cheap methods of the notified area committees. This is, I venture to think, a mistaken view of the situation. Municipal administration need not be very costly, even if it were to cost a little more than the notified area committee, people wouldn't mind the slight increase. But what the people mind more is the fact that Government officials, overburdened with other and more pressing duties of office, very often cannot pay that amount of attention to the affairs of notified area committees in their charge as elected members from amongst the tax-payers would do. Besides there is the important fact that the notified area committees, by the very nature of their constitution, cannot be sufficiently representative. The number of their members is very small. They are mostly men of one particular stamp of character and attainments who manage to get themselves renominated. Thus fresh blood and open minds are prevented from having a hand in civic affairs, and it is to this circumstance that I must ascribe the comparative barrenness of the labours of notified area committees as compared to those of municipalities which have admittedly a high record of useful work to their credit.

" Now to the second part of my resolution. According to the Punjab Census Report of 1911 there are 16 towns in the Punjab of over 5,000 population which have no municipal committees. I urge that the Commissioners

[*Ram Saran Das ; Khawaja Yusaf Shah.*]

of Divisions may be directed to inquire whether any local feeling exists in these towns in favour of municipal administration. Possibly some of these towns may not be in a position to accept the responsibility and expense. Their case stands apart, but I venture to suggest that no harm would result from the acceptance of the suggestion I have made. Should this suggestion lead to the establishment of municipalities in the towns referred to above, the change would be most beneficial to all concerned. In this connection it would be worth while to quote the following words of the Punjab Government Resolution of 7th September 1882 :—‘ the officers of Government in all departments complain of over-work and the true remedy is to awaken or foster a capacity for self-help amongst the people,’ and again I quote from the same resolution—the establishment of municipalities would ‘ relieve the Government of the odium of petty interferences and small unpopular acts ; to diminish any sense of antagonism between the people and the Government to promote better knowledge of the real aims of the governing body ; to popularise taxation ; to open useful if not exalted careers to the native gentry.’ Your Honour, some people may urge that 5,000 population is too small for a municipality to be constituted. To this I would only say that there are already 20 towns below 5,000 in population which have municipalities even now. These municipalities have proved a success and shall act as an example for others to come. From the historical evidence I quoted in the beginning it must have been apparent to all that it is no new experiment that I am advocating, it is one that has been tried and has proved successful for, in the words of Sir Donald McLeod, sometime Lieutenant-Governor of this Province, ‘ The genius of the natives is essentially suited for municipal organisation, and as rightly observed by the supreme Government, municipal institutions are as well adapted to the natives of India as to those of England. This municipal organisation still exists in every trade, and did exist, previous to our rule, in every village.’ Lastly, I wish to urge a point akin to the subject under discussion, to wit, that the elected element in the municipalities in the Punjab is the lowest of all provinces of India. This should also be raised for, to quote again the Punjab Government Resolution of 1882, it is the genius of the people, whether Hindus, Sikhs or Mussalmans, to all of whom, in connection with their own social or religious affairs, election in some form or other is familiar.”

With these remarks I beg to move the Resolution that this Council recommends to His Honour the Lieutenant-Governor that municipalities should be more widely established throughout the Punjab and that to this end the local authorities should be directed to report in respect of all notified areas having an income of Rs. 5,000 or over and of all towns having a population exceeding 5,000 whether there is any local feeling in favour of the establishment of a municipality ; that the reports of the local authorities should be incorporated in the next Government report on municipalities, and that wherever the local authorities report that such local feeling exists a municipality should be established.

The Hon'ble Khan Bahadur Khawaja Yusaf Shah :—“ Your Honour,—I wish I could support my Hon'ble friend's resolution, but after I have gone through the Administration Report on the Municipalities and the remarks by Your Honour, I must frankly and honestly say that I have a very low opinion of their workings. With Your Honour's permission I would like to point out to my Hon'ble friend that of the municipalities which existed already three were reduced to the status of notified areas, simply because of the notorious factions and intrigues of the members in one case and in the other case because the municipality was not quite able to maintain the institutions usually assigned to municipalities. Your Honour, we must openly and honestly admit that low conception of civic morality does exist in some places in the Punjab and that is the sole reason why the municipal institutions are making very slow progress. Unless we improve we cannot possibly ask people to have municipalities because wherever there is a municipality there we find, especially in small municipal

[*Khawaja Yusaf Shah; Hari Chand; Lola Kashi Ram.*]

towns, a difference and friction between the members, and especially where another demand is made on Government that small municipalities should have non-official chairmen. With Your Honour's permission I would quote from the remarks on the Report—"In the small town of Mahm (Rohtak) on the removal of the official element from the committee, a bogus resolution was inserted in the proceedings by two members with regard to the appointment of a President, with the result that the two members had to be removed, and the Tahsildar re-appointed as President." Moreover, Your Honour, we have to see that if the people have any legitimate desire to have municipalities, they will certainly go up to the local officers, and when the local officers will see fit they will certainly make certain recommendations to Government. In my humble opinion local officers do not think certain places fit and that is the reason why they do not report to Government for the establishment of municipalities in those places. In my opinion we have got enough number of municipalities in the Punjab, and, as far as there is a legitimate desire on the part of the people, they must come up to Government through the proper channel. I regret that I am not in a position to support the resolution."

The Hon'ble Rai Bahadur Hari Chand.—"Your Honour,—I think the suggestion which the Hon'ble Mover makes in his resolution is very reasonable. It simply states that Commissioners and Deputy Commissioners should make enquiries to find out if there is a feeling among the people that there should be municipal committees, and if there is, I do not see any reason why it should be refused. That is a very good suggestion. It does not say that you should have municipalities where there are notified areas. It simply asks that enquiries be made. I do not see any reason why the people who are willing to work should be stopped, and if there is a general desire on the part of the people to take part in the administration and those people are really representative, why should they be kept back? I have seen people who are really representative, but they do not come forward in nomination because they do not go and see the officials. They are very much respected by the people. If there is an elective system they would be elected and take part in the administration. I personally know there are some big men in Multan who never come forward to see big officials, and that is the reason why we have not got big merchants up to this time. So the suggestion is a very reasonable one and I quite agree with the Khwaja Sahib that there are some municipalities in which there is bad feeling. But that does not show we should do away with all municipalities. We should not think that this is the case everywhere. There is no harm in making an enquiry to find out whether the people are willing or not or whether the place is fit for this or not. With these remarks I support the resolution in so far as it asks for the opinions of officers."

The Hon'ble Lala Kashi Ram :—"Your Honour,—I accord my fullest support to the resolution of the Hon'ble Rai Bahadur Ram Saran Das. The resolution is a very modest one. It does not assert that there exists a desire on the part of members of notified areas for the introduction of election. All that he asks is that we are entitled to approach Government to have some programme for the extension of the principle of local self-government in the Punjab. He has tried to show that unless we have a programme laid down for enabling us to proceed forward we are bound to go back. There was a time when the municipalities were as a matter of fact increasing, but at present they are decreasing. If we do not take any steps for the purpose of enabling the people to improve in the art of self-government, I am sure time will come when probably there will be a greater measure of evidence than the Hon'ble mover of this resolution has been able to place before the Council, to show that we as a matter of fact are quite unfit for local self-government. The object of this is that we should be really made to learn the art and to progress in that art, and in that desire I submit there is not single inhabitant of this Province who would say that he has no desire to improve in the direction of local self-govern-

[*Lala Kashi Ram ; Mr. Parker.*]

ment. I am sure that if the Government gave us a helping hand, the people would show that they are fit to be entrusted with the duties of local self-government. Of course, as I have already said, the demand in the resolution is a very modest one inasmuch as it asks that enquiries should be made to ascertain whether there is a desire for the introduction of the elective principle in the notified areas that are existing at present. There is no doubt that when it is left to local authorities for the purpose of seeing whether the notified areas ought to be converted into municipalities, of course the thing must long remain in abeyance because after all there are lots of other things that are taxing the time of local officers in preference to the enquiry necessary to find out whether the people want the introduction of municipal commissioners in their locality. There is no doubt that something is always brought against the introduction of this principle for the purpose of showing that the people do not want it. From the quotations which have been given by the learned Mover of this resolution it is very clear that local self-government has existed in India. In fact if we believe in the statements made in those quotations it is very clear that local self-government institutions existed in the country before the advent of the British rule. It is incomprehensible that the British rule has tended to destroy those capacities of the people for self-government. I am sure the education that is being imparted to us is enabling us more and more to do our duties ourselves. I cannot understand how it is that when we are advancing in education we are going backward in the art of self-government. An argument is advanced several times against this desire of the people to the effect that the people do not choose the best men and these objections come from a class of people who, I should say, are not associated with the class of people who want the elective principle. For instance, it is stated that when you give the right of election to a certain locality they generally put forward the most ignorant among themselves. Well, Sir, I submit there is no force in the observation. If we for once concede that local self-government is desirable, I understand that that means government of the locality by the people of intelligence and integrity of that locality. Where self-government is sought to be introduced it is no reply to say, because you do not go and select the most educated and the most advanced, therefore we do not give you self-government. Self-government means government of the people themselves, and the people means people of the class where we want to introduce the system, and as such I submit it is no reply to say that people do not select the best men. Of course we have got the provisions in the powers of Government to supplement the elected element with the advanced and the more forward class by means of nomination. Government can always supplement the number of elected members by nominated members, so that Government would be in a manner giving the people right of election and government of themselves to regulate their own affairs by the people of the locality and the intelligence which that locality supplies, supplemented by the educated class which Government can nominate. So I submit that if Government once admits that it is desirable to introduce the principle of self-government and confer that boon upon the people, there is no reason why we should proceed so haltingly as we are doing. I therefore submit that, in order to ensure that some appreciable progress in this direction, which is absolutely necessary, is attained, some steps, as advocated by the Hon'ble Rai Bahadur Ram Sarn Das, should be taken."

The Hon'ble Mr. Parker.—"Your Honour,—I think the resolution is entirely wrong, wrong at any rate in its present form. I think it should not be necessary for Government to enquire whether the people of a locality want a municipal committee. It is the people who should make known their desire to Government by applying to Government for a municipality. I think the resolution is quite unnecessary."

[Sir P. C. Chatterjee.]

The Hon'ble Sir P. C. Chatterjee.—“ Your Honour,—I wish to make a few very brief remarks on the question raised in the resolution moved by the Hon'ble Rai Bahadur Ram Sarn Das. This is, as several of the Hon'ble Members have stated, a modest resolution. It does not seek to commit Government in any dangerous line of policy. It only says that if a line of action is clearly desirable, will Government be pleased through its local officers to make enquiries whether the people in that locality, who are to be included in the municipality, have a desire for local self-government, and in that case it might be considered. Well, I think, Sir, it is a very cautious procedure and does not in the least jeopardise any principle which is in vogue at present. On the contrary I take it that the trend of present policy is towards local self-government. Since Lord Ripon first gave vent to that principle, possibly he went too fast, and Government had to hold the reins and draw in the over-fastness of the people.

“ I also believe that in many places Municipal Commissioners are found wanting and deprived of their powers, but this does not in the least show that it is a sufficient reason to prove that local self-government is a bad thing, and that it should never be resorted to or never be encouraged. On the contrary I think it is in the interests of Government to have local self-government so that the officers of State may be relieved of their small affairs in the small localities. It is almost self-evident that people of small localities understand their interests best and are best able to manage them provided we get men of good calibre to take charge of those affairs. While, as a matter of fact, their interests are not so well understood by officials overburdened with other and more pressing duties in diverse ways, and therefore their co-operation is extremely valuable. It is remarked in the Government resolution of the 7th September 1882, quoted by the Hon'ble Mover, that ‘ the officers of Government in all Departments complain of over-work, and the true remedy is to awaken or foster a capacity for self-help amongst the people.’ It goes on to say that the establishment of municipalities would ‘ relieve the Government of the odium of petty interference and small unpopular acts, to diminish any sense of antagonism between the people and the Government, to promote better knowledge of the real aims of the governing body ; to popularise taxation ; to open useful if not exalted careers to the native gentry.’ Those remarks were, I believe, made at the time of Sir Charles Aitchison, Lieutenant-Governor, and embody the true policy of Government and the true recommendations for encouraging local talent to look after the affairs of their locality. That being so, it is no argument to say that because in certain matters they have been tried and found wanting, therefore they should never get that again. Particularly in the Punjab, Government exercises a sort of parental control over the people. I quite appreciate my Hon'ble friend Mr. Parker's objection, but I think the people are shy, and do not come forward themselves. They are not sufficiently articulate in those small matters in those localities to approach Government, and it would be better if enquiries are made very cautiously and silently by the Commissioners of Divisions to find out whether there is any desire for local self-government. That is a matter which might be considered. As the Hon'ble Rai Bahadur Ram Sarn Das has pointed out Government can supplement elected members by appointing nominated members as well. For this reason I think that we should have a policy of this kind formulated. What is wanted is that Government should at all events declare that it is in favour of local self-government provided it can be efficiently established. I do not think there is any reasonable objection to such a principle being enunciated. I take it that the trend at present is that we should proceed in that direction. Another point is that if you do not exercise your capacities, your faculties become atrophied, and I dare say that in many cases where members of municipalities were found want-

[*Sir P. C. Chatterjee ; Lala Kashi Ram ; Mr. Barron ; His Honour the President ; Mr. Lumsden .*]

ing, the reason was that for years and years they had never had any responsibility, and when it was just put upon their heads, they were quite unable to do it properly, they were bewildered and lost their heads and committed those errors which resulted in their being disfranchised. It is always good, I submit, to cultivate in the people the faculty of governing themselves in small matters. It is a good education, I think, for people to deal with these municipal matters. It is a very good education, if they afterwards become members of higher bodies, such as members of Council. If they are good Municipal Commissioners, they can give us the benefit of their experience. For these reasons, I think, the principle is good, and it ought to be cautiously introduced. The resolution does not seek that Government should even say that it should be introduced in certain localities, it simply asks Government to make enquiries to see if there is a demand for it. I also confirm the principle that the spirit of local self-government is ingrained in the Indian people particularly in those units of village communities which exist from time immemorial. That goes to show that at the best there was a sort of democratic sentiment underlying those organisations that have been existing up to the present time, and that gives you an index as to their latent capacities. I think there is a sufficient case for enquiry, and for these reasons I support the resolution."

The Hon'ble Lala Kashi Ram :—"Your Honour,—I ask your indulgence to make one further remark which escaped my notice before, that is that I wanted at that time to bring to Your Honour's attention a new set of facts which have come into existence in recent years, i.e., the formation of councils, where the right of election and right of voting belongs to electors. That is a stimulus."

The Hon'ble Mr. Barron :—"Your Honour,—I rise to a point of order. The Hon'ble Member cannot make any remarks now."

His Honour the President :—"The Hon'ble Member wants to put forward one particular argument for which he has asked my leave."

The Hon'ble Lala Kashi Ram :—"Of course I think the mere mention of the thing probably suggests to the Hon'ble Members the rest of the argument. I think because the franchise now belongs to elected members, it is naturally considered that there will be a desire in almost all places where they could have that franchise to possess a municipality. Therefore I think it is a very strong evidence for showing that there exists a widespread desire in the Punjab that enquiries should be made."

The Hon'ble Mr. Lumsden :—"Your Honour,—I must congratulate the Hon'ble Mover of this resolution on the skill with which he has drafted it and also the adroitness with which, in introducing it, he avoided all the weak points. I am not surprised therefore that his innocent looking resolution has met with a certain amount of support of this Hon'ble Council. Assuming, as I think we are bound to assume, that the word 'good' is to be supplied before the word 'municipalities' in the second line of his resolution, it may safely be stated that the objects of Government coincide with the object of the resolution. Government are as anxious to see an extension of good municipal government as the Hon'ble Mover, but as regards the methods by which this object is to be attained, I must join issue and I hope to convince the Council generally, if not the Hon'ble Mover himself, that this resolution is misleading and superfluous. The resolution conjures up to the mind a pretty and touching picture. One sees the Province pictured as a gigantic nest and dotted in it a number of small nestlings with wistful eye and mouth agape hungrily watching for the supply of a morsel from the mother bird which is hovering around. But this cruel mother bird, busied with other affairs, pays no attention to their piteous cries and the poor little birds have to go empty. But before we accept this as a basis for a resolution, we must consider how far this picture is true to nature, that is how far it is in accordance with the actual facts. I find that altogether

[*Mr. Lumsden.*]

there are in this Province 24 towns which would come within the scope of this resolution. Of these two of our little birds have from the very beginning kept their bills tightly closed from any question of municipal government. Other three are, so far as is known, absolutely content with their present lot. Of the remaining 19, 9 little birds are of a development so immature that they could not at the present moment be given any form of municipal food with any hope of success. I refer to those little birds representing the small *mandis* scattered over the Province. The complexities of municipal machinery would be entirely unsuited to their condition. As regards the remaining 10 little birds, a sad story attaches. All of these 10 little birds have previously been fed with municipal food. Two or three of them, having received this treatment, apparently did not know what to do it. They sat there and they did nothing, until finally the mother bird had to come to the rescue and relieve them of the morsel they could not masticate. The remaining little birds have even a sadder story. They, along with a number of other little birds in this Province, gobbled down the morsel when they received it, but alas the effects were very bad. If I may be permitted the allusion, I may say that the municipal worm proved too tough for their little insides. Instead of growing into fine, healthy birds, a credit to themselves and the mother bird, they began to develop all manner of diseases, sectarian jealousies, mal-administration, misconduct and the like, till at last the mother bird had again to come to the rescue and administer various doses of nasty medicine. In some cases it was sufficient to give a cooling draught in the shape of the abolition or curtailment of the election principles. In other cases, even severer methods had to be resorted to, but I will not harrow the feelings of this Council by describing them. Other little birds with which this resolution is connected came in between. It was found that the cooling draught was not sufficient; it was found that more drastic remedies were not necessary and accordingly they were placed on a low and less exciting diet in the shape of notified areas. Thus our picture of the 24 little birds when analysed is found to be very different from what this resolution represents. As I have said, 5 little birds are, so far as we know, absolutely content with their present lot, 9 are immature fledglings to whom municipal machinery could not successfully be applied, and the other 10 form a group of more or less convalescents who are endeavouring to work off the effects of having dined not wisely but too well. We must therefore discard the picture as being not a true representation of the actual circumstances. We must banish it from the portrait gallery and relegate it to that department where imagination is allowed full play. To this extent the resolution is misleading. It is also superfluous. It is based on two assumptions which are absolutely irrelevant. In the first place it pre-supposes some defect in the present system owing to which towns desirous of becoming municipalities are unable to make known their desires. Nothing could be further from the actual facts. As has been pointed out in this Council to-day, all that has to be done is for the town desirous of getting self-government to approach the local officer who is always on the spot, who probably at least twice a year visits the town, and who in any case can be reached without the slightest difficulty. I cannot conceive of any more simple system than the one at present in vogue and I challenge the Hon'ble Member to produce one single instance in which the present system has proved a bar to the fulfilment of any legitimate desires. It also assumes that Government is unnecessarily slow, almost inactive, as regards the extension of municipal privileges. Nothing again could be further from the truth. The mere history of municipal institutions in this Province is sufficient to show that the great fault of Government has been in going much too fast and not too slowly. At the Council meeting of the 13th March, in answer to a question put by the Hon'ble Mover of this resolution, I had to explain how a certain number of municipalities had to be abolished and reduced to notified areas. Among to-day's questions will be found one regarding the reduction or abolition of the right of election in another municipality. These facts prove that Government has been going too fast and not too slow, and consequently a resolution,

[Mr. Lumsden.]

which presumes the opposite, is obviously erroneous. In the third place the resolution is unsound in principle. It seeks to establish a qualification for the bestowal of the privileges of municipal administration measured in terms of yearly income or number of population. I admit that there is a theoretical minimum below which it is not safe to go in establishing municipal administration, but I find, as pointed out by the Hon'ble Mover himself, there are several municipalities at present in existence which contain a smaller population than the figure quoted in the resolution, namely 5,000. The mere possession of a certain income or a certain population is not in itself any sufficient guarantee that municipal administration can be introduced with success. There are a great many other factors which enter into the situation, the most important of which is the development of the community. There are other points to which I might take objection in connection with this resolution, but I trust that what I have said will be sufficient to show to the Council that the acceptance of this resolution would not in any way be of assistance to the object which I understand the Hon'ble Member has in view, namely, the extension of good municipal government. But while it has been my duty to examine this resolution in the cold light of facts and consequently to offer a few friendly criticisms regarding it, it is my good fortune to be in a position to make an announcement which I trust will induce the Hon'ble Mover to withdraw his resolution. The powers of Government as regards the expansion of municipal administration are somewhat limited. Too vigorous encouragement is apt to savour of compulsion and self-governing by compulsion is, of course, a contradiction in terms besides being absolutely worthless. The real and important factors in the situation are the general willingness of the people to take on the responsibilities of self-government and an adequate supply of men suited for the purpose of municipal commissioners. I have used the word 'genuine' in regard to willingness because past experience has shown that there is also a theoretical willingness which has a way of fading away. But the most important factor in the case is undoubtedly the supply of suitable men. The past history, I mean the history of modern times, not of the present date, shown conclusively that the want of suitable commissioners has been the rock upon which so many of these frail barques have foundered. If we had a supply of men of the right stamp able to rise superior to the temptations of sectarian jealousy and the pettiness of faction feeling, and willing to devote themselves whole-heartedly to the benefit of the community, if, I say, we had an adequate supply of such men, the problems which now confront us would practically vanish. There would be no further complaints about the lowness of the percentage of elected members, there would be no complaints that so many towns do not yet receive their full rights.

"But at the same time, while these are the main factors in the situation, Government are considering whether this present system of municipal administration is altogether suitable for the smaller towns among which naturally most progress has yet to be made. The present system has certain advantages; it provides an easy transition from the bare notified area to the full municipality by gradual stages, sections being gradually extended as a notified area grows, so that by the time it is ripe for admission into the higher field, it has had very considerable experience of the working of the Act. At the same time Government are inclined to believe that some of the smaller towns are debarred from coming forward by the very complexity of our Municipal Act. Accordingly there is now a proposal to evolve a new Act somewhat on the lines of the United Provinces Small Towns Areas Act, which would apply to all the smaller towns in the Province which have not yet reached development to full municipal powers. If this project be carried through, it will involve the abolition of all the present notified areas. There will only be two classes of towns, those administered under Act III of 1911, the present Municipal Act, and those which will come under the scope of the new Act. This partition will involve a reconsideration of the position of all the existing notified

[*Mr. Lumsden; Ram Saran Das; His Honour the President.*]

areas and presumably of the notified areas that are found in any way fit for promotion will receive promotion and be placed along with the present municipal areas possessing the full powers. The more backward notified areas will be included, along with the small towns which will come forward when the new Act is passed, and will remain there until in some near or distant future their development has proceeded to such an extent as to justify promotion to Act III of 1911. In this way the object I think which the Hon'ble Mover has in view will be obtained without any defects which I consider apply to his resolution. Each notified area will have an excellent opportunity of making a case for inclusion among municipalities, and that being the case, I suggest that the Hon'ble Mover might withdraw his resolution."

The Hon'ble Rai Bahadur Ram Saran Das spoke by way of reply.

His Honour the President :—" Before putting the resolution to the Council I may say a few words in addition to what has been said by the Hon'ble Mr. Lumsden on behalf of Government. I may say in the first place as publicly and emphatically as possible that there is no desire on the part of Government to hamper the development of local self-government. On the other hand, there is every desire to foster it. At the same time I think a good deal of mischief has been done in this Province by identifying local self-government with municipal institutions. Municipal institutions are one form of local self-government, they are not the only form, and I think local self-government in this Province has suffered from the fact that the two were looked upon as the same. That has been shown amply by the results of extending municipal committees too rapidly to small towns which it has been proved were not fitted for it and it has been found necessary, owing to the incapacity or misconduct of members, to withdraw those institutions and, as pointed out by Mr. Lumsden, relegate those towns to the lower level of notified areas. Now I also think that those who know the condition of the small towns in the Punjab will agree with me that the development of the civic spirit among the people of those towns has been seriously hampered by the fact that the only outlet for it was the municipality. Over and over again in dealing with towns of this kind of four or five thousand people, I have pointed out the necessity of sanitation, the necessity of better dispensaries and schools and advised them to form a municipality.

" They admitted all the advantages, but the question was on one side whether the theoretical advantage of local self-government in the form of a municipality out-weighed the financial responsibility. And when it came to a question of a man putting his hand in his pocket and paying for municipal institutions, he was not prepared to do it.

" That is the solid fact with which I think every Member of Council who knows the conditions of affairs in these small towns will agree. It has therefore become necessary now to reconsider the question and to find whether, by dissociating the smaller towns from municipal institutions, by affording them a simpler, more workable method of local self-government in harmony with their conditions and ideas, we would not encourage them to adopt these institutions. The first question which occurs, as we all know, when a municipality is established is the imposition of octroi. As every one knows, octroi is excessively unpopular. In small towns when you say you can only have this institution at the price of octroi, in 99 cases out of 100 they would refuse. Municipal institutions are identified with octroi and therefore they are unpopular. Therefore, if we want to make a step forward and encourage the adoption of local self-Government, we must do it in a different way which does not involve municipal institutions and does not necessarily involve octroi. We must leave it to these small towns to consider what form of taxation they will adopt. We will not say 'you must adopt octroi.' It is with this object, as pointed out by the Hon'ble Mr. Lumsden, that we have now come to the conclusion to take into consideration the introduction of a Bill

[*His Honour the President ; Mr. Lumsden : Malik Muhammad Amin Khan.*]

which will deal with these smaller towns. That Bill would cover the existing notified areas or such of them as could not be promoted to the higher position of municipalities. It would also include a great many small towns which are not at present notified areas and are not fit to be municipalities. And if we endeavour to have a simpler form of local self-governing institutions we hope to make greater progress in local self-government in these small towns."

The resolution was put and lost.

The Council adjourned to 2-30 P. M.

BUDGET 1916-17.

The Hon'ble Mr. Lumsden :—" As no changes have been made in the figures of Revised financial statement presented to Council on the 13th March 1916, and no resolution recommending any change has been passed, it is not necessary to hold any meeting for the formal presentation of the Budget. I therefore merely present the Budget* at the present time."

*See Appendix B.

The Hon'ble Khan Bahadur Malik Muhammad Amin Khan :—" Your Honour,—My first duty, I believe, is to express to Government the heartfelt gratitude of the masses of this Province for the general tranquillity and peaceful conditions that have reigned during the year that is coming to close. Unfortunately for the fair name of the Punjab, a most insidious programme of veiled sedition had made its way amongst a section of ignorant and foolish emigrants, but thanks to Your Honour's firm and undaunted administration, the tide was checked at the very start and the country was saved of what might otherwise develop into an open propaganda against established law and order.

" Your Honour, we the most loyal subjects of His Gracious Majesty, are watching with the intensest interest the developments of that bloody tragedy which is unfolding itself on the Continent of Europe. Every incident that has come to light enforces us in the conviction that the empire of which we are proud to be the members, unsheathed its sword in defence of truth, righteousness and human liberty and we are steelled all the more to see that the Empire may come out of this crucible of trial with unsullied honour and unshaken integrity. India as a whole is determined to a man to stand by its sovereign and the Punjab, as the historic sword-hand of the peninsula, has given and means to give the flower of her manhood and all its humble resources as its contribution towards that great cause which is being upheld and defended by the glorious Allies' line.

" Coming now to the prosaic matters of internal administration, I would first of all congratulate my friend the Hon'ble the Finance Member on his most lucid and quite acceptable Budget. It is indeed a great relief to this Province that it will not have to face unusually severe financial burdens, and for this, while the country at large must be full of gratefulness to the Hon'ble Sir W. Meyer, we in this Province must specially feel grateful to Your Honour's Finance Member for having spread his demand evenly on all sides and for having effected rigid economy and retrenchment in the spending departments of the Government. Your Honour, there is one special matter to which I venture to draw Your Honour's kind attention. Higher education is spreading with leaps and bounds amongst all classes and the supreme credit of this civilizing agency must necessarily rest with Government. This movement towards a higher life must engulf all branches of society, but the means and instruments that exist at present to give its proper channel and direction are proving inadequate. The existing colleges cannot accommodate the ever increasing stream of young men whom the University passes out of its matriculation portal. It is hard and indeed extremely painful to see large number

[*Malik Muhammad Amin Khan ; Sardar Gajjan Singh.*]

of students refused admission to the institution for lack of space and accommodation. I wish therefore to appeal with special fervour to Your Honour for extending the facilities for higher education and for at least establishing one more Government College before Your Honour's regime expires. I am fully conscious of the heavy strain imposed on the finances of the Government by the great war, but I feel that the evil I am complaining of is coming to a head and should be put right. I have no doubt that I am in this matter touching a responsive chord in Your Honour's sympathetic ear and it is my prayer that before Your Honour lays down the burdens and cares of your exalted office, the Punjab may have the good luck of enjoying another premier Government College. While on this subject I would also like to enter a plea for less expensive education and for some modifications in the curricula of the various examinations. A radical change in the prevailing system of education is out of the question, but I feel something should be done to lessen the strain on the intellect of the students."

The Hon'ble Sardar Bahadur Gajjan Singh:—"Your Honour,—I join with my friend, the Hon'ble Malik Muhammad Amin Khan, in congratulating Hon'ble Mr. Lumsden for his lucid and detailed budget statement which he has presented before the Council.

"As a representative of the district boards I beg to take this opportunity to thank Your Honour for allowing two more seats on the Legislative Council to the representatives of the rural population. This clearly shows that Your Honour takes very keen interest in the welfare of the rural population.

"They fully appreciate the favour done to them and feel deeply obliged to Your Honour for this boon.

"As a representative of the zamindars I feel in duty bound to lay before Your Honour their grievances. I have received many letters from intelligent zamindars that farm labourers, who are employed for an agricultural year by the zamindars, often put the latter to inconvenience and loss by running away at a time when it is exceedingly difficult to get another man in their place. The civil remedies against such persons are not adequate to save the zamindars. The Workmens' Breach of Contract Act protects the interest of contractors, manufacturers, tradesmen and others. There is no reason why there should not be a similar legislative restraint upon the run-away tendencies of the farm labourers. I therefore beg that the Government should undertake such legislation in the interest of the great body of zamindars.

"The scarcity of land has led the zamindars to make encroachments upon the public pathways, and this evil tendency has grown to such an extent that most of the pathways in the villages have become so narrow that even a single cart can with difficulty pass along it. Thus the narrow paths have become a nuisance to the zamindars themselves. They are a hindrance to the commercial activities in the villages.

"It will be very much to the interest of the villagers and the general public if the pathways are widened according to the measurements given in the revenue records.

"The prolongation of the terrible war has necessitated the enlisting of a large number of recruits. The need for more recruits is growing daily.

"It is a matter of great satisfaction that land of five rivers has nobly responded to the call of duty. I feel proud indeed when I see that my constituency is behind none in the matter of furnishing recruits to the army.

[*Sardar Gajjan Singh ; Ram Saran Das.*]

"The military man has reason to be thankful to Your Honour for the reservation of a fairly large number of squares of land for the soldiers. This fact has given an impetus to recruiting. But in view of the daily growing number of wounded soldiers who are forced to retire from service and the participation of a very large number of the soldiers in this world-wide war I would respectfully submit that more land be reserved for the heroes who are sacrificing their lives for the defence of the British Empire. In this and the last meeting of the present session, I beg to offer you, Sir, my most sincere thanks for the unfailing courtesy shown to all of us during the period you have presided over the deliberation of this Council.

"The hospitality of Government House is known far and wide, and I do not remember a single meeting which was not followed by dinner, lunch or a party. With these remarks I support the Budget."

The Hon'ble Rai Ram Saran Das :—Your Honour,—“Another year of successful administration under your rule has come to a close, and it falls to the lot of non-official members to-day to take stock of the past year and offer some remarks for the future consideration of the Government.

"First and foremost the best thanks of the non-official members are due to the Finance Member. He has very eloquently explained to us the usually dry figures of the Budget and it speaks volumes to his ability how skilfully he has tried to satisfy the pressing needs of the various spending departments of the Government. His exposition of the Budget figures has indeed been very interesting. The Finance Secretary has this year in compliance with the request of non-official members supplied us with advance copies of the financial statement several days before the meeting. This courtesy is highly appreciated, and I am sure this practice will help the non-official members very much in properly understanding the intricacies of the Budget. The addition of a list of re-appropriations and of the insertion of minor head figures in the body of the memorandum are also greatly appreciated.

"While on the subject of finance I might say that last year when I moved a resolution urging the promotion of sanitary works in the new colonies that have helped so much to augment the resources of the Province I suggested in that resolution that a certain proportion of sale-proceeds of Government lands in these colonies may very well be spent on providing roads, dispensaries and other proper sanitary works. Your Honour on that occasion was kind enough to sympathise with the object of that resolution, and I am glad to find this year that the annuity of three-and-a-half lakhs earned by us in return for one crore that we surrendered to the Government of India will be spent for the development of the new colonies. This is a step in the right direction. The savings of the Province accumulated with so much labour and skill could not be spent in a better way and for the decision of Your Honour's Government that the proceeds of the investment of our savings are to be spent on sanitation, I am sure the people are very grateful.

"Your Honour last year, while speaking on Education I pointed out that the time has now come to provide opportunities to the people to get Technical, Industrial and Commercial instruction. Sir, I again submit that pure literary education cannot alone satisfy the needs of the people. Employments under the Government are limited and the purely literary education, without industrial training, makes the student unfit for all professions except that of a clerk. It is therefore time that a proper scheme for Industrial and Technical Education were prepared without any further loss of time. I am glad Your Honour's Government has recommended the employment of a separate Director of Industries. For this the best thanks of the people are due to you. Now what is required is the employment of separate Inspectors for Industrial Education. I hope Your Honour, with your usual readiness to meet the legitimate wants of the people, will bestow your earnest consideration on this most important question.

[Ram Saran Das.]

"Allied to this question of providing Industrial Education to the people is the question of making available to the public expert Industrial knowledge. In all progressive countries the Government employs Industrial and Technical experts in their service. It is their business to study which of the existing local industries are capable of improvement and what new industries can safely be started. All this information is spread broadcast and the people are invited to interest themselves in starting new industries and improving existing ones. In case of new industries whose chances of success are sufficiently tested by Government experts. In many countries the Government guarantees the interest on the capital invested in such industries. By such diverse other methods very big industries have been built up in foreign countries. Your Honour, this procedure for the promotion of the local industries is worthy to be adopted by us also. The Government has given in a way protection to the iron industry started by Tata Bros. They had decided to give some protection to the Portland Cement Industry in this Province also. I therefore urge Your Honour to move a little more in the same direction and to accept the idea of employing Industrial and Technical experts at State expense for the promotion of the local industries. If Your Honour decides to accept this my humble suggestion I assure you the whole Province will bless you and your name will go down to posterity as a great benefactor of the people. While on this subject, Your Honour, I desire to point out that our premier industry of agriculture also stands in need of great improvement. Lack of suitable implements and lack of knowledge to use them properly are a great hindrance in our way. The popularisation of scientific implements on a large scale is greatly needed. Thanks to the labours of the Agriculture Department which has taken steps to prove to the people the benefits of using improved ploughs, a better type of pumps and implements in order to ensure a more copious yield. People refrain from buying these implements owing to ignorance of their utility. May I suggest that our Agricultural Department should purchase the necessary implements and supply them to the peasants on easy terms or recover their prices just as Government recovers *tacca i* advances. If the District Boards and Co-operative Credit Societies be asked to take greater interest in this matter I am sure much can be done. If such like procedure is adopted, Your Honour, I am confident our agricultural industry will be greatly improved.

"Your Honour, the mention of district boards in this connection reminds me of the fact that the existing powers of these bodies are very limited. Under the present arrangement they hardly possess any initiative. From the last report on the district boards I gather the Government also feels that in order to create greater interest for work in the members greater initiative should be given to district boards. Promotion of self-government, in favour of which the Government has so very recently expressed its opinion, also demands that we should place greater trust in the local self-governing bodies. I hope Your Honour will pay your best consideration to this point.

"In connection with the administration of rural areas, Your Honour, I wish to point out that in many districts proper arrangements for drinking water do not exist. People have to be content with the dirty water of ponds and chhapars. This breeds malaria and many other diseases. Your Honour, we should pay a very early attention to this question and promote and encourage the construction of *pacca* wells in rural areas for drinking purposes. For this purpose grants may be given to such District Boards as may require them.

"While on the subject of the public health, Your Honour, I need scarcely point out that the vast majority of people depend on Unani and Ayurvedic Systems of Medicine. These systems are suited to our nature and the indigenous medicines can be obtained very cheap. Under these circumstances I hope Your Honour will agree with me that the indigenous systems of

[*Ram Saran Das.*]

medicines require to be put on scientific basis. Proper arrangements for teaching these systems are urgently needed and some encouragement to the practitioners of these systems is also required. Your Honour is probably aware that the Government of India have also accepted a resolution embodying suggestions. I hope this question also will receive Your Honour's best consideration.

"There is another point, Your Honour, to which I would like to invite your attention. Your Honour is probably aware that the public feeling in the country is very much against the introduction of the School Final Examination in place of Matriculation. A proposal recommending the adoption of this very thing was made to the local University by the Education Department. I understand there has been a very sharp conflict of views on this proposal there, and it has consequently been indefinitely postponed. Under such circumstances, Your Honour, it is not advisable to move for its adoption and I hope Your Honour's wide-awake Government will drop this proposal.

"Another question that I would like to touch upon here is the wave of unrest that passed over certain portions of this Province during the last year. It was a very anxious time for all peace-loving subjects of His Majesty but fortunately we had then at the helm of the administration an experienced and sympathetic ruler in Your Honour's person. The wave of unrest was nipped in the bud by Your Honour's quick and strong action and the Province once again has assumed its normal condition. For this the best thanks of the people are due to Your Honour. Though our Province has now through your skill become peaceful, the British Empire is passing through a very critical period. The world-wide war is still devastating the fairest of lands and spilling the best human blood. But, Your Honour, we are sure the victory is ours for our cause is righteous. India has offered her best in the service of the Empire and I assure Your Honour we are ready to devote our all and make still greater sacrifices till we have vanquished the foe and secured an honourable and lasting peace.

"Coming towards the political status of our Province I pointed out to you last year certain defects in the constitution of our present Council and suggested certain reforms. I am glad and grateful that my request has not gone in vain and the people are very grateful to Your Honour for increasing the strength of this Council to the full statutory limit. But in this connection I must urge the regulations relating to the election of the Punjab Council are still not very satisfactory. In the neighbouring Province of the United Provinces the smaller municipalities and the district boards are combined into one electorate, and the larger municipal boards possess separate representation. Had a similar procedure been adopted in this Province also it would have strengthened the popular element in the Council. In the two western divisions of the Punjab all the members of the district boards are nominated members. If the municipal boards, which contain an elected element, were allowed to form with the district boards one group, direct representation of the people in the Council would have been strengthened. On the other hand by separating smaller municipalities from larger ones the Government would have made it possible for men of light and leading to get into the Council. This procedure is followed with success in the neighbouring Province of the United Provinces and I trust it would have been equally found successful in the Punjab. By the present regulations, Your Honour, very unnatural groupings had to be made. Lahore had to be tacked on to the Multan Division and Amritsar, a neighbour of Lahore, had to be joined to Jullundur Division. I hope when the time for the revision of these regulations comes up again these defects will be removed. As regards the representation of this Province in the Imperial Council I again beg to submit that the Punjab is not treated properly. Bombay, with a population nearly equal to that of Punjab, sends two representatives to the Imperial Council. The Punjab sends only one. This arrangement works to the dis-

[*Ram Saran Das ; Raizada Bhagat Ram.*]

advantage of an important minority in this Province and I hope Your Honour's Government will make proper representations on the subject to the authorities concerned.

"In the end, Your Honour, I have to mention the fact that this meeting is the last one of this Council. Some of us probably will not be coming in the new Council. On an occasion like this I must give expression to the feeling that is uppermost in the minds of all non-official Members that we are extremely grateful to Your Honour and to our official colleagues in giving us every help and assistance in the discharge of our work in this Council. During the last three years-and-a-quarter we have always been treated with courtesy and consideration. Your Honour, I heartily thank you and my official colleagues again for the kind treatment we have received in this Council all these years."

The Hon'ble Raizada Bhagat Ram:—"Your Honour,—I do not wish to make any lengthy or detailed observations on the Budget which has been sufficiently well discussed in the Council. But I wish to associate myself entirely with the commendatory remarks made by those who have preceded me in the debate as regards the Hon'ble Member in charge of the Budget. The Hon'ble Mr. Lumsden is rightly entitled to the thanks of the Council for the labour and care he has bestowed on the preparation of the Budget. His task has not been an easy one. In fact, it has been attended with difficulties which it would not do to make light of. The great and world-wide war now raging in Europe and other parts of the globe has unhinged the finance of all the countries engaged therein.

"Those who had to frame the Budget have had serious difficulties to face in their efforts to adjust the finances and to make both ends meet.

"The tremendous expenditure which has been incurred and is being incurred on the war throughout the British Empire has not been without its influences on the finance of the country.

"The effect of the war on the trade and commerce of this country though indirect has been sufficiently strong to compel the Government to retrench expenditure in various departments. It cannot be expected that this Province should escape the effect of the influences which have affected India so considerably. Mr. Lumsden has thus had to do his work under circumstances of special difficulties and the explanations that he has given for the economies he has been compelled to effect have satisfied all reasonable persons. He has taken the Council into his confidence and laid before his colleagues his case in all its details. Whilst on this point I think I must say that if the war does not come to an end soon and is prolonged for another year or two there will be all the greater need for the exercise of those qualities of caution, care and discrimination which Mr. Lumsden has employed in the preparation of the Budget. I need not assure Your Honour that in this Province the people of all classes are fully prepared to do their share in the object and determined resolve on the Empire to carry on the war with all the resources, strength and energy at its command till complete victory over the enemy is assured. The people of the Punjab are ready to make any sacrifice in this connection. What will be demanded from them, they will whole-heartedly co-operate with the Government in this matter.

"I do not think it advisable to take up the time of the Council with any observations on the war. I should like, however, briefly to touch upon one and an unpleasant aspect of it which has unfortunately been prominently before the public during the past year. I shall first say a few words about the revolutionary movements in India which has its origin outside India. The genesis of the movement and its history being quite familiar to us, I need not say much about it. The men who actively participated with the exception of the few who were its prime movers and others who were the misguided

[*Raizāda Bhagat Ram.*]

tools of more clever persons have now received their punishment and I think we may safely say that the mischief has been nipped in the bud. There was fear at one time that it might assume most serious proportions ; but thanks to the firmness, vigour and determination which Your Honour brought to bear on the solution of the problem, it was properly and satisfactorily dealt with.

"Public opinion in the Punjab fully endorses what fell on this subject from Lord Hardinge, our late beloved Viceroy, at the United Service Club in October last. The one satisfactory feature of the matter is the hearty and the thorough manner in which the people of the Punjab co-operated with the Government in putting down the revolutionary movement, and this is due to no small extent to the policy adopted by Your Honour from the very first and to your firm resolve to maintain peace and order. I may be permitted to say a few words about the riots which disgraced a part of the western Punjab thirteen months ago. I need not say much about the causes which led to them for they are well known. Wild and baseless rumours circulated by mischievous persons created an impression among a section of the people that the British Power and Authority had weakened, and that they might give free and unrestricted scope to their lawless propensities. They forgot for the time that their country was under the British Government and consequently gave free rein to their desire for pillage and plunder. The defenceless people who were the victims of this display of lawlessness suffered grievously. As soon as the facts came to the knowledge of Your Honour steps were taken to restore order, to repair to some extent the damage that has been done and to prevent the recurrence of the trouble. I need not refer to the now well known speech that Your Honour made at Jhang and the steps taken by Your Honour's Government to reassure the people and to restore their confidence in Pax Britannia. I have every hope that the good work of restoring friendly relations and of letting bygones be bygones which has been initiated under Your Honour's auspices will continue to be done until the people forget what happened and resume their old relations as friends and neighbours.

"I should like to ask Your Honour's permission to refer briefly to one or two points connected with the administration of criminal justice in the Punjab.

"This is a subject in which I take special interest and with reference to which I am in a position to speak from personal knowledge and experience.

"The report on the administration of criminal justice for the past year no doubt shows that there has been some improvement, but there is no use denying that the state on the whole is still unsatisfactory.

"The average length of a trial in the Punjab is about three times as great as in the provinces known as Regulation Provinces. A good deal has been said about the causes of this admittedly unsatisfactory state of thing in the Government report and in the public press.

"I am inclined to think that longer time is taken in the Punjab to deal with criminal cases because the magisterial organisation and efficiency are not sufficiently strong to cope with the work that has to be done. Cases which in other provinces are tried by Assistant Sessions Judge with the aid of Jurors and Assessors are disposed of in the Punjab in the larger majority of cases by what are known as Section 30 Magistrates, who are as a rule inferior in status, legal equipment, training and experience.

"In my humble opinion there is no reason why the provision relating to Section 30 Magistrates should be retained in the Punjab. In educational and general advancement and in most other matters which help in determining the status of provinces, the Punjab is not in any way inferior to the United Provinces of Agra and Oudh and there is no reason why it should continue to

[*Raisada Bhagat Ram ; Rai Hari Chand.*]

labour under the disadvantages of being treated as a non-Regulation Province and placed on an identical footing with Coorg, Assam, and Ajmer-Marwar.

"The other point to which I would like to refer relates to the percentage of convictions. Satisfaction is expressed as the increase in the percentage of convictions. Considered *per se*, this doctrine may not appeal open to objection but in view of what I have already said about the equipment of the judicial machinery which has to deal with a large part of crime in this Province I cannot help saying that the increase in the percentage of convictions is no matter for congratulation, for our aim and view ought to be the punishment of the really guilty person and the administration of efficient, speedy and impartial justice and in my humble opinion any method which falls short of this standard stands self-condemned. I do not underrate the importance of punishing the really guilty and the healthy effect that it produces on the prevention of crime but I cannot help stating that great and incalculable harm is done when with the aid of corruption really guilty persons manage to escape and helpless and innocent men are hauled up and convicted. Justice is brought into contempt and the criminally disposed have an increased scope for their evil propensities.

"Before I conclude my remarks on the administration of criminal justice I think I shall be failing in my duty if I do not emphasise what is within the knowledge of every lawyer with extensive criminal practice. It is that the increase in the percentage of convictions is invariably followed by the increase in corruption and other evil practices accompanying it. This is a matter which is deserving of careful attention of both Government and public, and my humble conviction is that so long as effective steps are not taken to put this right things will remain in their present condition.

"Before I sit down I wish humbly to thank Your Honour for the kindness, courtesy and consideration always shown by Your Honour to the members of this Council."

The Hon'ble Rai Bahadur Hari Chand :—"Your Honour,—The Budget before us is not a prosperity Budget. With the unfavourable conditions of last *kharif* and with a hardly hopeful prospect of the important *rabi* harvest, it is perhaps inevitable that the estimated yield from the land revenue should be worse by 16 lakhs than the Revised Estimates for 1915-16. This again shows that the so-called magic wand of the Financial Secretary is powerless against seasons and climate and that our budgets are largely 'a gamble in rain.' Be that as it may, I shall be hardly doing my duty if I do not offer my congratulations to the Hon'ble Financial Secretary for his skilful marshalling of facts and figures. Although new to his office, he has fallen in with the way of his Department, as if to the manner born. Verily, he has placed all his cards on the table and perhaps I am not alone in saying that my thirst for figures has reached satiety.

"It is rather sad to hear that the assignment from the Government of India for education has now been exhausted. Indeed, but for our investment of one crore with the Government of India, the future would have been gloomy. It is true that sanitation has 12 lakhs at its credit, but the two graces, culture and cleanliness, go hand-in-hand, and starving the one means starving the other. It cannot be said that the provisions as regards these have in the past been rich—nay, we can never have too much of them—and it is only meet that the various departments should show the same spirit of economy as they have done now in order to provide for more education and better sanitation.

"As regards industries, it is a pity that the major portion of the grant for the last year lapsed for want of suitable schemes. Since then, however, the announcement of a Royal Commission on Industries to be presided over by Sir Thomas Holland has been made and we expect great things out of it. Your Honour has been a generous patron of swadeshi industries and Your Honour's sympathetic speech at the last Council still rings in our ears.

[*Rai Hari Chand ; Nawab Ibrahim Ali Khan.*]

"I am glad to find that a provision of 3½ lakhs has been made for the new colony roads. The development of communication in the new town of Dera Ghazi Khan is, however, an equally urgent matter. The people there have been hard hit by the ravages of the Indus and need every protection and support. May I suggest a suitable provision for the development of roads in the town of Chorhutta (Dera Ghazi Khan) be made ?

"As an elected representative I take this opportunity of conveying the heartfelt gratitude of the people of my division to Your Honour for the steps taken to quell the grave disorder that took place in Jhang, Muzaffargarh and Multan districts in February and March 1915 ? Your Honour verily proved to be the *ma bap* of the people in their distress, and a terror to the lawless element. Those were indeed days of anxiety and peril which are happily unknown under the *aegis of Pax Britannica*. Now that confidence is restored and quiet prevails, we must give our heartfelt thanks to Your Honour and to Colonel Thompson, the popular Commissioner of the Division, whose ready tact and genuine sympathy helped not a little to quiet the situation.

"The closing session of this Council has witnessed a change of Viceroyalty. The orthodox Hindus of the Province have already taken steps to welcome His Excellency's *regime* by naming the proposed Sanatan Dharma College at Lahore after him. Nay, we have no doubt that His Excellency will continue the same noble and liberal policy as his illustrious predecessor Lord Hardinge, and will like him win a lasting place in the grateful affections of his people.

"As Your Honour well knows, this Province has not stinted herself in men, money or material in crushing the hateful demon of German militarism and it is only meet that she gets a Chartered High Court, an enlarged representation in the Supreme Legislative Council and other privileges, which have so far been denied to her."

The Hon'ble Nawab Ibrahim Ali Khan :—"Your Honour,—As this is the last meeting of this Council I should like, with Your Honour's permission, to submit a few remarks on some of the items connected with the Budget and make a passing reference to the legislative work of the Council during the last three years under the distinguished guidance of Your Honour.

"Representing, as I do, Sir, a community whose educational backwardness is a well known fact, I offer my most grateful thanks to Your Honour's Government for the liberal grants made from year to year to promote and extend popular education in the Province. I must not here forget to express my appreciation of a very welcome grant of Rs. 25,000 that has been budgetted for the extension of Primary Schools during the ensuing year. It need hardly be stated that of all heads of public expenditure, that of education is one which my community wishes to see more jealously guarded than another. While regretting that abnormal conditions caused by war should have necessitated proportionate economy even in expenditure on education one must gratefully acknowledge the sincere solicitude which Your Honour's Government has shown for education. A decrease of a little less than two lakhs under this head is not such as to be grudged at a time when other heads of public expenditure have had to undergo a severer retrenchment. While speaking on this subject let me express my whole-hearted support to a very happy change that has been introduced in regard to the method of distributing recurring educational grants to local bodies. This change, while removing the disadvantages resulting from the old system, is calculated to enable the really backward districts and municipalities to get their fair share from educational allotments.

"In the past, as ill-luck would have it, the prosperous districts fed on the poor thus appropriating what should have more equitably gone to the latter.

[*Nawab Ibrahim Khan Ali Khan ; Lala Kashi Ram.*]

"In this connection may I commend to Your Honour's kind notice, the Hali Memorial School recently established at Panipat. This institution commemorates the name of one who was rightly regarded by my community as their greatest National Poet. His burning and inspiring poetry—a portion of which forms part of the Urdu Text-Books of the Punjab University—awakened the Indian Mussalams to their educational requirements and his whole life constitutes one long and passionate advocacy of the claims of liberal education in India. It is this great Urdu Poet whose worth and services the Hali Memorial School wishes in its own humble way to perpetuate. Any State encouragement to an institution such as this will be peculiarly welcome to its promoters and will be highly appreciated by the entire Muslim community.

"Your Honour, the tendency to ask for reduction in expenditure on Police is extremely regrettable, especially at a time when the interest of the public and administration render it absolutely necessary for Government to resort to enrolment of additional force. The Western and Central Punjab has passed through very hard times during the closing year and thanks to the loyal and devoted services of this much cursed department, the surging wave of political crime, which could not but have a disastrous effect on the general progress of the Province, has been stamped out where it originated. The public stands deeply indebted to these guardians of peace for what they have done to maintain law and order in the Province. This country's force, as we already know, is entrusted with the primary functions of Government and what great sacrifices they have been called upon to make and have cheerfully made in the discharge of their duties cannot be too highly commended and deserve our deepest appreciation. The budgetted increase in expenditure on Police, under the present circumstances, seems to be modest and reasonable and as the Hon'ble the Finance Member has pointed out, is but a compulsory imposition on a reluctant Government. However I think that this extra provision, under whatever circumstances the Government may have been compelled to make, should be hailed with great applause, as the whole of this amount is to be devoted to the accomplishment of a very necessary Police reform, calculated to improve the moral and material conditions of the Indian rank and file by a substantial increase in their pay.

"Your Honour, the legislative activity of the Council, even under war conditions, has covered a considerable area. The laws that have been placed on the Statute Book during the first three eventful years of your Honour's *regime* include, among others, the most salutary measures such as the Punjab Courts Act, the Excise Act and the Medical Registration Act, and it is a matter of great satisfaction and congratulation that these enactments, shaped as they have been after full consideration in the Council, and with due regard to the popular opinion, have been well received by the public."

The Hon'ble Lala Kashi Ram :—"Your Honour,—It is gratifying to know that the Finance Member is in a position once more to repeat the remarks of the last year and say with the Hon'ble Mr. Mant that the revenue side of the Revised Estimates has not been affected by the war and this after the expiry of a period of one year and eight months instead of after eight months of the war when these words were used by the outgoing Finance Member.

"Thanks to the generosity of the Government, non-official Members of this Council are now in a better position than six years ago to understand if not also to appreciate the Budget dispositions. I am not, however, going to tire this Council by any survey of Budget disposition; I content myself by submitting a few points of financial and general interest for the earnest consideration of the Government. To begin with I am thankful to Government for giving details of information under some Budget heads that are not open

[*Lala Kashi Ram.*]

for discussion. This information is greatly helpful to understand and appreciate the financial position of the Province. I would request the Government to go one step further and give us the details under the head of income-tax receipts.

"I observe the form of the explanatory memorandum this year differs from that of the last year. We thank the Government for giving us more information. At the same time the variation of the form from year to year causes confusion, at any rate it does not facilitate a comparative study of the figures. The heads of revenue and expenditure are scattered in different parts of the memorandum and this causes a good deal of inconvenience in studying the figures. Moreover, the figures given are only for three years whereas the Government of India give figures for a period of five years. I think it would facilitate the study of the Budget if the Local Government can adopt the Government of India form not only in the preparation of the financial statement, showing *plus* and *minus* figures, but in the exhibition of the quinquennial figures in the explanatory memorandum, grouping the heads of revenue and expenditure at one and the same place. I also observe that this time Appendix B of the financial statement of the last year has been removed. This removal is not helpful to obtain a bird's-eye view of the Budget dispositions. I, therefore, venture to submit that Government might with advantage adhere to the formal mode of giving sub-heads under Appendix B as in the last year.

"The Financial Secretary says that he has given all the information there is to give. This may be so from his point of view. We, however, find considerable difficulty in understanding the reasonableness of the allotments made under several heads of expenditure. When the Government of India publishes annually its appropriation report and discloses to the critical public almost every sub-head of expenditure, I do not know what difficulty there may be for the Punjab Government to make a copy of the detailed Budget in the form of an appendix available for the Members of this Council, as I believe it is being done in at least one Province, namely, the Central Provinces and Berar. For instance, I read in the papers that one of the resolutions which were moved by the Hon'ble Rao Bahadur Madholkar in the Legislative Council of that Province on the 13th March referred to an appendix which contained such details. The Government may easily obtain a copy of the financial statement of the Central Provinces and find out the difference between our statement and that of that Province. In this connection I may also call attention to the fact that the Home account of the Government of India annually submitted to Parliament gives all these details. If these details are given in an appendix, Members of the Council will be able to appreciate the position of the Government better than they do now, and possibly bring in their experience to make the allotments more popular than they are. I have already referred to the appropriation report of the Government of India which gives us all the information about Indian financial administration. I beg to suggest that the Punjab Government may with advantage follow the example of the Government of India and make both the Appropriation Report and the Government Review thereon available to the public. So far as I remember the Punjab Government does not at present publish the Appropriation Report of the Accountant-General. Once a Review of that Report was published in the Government Gazette, and that was, I am able to say, appreciated by persons who are competent to form an opinion on the subject. But in the very next year the Review was practically dispensed with except for a few remarks on certain Public Works irregularities on the ground I believe that the War had upset Budget calculations. As the non-official public has begun to take an intelligent interest in financial matters I entertain the hope that Your Honour will be pleased to sustain that interest by directing the publication of this important Report, and by enlightening the public by the Government's highly informing review.

[*Lala Kashi Ram.*]

"Allied to this matter is the question of the financial powers of the Local Government. There has been in recent years some sort of decentralisation in financial matters. The power of control formerly exercised by the Government of India have passed to the Local Government to the extent recommended by the Royal Commission on Decentralisation and accepted by the Government of India. This being so, it is only fair for the public to expect some information on this point. It would be distinctly advantageous and helpful to the policy of financial decentralisation if the Government would take a suitable occasion to inform the public how the present experiment in this direction has worked in practice.

"In this connection, Your Honour, I beg permission to give expression to a sense of disappointment I have felt and perhaps some others who like myself are elected members have also felt. This is with reference to the constitution of the Finance Committee which at present gives no opportunity to all the elected members to obtain a working knowledge of the internal financial machinery of the Government. I do not presume to know how the Finance Committee works and what opportunities it has to acquaint itself with the financial machinery. But I may say this some non-official members who like me may be disposed to criticise estimates would, if admitted to the charmed circle, be able to better appreciate the Budget dispositions. However that may be, I venture to ask whether there is any insuperable difficulty in increasing the strength of the Finance Committee to the maximum of 12 and giving a chance to 4 elected members in each year by turn to get themselves elected for that committee. Of the remaining 8 seats 2 may be given to the nominated and 6 to the official members. I hope this point will receive Your Honour's consideration.

"In my speech at the last meeting of the Council I invited attention to the appointment of two Inspectors of Schools, one European and one Indian, for one circle: this I beg to say is causing a great deal of dissatisfaction. Nobody knows the reason for the new arrangement. Are the two officers to exercise co-extensive powers or is one of them to be in a position of subordination to the other? Are they going to have one and the same office between them and for how long or they are to have ultimately to have separate offices with separate establishment? Who will carry on the correspondence with the Director of Public Instruction and with the Schools Head Master, Deputy Commissioner and other departments. Whatever be the theory in practice, I submit it will amount to the Indian Inspector being some sort of an under-study to the European. He would not be in a position to carry on any of the responsible duties or exercise the powers of the office. All the initiative would necessarily pass into the hands of the officer in the Indian Educational Service to whom would belong the credit for all good work.

"One consequence of the scheme the gradual bending down of the stature of the Indian officer who would gradually lose capacity for independent work in which he might justly feel pride and for which he might rightly be held responsible. Ordinarily the Indian Inspector would be recruited from the ranks of Assistant Inspectors and as such in his previous career must have served at one time or another in a position subordinate to his European colleague.

"If it is sought to justify this experiment on account of the increase in the number of schools the obvious course to adopt would be to add to the number of Assistant Inspectors or other subordinate inspecting officers. I have tried my best to find any justification for adding to the number of highly paid Inspectors in the department when Government are cutting down expenditure on Primary Education. From the reply vouchsafed to my question to-day I find the Punjab programme for the expansion of Primary Education is an addition of 500 new schools a year, while Government has provided only for 100 such schools, that is to say only 3 schools per district

[*Lala Kashi Ram.*]

or in other words one school for a group of 340 villages. Thus we would take more than 300 years to supply each village with a school of its own provided there is no growth of population and no new villages spring up. It is clear that the department is not carrying out its own modest programme for the extension of the education of the masses, but finds reason for spending the public funds on new schemes of doubtful utility and adding to the number of highly paid posts of Inspectors.

"There is another point in connection with which I venture to speak a few words, namely, the hardships suffered by the clerical establishment owing to the great delay in giving effect to the scheme of reorganisation. The two schemes put together cost about a lakh or a lakh and a half of rupees at the outside and that I submit is not a very large sum that should baffle the ingenuity of our able Finance Member to find by means of judicious re-appropriation in the Budget dispositions of the present year. The reorganisations schemes were undertaken long before the outbreak of the war. The object was to ameliorate the lot of the hard-worked and ill-paid men in consequence of an all-round increase in the cost of living as it amounted in the pre-war period. It is matter of common knowledge that the cost of living has been nearly doubled since the outbreak of the war and consequently the poorer classes have been constrained to cut down their domestic budget and deny themselves the barest necessities in many instances. Pitiably is the position of the upper subordinates with limited incomes and expanding demands on their slender purse. The purchasing power of the rupee is dwindling down every day and the retailed prices bear no sort of proportion to wholesale prices. The price of every commodity whether it has an exportable value or not has increased and the pinch is greatest under most of the items of domestic budget. It is in these circumstances that I ask the Government to find the necessary funds this year to give effect to the two schemes of reorganisation. Before I resume my seat there is one more point on which I desire to speak and that is the principle which guides the Government in appointing officials as members of this Council. Ordinarily it is no matter of concern to non-official members as to which official adorns a seat on this Council. Government knows official interests better and it is a matter of supererogation for a non-official member to make any suggestion on this point. But it seems to me that there was one official member in the first Council whose presence was as much one of strength to Government as it was of help and value to the general public, namely, the presence of Sir Henry Burt, the Manager of the North-Western Railway. His presence served to enlighten this Council on a variety of Railway matters and public complaints relating to congestion of goods traffic for want of facilities for passenger traffic were being directly brought to the notice of the North-Western Railway—the premier Railway Administration in India. I do not know why a representative of the Railway Administration is not now being selected to sit on this Council, but I think I voice public opinion when I say that his absence is keenly felt. In another province, namely, Madras, a resolution moved by a non-official member has been accepted by the Government to take necessary steps to secure the enlargement of the powers of the Local Government in regard to the control administration and construction of Railways in that Presidency. Without going into the details of the resolution the text of which I presume has been noticed by Your Honour, I beg to state that any such steps taken in this Province in the direction indicated in the resolution will conduce to more speedy redress of public grievances which are now increasing in number and intensity. I am also of opinion that the present policy of constructing District Board Railways in the Punjab renders the presence of an expert Railway Engineer in the Secretariat necessary. At all events the presence of the head of the North-Western Railway Administration on this Council, and the willingness of the Railway Board to make an attempt at decentralising some of their powers as admitted by Sir Harold Stuart in the Madras Council should together be of material assistance to the general public.

[*Lala Kashi Ram; Bakhshi Sohan Lal.*]

"With these few remarks I once more tender my warm congratulations to His Honour's Government and the Hon'ble Finance Member on the satisfactory character of the year's Budget."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal :—"Your Honour,—The present year's budget, as the Hon'ble Finance Member has pointed out in his interesting speech in introducing the Financial Statement at the meeting of the Council held on the 13th March last, is of a special interest and significance. Previous to this it was the good fortune of the Hon'ble Mr. Mant to present prosperity budgets year after year during his tenure of the office of Finance Member to the Punjab Council. The provincial finances were then certainly in a much more prosperous condition than they are at present, while although the world-wide struggle now raging in three continents has injuriously affected the financial state of every country in the world, it is still a matter of some satisfaction that Indian finances and especially the Punjab finances retain their distinctive character. It was a very happy idea of the Hon'ble Mr. Lumsden to place in the hands of the Hon'ble Members a draft Financial Statement a week before the meeting of Council. This draft statement prepared, as the Hon'ble Member stated in his speech, at no small inconvenience to the Punjab Finance Department has been of great help to the Hon'ble Members in their observation and deliberations on the budget. Another advantage, to wit the publication statement of re-appropriations exceeding Rs. 10,000 sanctioned by Government, has also been, I feel sure, much appreciated by this Council. That these two important advantages introduced by the Hon'ble Mr. Lumsden so soon after his assumption of the office of Finance Secretary deserve our heartiest thanks to him and serve as a happy augury of the success that will, I hope, attend the Hon'ble Member in the highly responsible office to which he has been called by Government.

"Your Honour, it is a matter of great satisfaction and congratulation that although this year's budget was framed so as to admit of a deficit of 3½ lakhs, Government now hope to be able to close the year with a surplus of about 8 lakhs. If the same policy of retrenchment is maintained the reduction of the Provincial balance will not be very large and it is to be expected that the hope of ending the ensuing year with a Provincial balance of about 3 lakhs larger than the balance with which we began the present year will be realised.

"I shall now take into consideration certain of the allotments made in the budget. The provision of 3 lakhs for the Police Reform Scheme should go a long way to improve the morale of the Police Constabulary, and I hope every effort will be made to recruit a better and more educated class of men as constables. The amount of Rs 30,000 set apart with a view to the introduction of the scheme for the reformation of criminal tribes although quite inadequate for the object in view is expected to serve the purpose of the very noble object of emancipating them to some extent from their criminal propensities. The attention given to this question by Government is very commendable and most important for improving the social condition of the people. But there is one point which I wish to suggest in this connection, that the work of reformation of these tribes should not be restricted to the Salvation Army alone, but facilities should first be offered to indigenous social organisations which may be willing to undertake the work. With regard to allotment for education, I confess that, owing to the extreme financial stringency created by the war, it would be impossible to make as large allotments for the purpose as were made during the two years immediately preceding the war, but the fact should not be overlooked that in primary education we are very much behind the requirements of the time. Would it not be advisable for Government, now that their own funds are so tight, to suggest to municipalities and district boards to materially increase their expenditure on education? Of late there has been a tendency discernible among the local bodies to curtail their expenditure on education. It is time that this tendency should be

[*Bakhshi Sohan Lal ; Khwaja Yusuf Shah.*]

checked and the attention of local bodies invited to the importance of providing funds for educating children of the areas under their respective control. The same remarks apply *mutatis mutandis* to sanitation. It is gratifying to find that sanitation will still have to its credit at the close of the next year a sum of Rs. 12 lakhs from the special Imperial grants. As sanitary schemes are often difficult of inception, Government might advise the local bodies to have schemes ready and approved in order that they may be taken up at once after the war is over. There is one other item of expenditure which has been postponed owing to the war, *viz.*, the revision of salaries of clerical establishments. As soon as the war is over, I hope Government will bring the scheme in force and do justice to this much hard-worked class of faithful public servants.

"Your Honour, to-day being the last meeting of this Council, I take this opportunity to acknowledge, with grateful thanks, the great assistance which I, in common with other non-official Members, have received from Your Honour's Government during the last 3 years and 4 months. It was my privilege to ask a very large number of questions on various subjects in order to ventilate popular grievances, and I must acknowledge that I generally received fully satisfactory answers from the Hon'ble Official Members. I have interpellated many times about the popular grievances with regard to the forest operations in Kangra District of which I am a humble inhabitant. It is a matter of much satisfaction to note that Your Honour's Government are making enquiries in order to come to a satisfactory solution of the difficulties which the Government as well as the people feel in strict enforcement of the rules framed at various settlements of revenue and forest in Kangra District. But I venture to submit that Sir James Lyall, as Settlement Officer, fully realised the requirements and necessities of the people as they existed in the old period of sixties and I would request Your Honour's Government to adopt, as far as it may appear to be possible, the rules laid down by that capable officer in this behalf. It is a matter of small intrinsic value to the Government but of much consequence to the people of Kangra District, and under the circumstances I think Government would be well-advised to graciously grant them the rights in trees standing on their private *dakhal-bachh magbua* waste lands on which they have been paying the revenue assessed or distributed at various settlements of the district.

"Your Honour, the end of the Great European War is not yet in sight but we all hope and pray that victory will go to the British Arms and the cause of right against might will, as it always has done, triumph in the end. We are also much gratified to find that the land of the five rivers, over which Your Honour's Government extends, has not been behind any other province in bearing its share of the war burden and that recruiting in the Province has been generally satisfactory, but results would have been still better if the enlistment were not restricted to the old Military class and were extended to all classes and communities. It is a time when all such classes must come forward to undergo Military training in order to be of use when their services be required by the Mother country and the Empire. With these few remarks I support the budget as it has been presented by the Hon'ble Finance Member."

The Hon'ble Khan Bahadur Khwaja Yusuf Shah :—"Your Honour,—With your permission, I venture to congratulate the Hon'ble Finance Member very warmly for the very lucid and able manner in which he has prepared his Budget, in spite of the only too patent fact that he had only been 3½ months in charge of his Department.

"Your Honour, the Council can hardly afford to forget that the Empire is still in the midst of the great war, which is making itself felt everywhere. It was impossible to think that the Finance Member would feel immune from the effects thereof. Great occasions demand great sacrifices, and it is, Your

[*Khawaja Yusuf Shah ; Sir P. C. Chatterji.*]

Honour, a source of very great satisfaction to us all that India has done, is doing and will do all it can to do to share in all form of possible sacrifice in vindication of the great cause of our Empire. With all these heavy financial calls on our purse, the fact that the Finance Member has been able to announce additional grants, however small, to education is deserving of recognition. It is a feature of his Budget on which I beg to express to him my warmest personal thanks.

"I desire, Your Honour, to associate myself most completely with the Hon'ble Members who have spoken on the war and India's attitude in the present crisis. The almost complete passing away of all local bickerings and the whole-hearted national and loyal support to the Government stand out as the pre-eminent features of the India of to-day. The voice of controversy is hushed for the time being and although great projects having a direct and immediate bearing on the welfare of the country await early solution, the country is resolved neither to embarrass the Government by diverting its attention from the main issues of our present hour of trial nor to exact terms for its loyalty, which it has brought to Government as a free-will offering of a great and grateful people. We all are to-day more hopeful than ever before of the ultimate victory to allied arms, and we fondly hope that the dawn is already within sight. It will in this connection be interesting to refer to the more recent Punjab contribution to the war in the form of aeroplanes. Your Honour had started with a modest programme, but the loyalty and generosity of the Punjab knew no bounds once it was set in action, with the result that we from this Province have been able to present as many as 43 aeroplanes, fully equipped to India's King-Emperor. There is just one point more I would like to refer to with Your Honour's permission. The Punjab is grateful to Your Honour for having raised this Council to its full strength. There was complete public agreement on the subject of the extension of this Council, and I am glad to find that Your Honour did find it possible to meet popular wishes under this head.

"In this connection, Your Honour, I cannot help mentioning that the tendency of electors both on the municipal and district board groups has, I regret to say, generally been, perhaps with few exceptions here and there, to vote on communal lines without going into broad question of merits and demerits of the rival candidates. I only wish and hope that as time goes on this tendency will undergo a marked change. But as long as it exists it is highly desirable in the interests of the administration that the power of the nomination must remain in the hands of Government in order to keep up a fair balance between the representatives of different communities on the strength of their population in this Province.

"Your Honour, this being the last meeting of this Council as we have known it for the last three years and more, I would venture to express a genuine hope and wish, that the new Council will enter upon their work with a still warmer enthusiasm to serve the best interests of the Province.

"I would further add an expression of my warmest thanks to Your Honour personally for the very uniform kindness and courtesy that you as President of the Council have always shown to us all as members, in the course of three years and more throughout our deliberations."

The Hon'ble Sir P. C. Chatterji :—"Your Honour,—I have no special remarks to make on the Budget. The Hon'ble Finance Member deserves great credit for his lucid exposition of facts and figures. It is as good a Budget as can be expected in times of stress and difficulty like the present. I approve of it generally and merely repeat my remarks in previous years that I hope the Government will as far as possible continue its liberal policy towards the University and as respects education and particularly in the establishment support and improvements of Libraries in the Province, its munificence in the case of the Punjab Public Library being a shining example.

[*Sir P. C. Chatterji; Khan Zulfikar Ali Khan.*]

"I grieve that the horrible and iniquitous war due to the criminal ambition and unscrupulous policy of Germany is still devastating Europe and many other parts of the world. The heart of India, loyal to the core to her Sovereign, bleeds at the havoc that is being wrought in some of the fairest parts of the earth's surface and the desolation of homes in many lands including her own brought about by the slaughter of the flower of their manhood. The enemy has insidiously tried to breed trouble in this country also but it is a matter of congratulation that in consequence of the vigilance of the authorities and the good sense and loyalty of the people his machinations have failed to produce any tangible effect.

"A momentous change has occurred between the meetings of the Council in this session and the sagacious and sympathetic statesman who was at the helm of the Indian State has left our shores after vacating his high office. The success of Lord Hardinge's administration in these troublous times was mainly due to the hold he had acquired over the Indian mind by his spirit of conciliation and his warm sympathy with the feelings and aspirations of the Indian people. It is fervently hoped that his noble successor will be equally fortunate in winning the affections of His Majesty's Indian subjects by generally treading in his footsteps, and our best wishes attend His Excellency.

"I hope Your Honour will, with the concurrence of the Supreme Government take definite steps to promote the industries of this Province and to resuscitate the decaying or defunct ones by patronage, direction and even monetary aid as is done by other enlightened Governments so that the Punjab, in common with the rest of India, may be set on her legs and cease to depend solely on the proceeds of her agriculture. This was India's position in pre-British times, and it is the ardent wish of every Indian patriot, and in fact of every well-wisher of India that she may be able to regain it by the help of her benign British rulers which will greatly add to the stability and strength of the great British Empire.

"I rejoice that Your Honour's Government has extended the benefits of the Council Regulations and increased the number of Councillors. For this the people of the Punjab who thereby get a greater opportunity to be articulate in respect of their wishes and opinions are most thankful to Your Honour.

"I may also be permitted to hope that further improvements will be made in arranging the groups so as to give greater facilities for local opinion to assert itself than is possible when distant places like Rewari and Simla and Lahore and Dera Ghazi Khan are associated in the same groups.

"As this is the last occasion on which I shall appear in this Council I take this opportunity to bid a cordial farewell to my Hon'ble Colleagues with the warmest thank to Your Honour for your unfailing kindness, courtesy and fairness as its President."

The Hon'ble Khan Zulfikar Ali Khan :—"Your Honour,—Following the annual custom prevalent in the Council to review the proposed financial arrangement for the ensuing fiscal year, I beg leave to give expression to a few observations. I cannot, however, pretend that these remarks are strictly confined to the Budget of the Province, but I believe they are not altogether devoid of public interest.

"The Hon'ble Mr. Lumsden is entitled to our congratulations for handling a difficult task so successfully. At the very commencement of his tenure of

[*Khan Zulfikar Ali Khan.*]

office as Financial Member he had to confront a situation complicated by various causes but his optimism did not desert him and his Budget may well commend itself to those who realise the adverse circumstances with which he is surrounded. The abnormal times in which we all live have a particular significance for the Finance Member who although he may inspire us with confidence, cannot possibly himself indulge in absolutely confident anticipation of next year's revenue and expenditure.

"Actuated as I am by sympathy in his peculiar position, I would refrain from imposing any change which without a clear and certain knowledge of the future needs of the Province in the epoch of stress and trouble would in my opinion be highly detrimental to the true interests of the Indian Empire and would therefore if insisted upon savour of an unworthy anxiety for pedantic proposals in season and out of season. I am strongly of opinion, therefore, that the situation all over the world and especially in the case of those who are staking everything to uphold right and justice, demands that their supreme concern should be to strive their might and main to restore normal conditions in the world. When this gigantic task is a hieved, then there will be time enough with undivided attention and with genuine public spirit to take full advantage of the opportunities which the restoration of peace would surely bring.

"At the last meeting of this Council, Your Honour accepted the resolution concerning Thikri Pahra System in the villages moved by the Hon'ble Lala Kashi Ram with certain modifications. If it is contemplated that the experiment is to be tried on a large scale, I would suggest that there might be some penalty prescribed for those villagers who are deliberately obstructive and are considered as shirkers by the village panchayats.

"The penalty may take the form of a slight fine which may be fixed by law. I would not invest the Police with this authority as it is likely to be misconstrued by the public, but the village panchayat may be authorised to exercise their discretion in the imposition of this fine.

"Your Honour, all Punjabis, irrespective of caste or creed, are very grateful to Your Honour's Government for adding four more seats to this Council, which is thus brought to practically its full strength. This generous consideration affords yet another proof of Your Honours' genuine solicitude for solid concessions calculated to widen the liberties of the people, and to add to the privileges of those whose destiny is fortunately placed in the fostering care of a Governor possessing such a deep sympathy and wisdom as yourself. The recognition of the importance of the gradually widening area of vision among the more thoughtful section of the people combined with the skilful and masterly control of a delicate, nay even a dangerous situation, as revealed in the trial for conspiracy against Government afforded clear indication of a firm determination that if enlightened statesmanship will satisfy all legitimate aspirations any outbreak of anarchical crime will find it equally prepared to adopt drastic action under the pressure of imperative needs.

"Your Honour, the public of this province is to be congratulated on the generous response which it gave to the appeal for funds for a fleet of aeroplanes. The pleasing exhibition of a laudable emulation among the people to lay at the feet of their August Sovereign a gift of a high military value was very inspiring. It is a matter of lively satisfaction to us Punjabis that under Your Honour's guidance this Province has perhaps rendered more valuable services than any other part of India. I cannot refrain from saying that this does not constitute the full measure of our sacrifices. The slightest wish of Your

[*Khan Zulfikar Ali Khan.*]

Honour on any occasion in future will find us ready to vindicate the reputation which we have already earned.

"Your Honour,—the whole of India has hailed with one chorus of approval and delight the appointment of the Industrial Commission by the Secretary of State. I do not think that any commission more important and more closely associated with the needs of the country and wider in its scope and usefulness was ever appointed in the past. And although the war, so long as it pursues its destructive course may prevent the realisation of its aims, yet, it illustrates the maxim that there can be no wise politics without thought beforehand. An Imperial asset such as this will draw India nearer to the heart of the Empire, and every tie that sympathy can inspire and statesmanship can thus plan would bind India and England together. It will give a new force to the idea of the community of interest in commerce in the prosperity of a common Empire and in loyalty to a common Imperial Crown. Our enemies who even at this stage are manufacturing goods of all kinds to flood the markets of the world, will, if our scheme matures in accordance with our hopes, find the Empire against which they are waging this cruel war absolutely independent of their goods. There can be no greater shock to their future aspirations than to see the Empire self-contained and self-dependent as regards trade within the proposed Imperial federation. The Province over whose destinies Your Honour presides is the granary of the Empire, the food supplier of the future.

"Egypt with its culturable area could not have supplied the daily food of the Roman Empire with as much abundance and variety of edible things as the Punjab with its wonderful system of canals and its rich soil can provide the staples of the Empire with produce of all kinds. In view of this latent wealth and also of the policy of the British Government embodied in the appointment of the Commission. We are animated by the hope that in future the Government will be more closely concerned with industry and agriculture than hitherto. There will probably be a more clearly defined state policy aimed at the encouragement of production which can receive a great impetus from the adoption of a wiser system of agriculture and by the introduction of the most approved up-to-date implements of husbandry. The system of granting land on lease for the purpose of experiments which has been inaugurated in different places in the Punjab will, I am sure, prove of incalculable value to the prosperity of the Province. But in order to make these farms serve as object lessons to all enterprising farmers, facilities with a liberal spirit should be placed in the way of those who by becoming pioneers of a new system have invested their fortunes to promote agriculture and have demonstrated by scientific methods the possibilities of managing model farms in India on Western lines. Your Honour, things that make a people rich and contented from the material standpoint are not the learned professions, the Government service, but scientific agriculture, well devised manufactures, thoughtfully planned arts, and crafts. The Industrial Commission I hope and trust will devote as much attention to the industries as to the agriculture of this Province which possesses the greatest asset in the shape of its sturdy, industrious, and thrifty rural population.

"Your Honour, the world war still continues its fearful ravages among mankind. Its end is not yet in sight and the nations engaged in this Titanic struggle are still bent upon destroying humanity with such a methodical zeal as has no parallel in ancient or modern history. People who helplessly see the disappearance of the best manhood of nations and the infliction of inconceivable misery on the survivors of the victims live in the hourly hope that Divine justice and mercy will at last intervene and save bleeding humanity from utter annihilation. If the glory of victory is to be worth anything it will surely come before the ominous thunder of guns drowns the voice of civilisation, and

[*Khan Zulfikar Ali Khan ; Sundar Singh .*]

before it crushes the progressive spirit born of ages of peace and prosperity.

"If the Divine will contemplates the birth of a new and chastened spirit after this fearful trial then all the heart-rending sacrifices will not be in vain, and our faith must remain unshakable by the supreme conviction that the cause for which we are fighting is not a mere matter of individual or national self-interest, but is in harmony with the great moral forces which rule the destinies of mankind.

"Those who are not absolutely blinded by passion hear Britain's voice as of one that speaks for justice to the weak, and see her hands outstretched to defend. They see that in the Empire she has she is doing justice and loving mercy and that she does not use her power to trample on the helpless and the weak.

"If the Divine laws possess any eternal value, as we believe they do, then the final victory as a matter of certainty must come to her as the exponent of righteous laws. The people in this Province are prepared to make every sacrifice to help her to achieve the great end for which the suffering humanity is devoutly praying."

The Hon'ble Sardar Sundar Singh :—Your Honour,—I had no mind to take up the valuable time of my Hon'ble Colleagues but perhaps I may be failing in my duty if I were not to congratulate my Hon'ble friend the Finance Member who is more intimately known to me owing to the fact that at Amritsar we have worked together in the national institution of the Sikhs—the Khalsa College. My Hon'ble friend has had no doubt an uphill task owing to the peculiar circumstances we are passing through, and it is really a matter of great congratulation that he has been able to make out a Budget which, on the whole, is very fair and has been put forward in quite an improved and an interesting form. In this terrible war the cause of the Allies, based as it is on justice and on the noble principle of safeguarding the interests of the weak, and waged as it is to lay low the spirit of proud militarism, is sacred to us who are proud to be the loyal citizens of the great British Empire, and it is matter of real pride to us that we Punjabis have not failed in our duty to our Sovereign and have responded to the call for the service of the Empire. Sikhs are a small community, and it is very gratifying that they are doing and have done as is apparent from their services in France and Mesopotamia, their humble best to serve their King-Emperor. It is indeed very regrettable that some people—Sikhs in outward appearance—have been misled by clever machinators who have made a tool of these simple people, but the community as a whole has been loyal to the Government and have done their part in upholding law and order by rendering every help in their power to the benign Government, and I am sure that they will not be found wanting in their traditions of loyalty to the Government which always keeps the interests of this small community at heart and we are grateful to Your Honour for your kind remarks in many of your public speeches. We are thankful to your Honour and to His Excellency Lord Hardinge to give the first chance of serving on the Secretary of State's Council to one of our Members, Sardar Daljit Singh, C.S.I., and it is an honour of which we are very proud. The principle of safeguarding the interests of the minorities has been accepted by His Excellency Lord Minto's Government and Sikhs, compared with other sister communities, form a minority in this vast Empire which though small in numbers is an important one, proud to serve the Government which they consider as their own and I think they can safely leave their interest in Your Honour's hands and I am sure that their interests and claims will receive their due share.

[*Mr. Lumsden.*]

"We are grateful to your Honour for the personal interest that you have taken in our commercial institutions and I am sanguine that their needs will always receive your sympathetic consideration.

The Hon'ble Mr. Lumsden :—"Your Honour,—At this late hour I am sure the Hon'ble Council do not wish to hear many remarks of mine and I propose to cut short any words that I had to say to the greatest extent possible. Many interesting questions have been touched upon during the debate, but only a very few of them had any direct bearing on the estimates. It is a matter of great gratification to me that a Budget which was necessarily disappointing has been so well received, and I can only again assure the Council that we have made as fair a distribution as possible of the funds at our disposal. I am also pleased to see that the trouble we were put to in supplying members with a copy of the draft financial statement at an early date has been so much appreciated. I thought that we had supplied members with all possible information they desired, but apparently further information on certain points is still required. I would be glad to consider, before next year, how far we can supply such additional information or make any alterations in the present form. The accounts of the Government of India are much more complicated than our accounts, and it does not necessarily follow that the form suited to them could be easily adapted to this Province. I do not quite understand the Hon'ble Mr. Kashi Ram's reference to the Appropriation Report. He apparently complains that this report is not published. So far as I am aware, the report is published annually and is procurable at any ordinary Government bookseller for 12 annas or a rupee. The report has nothing to do with the estimates, but consists mainly of an extremely lengthy series of calculations, and as a matter of fact there is at present a proposal to reduce its bulk.

"The only other point I should like to refer to is the question of the investment of one crore by Mr. Mant. This investment met with some adverse criticism at the last Budget meeting, but I should like the Hon'ble Members of this Council to consider what would have happened if the investment had not been made. Some of the other provinces have very large balances and they have not been able, under the orders of Government to touch a single penny of their balances. Under present circumstances it is not allowable to budget for a deficit and consequently the whole of that balance is for the time being useless. In our case we have the advantage of an income of 3½ lakhs of rupees, and I am sure the Finance Committee will bear me out when I say that without that 3½ lakhs we should have found it extremely difficult to prepare the Budget for this year. I do not really know what we could have cut out, but we should have had to reduce our expenditure to that extent. I think that alone is sufficient to show that our investment has been an extremely prudent one and I personally am very grateful to my predecessor for having so disposed of the surplus money.

"Before resuming my seat I should like to thank the members of the Finance Committee for the cordial and generous assistance they have given me. The Hon'ble Mr. Kashi Ram suggested that this committee might be enlarged. I am not at all sure that that would make for efficiency. Too large a committee is apt to become formal and one great advantage of the committee as at present constituted is that the proceedings are of a more or less informal character. I should also like to return thanks for the kind remarks which various members have made with regard to my present efforts. I am too canny a Scot to take them at their face value, but I greatly appreciate the spirit which has prompted them. And on the principle of giving credit where credit is due, I shall pass on a goodly share to my colleague, the Under-Secretary, Mr. Parsons, whose ripe experience and untiring help have been quite invaluable to me."

[*His Honour the President.*]

His Honour the President :—"Gentlemen,—I think I am right in saying that since the enlarged Councils came into being the discussion of the Financial Statement and of the Budget has never covered such a wide variety of subjects, produced so many resolutions, or dealt with so many practical questions of administration as it has this year. Personally I must confess that I welcome these debates and value the discussions because they show that Hon'ble Members, whether official or non-official, are keeping in close touch with the various and growing problems of administration. Informed criticism such as we have a right to expect, and I readily admit usually receive in this Council, is welcomed by every honest administration as it throws the clear light of public opinion on dark places—and I will not deny that there are such even in the Punjab of to-day—while even uninformed criticism, with which we now and again have to deal, has its value in enabling the administration to correct wrong impressions, to clear up misunderstandings, and to justify itself before the bar of public opinion.

Financial situation.

"From what we have heard at this and at our last meeting I think we may conclude that the budget proposals, which owing to the special circumstances of the time—internal and external—are necessarily of a modest and restricted nature, have met with general approval. I also notice that all Hon'ble Members have joined in congratulating our new Finance Member on his first public appearance in that capacity. He has shown a grasp of the so-called mysteries of finance, a lucidity in presenting them, and a skill in defending them, which augur well for our financial administration during his term of office. If he has erred at all he has, in my personal opinion, erred on the side of caution. But the Hon'ble Member, as a Scotchman, as he has told us, and as a financier, has a double dose of caution, while I am perhaps unduly optimistic, and his failing, if it does exist,—and next year will show which of us is right—is one that leans to virtue's side. Anyhow we must accept the fact that after a series of fat years and growing revenue, which we spent freely for the good of the Province, we are, owing partly to unfortunate agricultural conditions within the Province, partly to the imperative necessity for husbanding our resources during the war, faced with a decrease—a temporary one I believe—in our income, which compels us to reduce our scale of expenditure. In the year just closed we budgetted for Provincial receipts of 487 lakhs, we received less than 484. We estimated our expenditure at 492 lakhs, and we could have spent that amount with advantage. But owing to the necessary restrictions put on expenditure by the Imperial Government we spent only 478 or 14 lakhs less than our estimate—the Public Works Department, Roads and Buildings being the main source of retrenchment.

"For the present year we estimate our receipts at only 473 lakhs and our expenditure at 478 lakhs. The variations have been fully explained in the Financial Statement, and I will only refer to a few of the chief items.

"I need hardly remind the Council that the basis of our prosperity, the sheet-anchors of our finance in this Province, are Land Revenue and Irrigation. Between them these two account for two-thirds of our total revenue, and it is instructive to observe how differently they are affected by present conditions. Under Land revenue, whether direct or indirect, we count on a falling off of 9 lakhs as compared with the past year in consequence of the poor harvests; while under Irrigation, as a result of the unprecedented demand for water, we reckon on an increase of 5 lakhs.

"The area irrigated by Imperial and Provincial canals in this harvest up to the end of February was 5,709,000 acres,—an increase of nearly 4 lakhs on last year's figures, which were themselves a record. Of that area over 3 million acres are wheat and between 4 and 5 million acres are food crops.

[*His Honour the President.*]

Those of us who remember what a failure of the monsoon and winter rains meant to the Punjab of even 30 years ago, and who contemplate the wide spread failure of the unirrigated crop this harvest and last, will realise what we owe to our irrigation system that stands between the Province and famine. The only other head of revenue to which I need refer is Excise. Here we reckon on a falling off of 2½ lakhs as compared with last year's actuals and of 4 lakhs as compared with last year's estimates. The reduction is partly, no doubt, due to temporary causes such as absence of troops and agricultural depression, but it is also partly a result of the policy Government is steadily pursuing of encouraging temperance and restricting the opportunities for excessive drinking. I have made no secret of my view, which is also that of Government, that we shall continue to regard with satisfaction the decline of the excise revenue, provided that it is due to a real decrease in the consumption of liquor, licit and illicit, and is not attended by resort to intoxicating drugs, cocaine, hemp, etc., which are more noxious and deadly in their effects than spirituous liquors (cheers).

"Coming to the main heads of expenditure, Education shows a slight decrease of 1½ lakhs in a total of 45 lakhs, but the expenditure proposed is still higher than that of two years ago, or of any year previous to that, so considering the times I don't think the Educational Department has fared badly. Medical including Sanitation shows a decrease of 3 lakhs partly owing to the recall to military duty of so many Indian Medical Service Officers, partly owing to the fact that we are holding up some of the special Government of India grant for rural sanitation till we have worked out more definite principles for its expenditure. So far it has been found that few villages are willing to accept the condition that they should raise half the cost of sanitary improvements locally, Government providing the other half.

"The Roads and Buildings Branch of the Public Works Department is the unfailing index to the state of our Provincial finances, and is the first to be subjected to the shears of retrenchment in a year like the present. The provision of 40 lakhs is 11 lakhs below last year's actual and 30 lakhs below that of 1914-15. In view of the small provision (only a few lakhs) for new works it has been found possible to allow nearly half of the superior staff of the Public Works Department to offer their services to the Army for the term of the war, and thus we achieve the double object of reducing expenditure and meeting the desire of many officers who were eager to serve their country in the field.

"Of the expenditure heads Land Revenue and Agriculture each show an increase of a lakh, most of which is due to increases in the pay of establishment. Some dissatisfaction has been expressed within this Council and outside that the recommendations of the Clerical Establishment Committee have not yet been carried out. But in the past two years much has been done to revise and increase the pay of certain establishments. Even within the last year we have increased our recurring expenditure by nearly Rs. 50,000 per annum in improving the pay of Naib Tahsildars, Civil Surgeons' Clerks, Agricultural Assistants, Clerical Establishments of (1) Education Department, (2) Forest Department, (3) Commissioner's office, (4) Dafftries in Lahore offices and the menial establishment of the Veterinary College and the Lunatic Asylum, and we only await the return of better times to complete the scheme. Meantime all officials on less than Rs. 30 per mensem are receiving compensation for dearth of grain; our expenditure on this account during the last year was nearly 7½ lakhs, so, I think, the Council and the public will agree that we have not disregarded the interests of the lowly-paid official.

"Superannuation allowances and pensions show an increase of 2 lakhs, and under Public Works Department, Irrigation, there is an increased provision of 2 lakhs for the working expenses and interest on debt. This is a natural

[*His Honour the President.*]

consequence of the expansion of our canal system, and no one will deny that it is money well spent. I may add that in the Imperial budget liberal provision of 50 lakhs has been made for new irrigation works in the Punjab during the present year. We have more than one big scheme of canal expansion under consideration which promise to be both beneficial and remunerative, such as the Havelian scheme on the Jhelum, lately submitted to the Government of India, and the Beas-Sutlej scheme, but, I fear that the difficulty of placing loans owing to the war may delay their inception. Meantime no effort is being spared to extend the scope and improve the efficiency of the existing canals, and satisfactory progress is being made in Sialkot, Gujranwala, Gujrat, Shahpur, Montgomery and Multan with the development of the irrigation made available by that gigantic undertaking known as the Triple Canal Project, which was successfully completed last year.

"The largest item of increase in expenditure (4 lakhs) comes under the head of Police; of this Rs. 2,62,000 goes to improve the pay of constables and head-constables. The cost of this measure would have been two lakhs more had we not, as a result of the enquiry into the distribution of the police force over the Province, effected a reduction of nearly 1,000 officers and men, as pointed out in reply to a question by the Hon'ble by Mr. Ram Saran Das. The sanction of the Secretary of State has just been received to our proposals, the necessity of which was fully recognised by the Council at our March meeting, and I am glad to be able to announce to-day that the initial rate of pay of the police constable has been raised from Rs. 8 to Rs. 10 a month, and will rise by Rs. 2 in each grade as follows:—

After three years' approved service, Rs. 11 per mensem.

After 10 years' approved service, Rs. 12 per mensem.

After 17 years' approved service, Rs. 13 per mensem.

"Head constables are at present divided into three grades on a pay of Rs. 15, Rs. 17-8-0 and Rs. 20; an additional grade of Rs. 25 has now been created, and the grading has been improved to allow of 25 per cent. in the lowest grade, 30 per cent. in each of the intermediate grades and 15 per cent. in the highest grade. The new rates will come into force from 1st April. (Hear, hear and cheers.)

"This recognition has come at a time when the police as a body have earned the gratitude of the Province by the vigour and success with which they have coped with the exceptionally difficult conditions of the last two years. That success is due mainly to their being able more and more to secure the confidence and enlist the active co-operation of the people. (cheers). I am the first to admit that there is still much room for further progress in that direction, but I think the Council will agree that the attitude of the police towards the public and of the public towards the police is steadily improving, and I trust the measures now taken will attract men of better class and education, will develop in the force an even higher sense of their duty as public servants, and will quicken in the people the awakening feeling that prompt and honest co-operation with the police, who after all are themselves a section of the public organised for a particular set of duties as servants of the community, is the most effective—the only effective—guarantee for the security of person and property. Before leaving this subject I should like to correct an erroneous impression about the composition of the police. It is often stated not in this Council, but frequently in the press and elsewhere, that the proportion of Mubammadans in the police is excessive, and that the recruitment of other communities is discouraged. I need hardly say that recruitment to the rank and file is open to all, and if Hindus and Sikhs come

[*His Honour the President.*]

forward in less numbers than Muhammadans, the reason must be that they prefer the army or other forms of employment. Recruitment by selection is confined almost entirely to the Sub-Inspector class. During the eight years the system has been in existence the number of direct appointments has been—Muhammadans 162, Hindus 105, Sikhs 57, Christians 3. Thus though the Muhammadans are more than half the population they have received a little less than half of the direct appointments, and so far from being exceptionally favoured, as is sometimes insinuated, they have received less than their due share on the population basis.

"I need not trouble the Council with any further details of the budget. The net result is that we hope to raise in the Province 847 lakhs, of this the Government of India takes 374 for Imperial purposes and we retain 473 and expect to spend 478, reducing our Provincial balance from 60 to 55 lakhs.

"The total receipts show a decrease as compared with the actuals of recent years,—an unusual result when the Empire is engaged in the greatest war the world has seen, and when the United Kingdom has raised its revenue in two years from 200 to 502 millions. Even if we allow for the small item of increased taxation on customs and salt which are not included in the above figure, the total increase on the burden of the Indian tax-payer is only some 5 or 6 per cent., while the British tax-payer has had his burden raised by 150 per cent. While therefore such new taxation as the Supreme Government has seen fit to propose this year has been accepted cheerfully we cannot complain of having been called on to make undue financial sacrifices because of the war.

Economic situation.

"So much as regards the budget. I will now make a few remarks on the general economic situation.

"The wholesale failure of the unirrigated crops over all but the hill and sub-montane tracts of the Province in two successive harvests is a serious calamity, especially in the South-East and North-West Punjab, where there is little canal or well irrigation. Fortunately over the rest of the Province the situation will be saved by the canals, which in the two harvests will have matured over 9,000,000 acres of crops. The yield will not, of course, be as good as in the seasons when rain supplements the canal irrigation, but an average or nearly average yield over an unusually large area may be relied upon. The steady fall in prices during the last six weeks shows that adding the large stocks to the new harvest there should be ample supplies for the requirements of the Province during the coming year, and even a surplus—small no doubt as compared with past years, but a surplus all the same—for export. You are already familiar with a policy which the Government of India initiated and pursued with such success last year of controlling wheat exports in the interests of the country as a whole. The main object of that policy, as described by the Hon'ble Sir William Meyer in his financial statement of March 1st, was "to ensure a moderate level of prices, to safeguard the consumer and yet not to disappoint the cultivator of his legitimate profits," and it was added that such profits as may finally ensue to Government—so far they have only been £150,000—would be employed in some special way for the advantage of the people. The present position is roughly as follows—There has within the last year been a great increase in the world production of wheat outside India and prices are low as compared with a year ago in all producing countries. Owing to poor harvests in this Province the surplus available for export is, however, very much smaller

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than in past years. But the excessively high rates of freight at present hamper the export of such surplus as is available. The Government of India are no longer purchasing, as the level of freights renders it impossible to purchase wheat in India at present prices and export it at a profit.

"At the same time while export should continue to be restricted it is not desirable that it should entirely cease. The Government of India are, as you have already heard, considering the situation and hope very shortly to be able to make an announcement on the subject.

"From questions put in the Council to-day it appears that those who have profited by the abnormally high rates of recent years—caused partly by scarcity in other parts of India, partly by the European demand—now feel some apprehension that prices will fall to what they would consider an unduly low level, but what the consumer would regard as a reasonable level. Last year when world prices were very high I expressed the opinion that as long as the Punjab producer could count on getting Rs. 3 per maund or more for his wheat he would have no legitimate reason for complaint. Prices have now nearly come down to that level in some places—the *Punjab Gazette* of April 14th shows an average price for the Province of between 11 and 12 seers per rupee ranging from 9 seers in parts of Gurgaon to 13½ seers in parts of Shahpur,—but they have not yet fallen below it, and I do not see that the producer has any serious cause for anxiety. Meantime as you know the zamindar is getting fancy prices for his bhusa and his fodder; the price of cotton which was temporarily depressed has risen to nearly its former high level, and altogether the producer, who has a surplus to dispose of, is in a favourable position. On the other hand, the comparatively easy prices of food-grains are an enormous boon not only to the consumer generally, who has so long borne with resignation the pinch of high prices, and to Government, which as I have already explained, had to spend as much as 7½ lakhs extra last year in compensation to its servants for the abnormally high rates, but also to the large body of the agricultural population outside the canal areas, who have this year no surplus to dispose of and in many cases have to live on their savings or on credit till the return of better times. These are the people 'whose life is a long drawn question between a crop and crop,' and whose interests in a year like the present should not be overlooked.

"Government is therefore following the situation in the districts affected by the drought with anxious solicitude. So far the labour market is good, and the test works started in the South-East Punjab have not established the need for relief works on any large scale, but there will be no hesitation in opening these should the need arise. Suspensions of revenues will be freely granted wherever necessary, and directly the long-hoped for rains break steps will be taken to assist the people by liberal grants of takavi for purchase of seed and oxen. The scarcity of fodder for cattle is even more serious than the failure of food crops. Concession rates for carriage of fodder have now been given in all districts where the scarcity is acute, and there has been general and gratifying testimony to the good results of this measure in saving the cattle. But in any case the loss of cattle from starvation will, I fear, be very heavy. The Punjab agriculturist, so enterprising and admirable in many ways, has not yet fully learnt the lesson of saving the surplus grass and fodder crops of a good year as an insurance against a bad year, and till he does so these periodic losses of valuable capital will not cease. But a turn of the seasons for the better, and this we hope Providence has in store for us, will soon enable the people to make good the losses of cattle and crops. After all, as an Hon'ble member pointed out, our first and most valuable asset is the lives of our people. Last year we were losing from 10,000 to 15,000 lives a week from plague, this year I believe, as a result mainly of climatic conditions and partly of remedial and preventive measures, plague is

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almost non-existent, and the deaths now average only a few hundreds per week. In the last 10 years the average number of deaths from plague in the first quarter of the year was over 46,000. In the first quarter of 1915 we had over 100,000 deaths, in the first quarter of 1916 the number was only 1,781, so that here at least we have solid ground for comfort and congratulation.

Industrial situation.

"Before I leave the economic situation I will say a few words about our industries. The debate at our last meeting which took place on the motion of the Hon'ble Mr. Ram Saran Das and the remarks in to-day's debate showed that though hitherto there has not been much scope for large industries in this Province, a keen interest is now being taken in the subject. That interest has been stimulated by the prohibition of imports from Germany and Austro-Hungary which were flooding the Indian markets. Those countries before the war had almost complete control of the import trade in dyes, synthetic indigo, bangles, glassware for lamps, enamelled ironware, yarn and knitting wool, woollen shawls, while they also carried on most of the export trade in hides. There is now a natural and laudable desire that Government should do what it can to encourage the establishment in the Province of such industries as may be suitable for it. At the last meeting I expressed my views on the subject. Since then, as you are aware, there has been an important debate on the subject in the Imperial Council where the Hon'ble Member for Commerce and Industry fully expounded the policy of Government. The matter has now been considerably advanced in two ways—(1) by the appointment of a Royal Commission to report on the industries which could be established or extended in India and the support and assistance which Government should afford; (2) the all-round increase of import duties for revenue purposes gives this country an improved opportunity for competing with foreign-made articles. I have no doubt that the Commission when it gets to work will carefully study the conditions of the Province and get into touch with our industrial leaders and others who are interested in the movement. Meantime this Government is keeping in touch with local developments, and we are also taking up the question of appointing a separate Director of Industries.

Political situation.

"I now turn to the political situation in the Province. A year ago as I think I then told you, the state of affairs here was regarded as alarming by most people outside the Province. But those of us who knew the Punjab and the people, while we felt the anxiety which is natural when passing through critical times, saw no cause for alarm. We realised that the disorders caused by the returned revolutionaries and their adherents in the Central Punjab, and by bands of ignorant and misguided dacoits in the South-West Punjab, were but passing and sporadic outbreaks with which the vast majority of our people had no sympathy and no concern. We were therefore confident that those disorders would soon be repressed by the united efforts of the administration and the people. I think I am justified in saying to-day that our hopes have been realised (cheers) and realised more fully and speedily than anyone who did not understand the temper and spirit of our people would have anticipated (cheers).

"The great majority of those who were actively associated with the anarchist movement have been brought to justice, and have met their deserts.

"The Special Tribunal which dealt with the two great cases known as the Lahore Conspiracies and their subsidiary ramifications have finished their

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arduous labours extending over nearly a year. The procedure was a special one devised to administer speedy and impartial justice in very special conditions. I think it has admirably fulfilled its object, and that none of those who came under the jurisdiction of the Lahore Special Tribunal can complain that they have not had a fair trial. Some of them in fact went out of their way to pay an unasked-for tribute to the thorough and impartial character of the proceedings.

"From the beginning Government took the view that it was better that even men involved in such a nefarious conspiracy should escape punishment than that the reputation of British justice should be even in the smallest degree endangered (cheers). Hence among other measures, Government not only provided at its own cost counsel for the accused, but also undertook to meet the expenses of the thousands of witnesses that were summoned for the defence. The revolutionary campaign, in pursuance of the general conspiracy to subvert His Majesty's Government, was responsible in this Province for 16 dacoities, of which 3 were accompanied by murder, and for the murder of 12 persons, nearly all of whom were either servants of Government or had shown themselves active in supporting the administration. In every case but 2 out of a total of 24 the offenders have been brought to justice and the authority of the law vindicated. Of 286 persons tried before the ordinary or special tribunals, 108 have been discharged or acquitted, 36 have been sentenced to death, 88 to transportation, 54 to various terms of imprisonment. All the cases have now been disposed of, and I trust the necessity for the Special Tribunal will not again arise. A few of the leaders in the revolutionary conspiracy are still fugitives from justice, but though desperate they are discredited men, their influence is gone, and this dangerous movement is dead, and I trust dead for ever (hear, hear). It was a poisonous exotic planted on foreign soil and nurtured there by hostile and alien influences, but it did not survive transplantation to the loyal and healthy atmosphere of the Punjab, (cheers) and has now, I hope, been completely eradicated, thanks to the vigilance of our police and district officers and the spontaneous support of the people of the Province.

"Apart from those directly implicated in the revolutionary movement, who have been dealt with by the courts, a considerable number of returned emigrants, suspected of complicity, have been dealt with under the Ingress Ordinance. The Council may like to hear how matters stand as regards these men. Out of some 6,000 returned emigrants the total number interned was 292. Of these 29 were dealt with in the conspiracy or other cognate cases, 117 who appear to have got over their temporary mania and likely to settle down, have been already released, in some cases subject to security or restriction to their villages or both, in other cases without conditions; while 134 are still interned. Most of these are violent or dangerous men who could not be released at present without serious risk. But the process of release is being steadily carried out as circumstances allow, even though it involves some risk, and the administration is glad to receive and often to act on the advice of the leading men in the localities to which these men belong as to the manner in which they should be dealt with. I take this opportunity of acknowledging the great assistance Government has received from leading Sikh gentlemen in several districts in dealing with these returned emigrants whether interned or at large, and I trust that their efforts will be maintained till these men are merged again in their ancestral environment and revert to the wholesome traditions and customs, which many of them, as the Hon'ble Sardar Sundar Singh has pointed out, had forsaken when subject to foreign and hostile influences.

"To turn from the Central to the South-West Punjab. At my visit there in November, I held large meetings of representatives of both sides,

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heard what they had to say, informed them of the views of Government as to the causes of the outbreak, of the action taken by Government to punish the guilty and prevent any further disorders, and suggested the measures that should be taken by the local leaders of the people supported by the officers of Government to restore harmonious relations between Hindus and Muhammadans and make good at least in some measure the losses suffered by the former. I was happy to find among the great mass of the people and of their leaders a disposition to arrive at an amicable and lasting settlement, and the reports which I periodically receive show that much good work is being done in a quiet and effective way to restore normal relations. Local panchayats were appointed in Jhang and Muzaffargarh for the adjustment of accounts, where deeds and account books had been destroyed, and they are doing excellent work. By the middle of March the Deputy Commissioner, Muzaffargarh, was able to report that as soon as the accounts of two villages, still outstanding, were settled, nearly all the accounts, of which the documentary evidence had been stolen or burnt during the dacoities, will have already been adjusted. In the Jhang District, though progress has not been so rapid, a large proportion of the claims have been similarly dealt with. I think there need be no apprehension of the recurrence of disorders in these districts. The ignorant masses who took an active part in it have suffered heavily, and I believe most of them now frankly regret the criminal folly into which they were led by the belief that the strong arm of Government was paralysed. The two most prominent leaders of the dacoits who are said to have played the parts of the German Emperor and the Crown Prince in this bucolic rising have recently been surrendered to justice and will be duly tried; while two more local notables, who were suspected of complicity in the outbreak and were covertly opposing the efforts at reconciliation, have been compelled to take up a temporary domicile outside the district.

"A strong body of punitive police has been quartered in the affected areas at the cost of the communities that took part in the dacoities, and the term of this punitive levy will depend on the conduct of the inhabitants. An effective system of watch and ward (*thikri pahra*) has been introduced, and I am glad to hear the testimony of so many in the Council to-day as to the value of this *thikri pahra* system and also to note the suggestion from the Hon'ble Khan Zulfikar Ali Khan that it would be more effective if we could impose a penalty on those who shirk their duty. That is a suggestion which should be seriously considered. The arrangements generally are in the hands of a special touring magistrate whose chief function is to bring the parties together and promote an amicable settlement. The surest indication of the restoration of order is the fact that during the past year there has been only one serious dacoity traceable to the local people. That was the Kotli Bhatian dacoity in Multan, and in that case all the offenders—some 40 in number—were captured and convicted. The only other one at Karor in Muzaffargarh was the work of a trans-frontier gang of Powindabs.

"I have described the present state of affairs at some length because the occurrences of last year not only cast serious discredit on a large section of the population of those districts, but also were a blot on our administration; and it is satisfactory to see that the officers of Government and the people themselves are now working harmoniously and effectively to wipe out that blot.

"As the great majority of those who took part in the dacoities were Muhammadan peasants or menials, I take the opportunity of saying that while some of the local Muhammadan notables failed in their duty at the time—a failure for which they have been duly punished—many influential Muhammadans, including several religious leaders, during the outbreak used every effort to protect their Hindu neighbours, and the local Muhammadan gentlemen

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are almost without exception playing an active and honourable part in promoting the settlement that is now taking place.

"In regard to the public peace of the Province as a whole I think we may claim that it is being well maintained in spite of the special difficulties created by the war, high prices, bad harvests and other abnormal conditions. Murders and serious riots show a satisfactory decrease, especially in the north-west of the Province, which a few years ago was so disturbed as to make Government consider the expediency of special legislation on the lines of the Frontier Crimes Regulations. Crimes against property last year showed an increase, especially in the central districts, where organised gangs were at work. Many of these have recently fallen into the hands of the police and their removal and the easier prices of food grains will, it is hoped, lead to an improvement.

"The figures for dacoities still give some cause for uneasiness. There were some 50 in the first quarter of the year, an excessive number for the Province. The explanation seems to be that the criminals, who formerly operated singly or in small bodies, have now learned the value of co-operation, and the administration must meet them and defeat them by the use of the same weapon.

"I am happy to say that this is being done, and the most comforting feature in connection with these dacoities is that the prompt action of the villagers has led to the capture of many hands on the scene of their offences; the active co-operation of the people with the police has brought about the arrest of many more, so that in the great majority of cases the offenders have been or are being brought to justice. If this happy state of affairs is maintained there is good reason to hope that the people with the help of the police will work out their own salvation more and more, and that the dacoits will give up a game in which the odds have ceased to be in their favour. It is hardly necessary to assure the Council that Government is doing all in its power to give heart and encouragement to the people. In the first place licenses for arms have been within the last year freely issued in the disturbed districts. The total number of fresh licenses issued in the Province was 904 in 1905, 1,665 in 1914, but rose to 3,579 in 1915, of which 800 were in the three districts of Jhang, Muzaffargarh and Dera Ghazi Khan.

"Resistance to and pursuit of dacoit bands are attended with serious risk to life and limb, and when the people have boldly faced this risk Government has gladly shown its appreciation of their efforts in a practical form. Within the last year remissions of land revenue amounting to over Rs. 10,000 have been granted to 15 villages in various parts of the Province, 158 rectangles, or nearly 4,000 acres of land have been allotted in the canal colonies to 122 individuals from 10 different districts who had shown exceptional pluck and rendered special services to the criminal administration (cheers), while money rewards to the value of over Rs. 29,000 have been distributed to several hundred individuals. At the same time special pensions have been proposed for the dependents of those who, whether Government servants or not, have lost their lives in the cause of law and order. The latest example of this special pension comes from Jhang where a man who was engaged on *thikri palra* in going round with a policeman fell in with a body of thieves at night and was attacked and killed. Government, I am glad to say, has sanctioned a small pension of 5 or 6 rupees for his son. This is a typical case of the attitude and the eagerness of Government to recognise active co-operation on the part of the people.

"This prompt recognition of good work has, I think, done much to encourage the people to take their stand boldly on the side of law and order,

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and I hope the Council will bear with me while I quote from a long list a few typical instances, and these instances will convince you that the gallantry of the Punjabi villager in his home in tackling the enemy is no whit less than that of his brother who is fighting the battles of the Empire in the field.

(*His Honour quoted a number of instances.*)

The War.

"That brings me to the war—a subject which is never long absent from our minds. While the war has lasted longer and entailed greater sacrifices than most of us anticipated at its outbreak confidence in the ultimate and complete success of our cause and that of our allies is steadily growing. To those who ask on what that confidence is based I would quote the eloquent and weighty words uttered by that great Viceroy and far-seeing statesman Lord Hardinge in his farewell speech to the Imperial Council on March 24th :—

" ' While Germany and Austria are slowly but surely bleeding to death and unable to compel by any decisive success the peace which it is known they now desire, England, France, Russia and Italy are daily growing stronger and by close and active co-operation, both military and economic, are exercising a pressure which will soon become irresistible. As I said before in Council last September, the deciding factor in this struggle will be sea-power. It is the sea which unites and welds together in a common effort the widely distant territories of the Allies. It is sea-power that is protecting the shores of India and Indian commerce from the ravages of the enemy, and it should not be forgotten that even if, which God avert, disaster befell the arms of England and her Allies on land, British sea-power would still remain, rendering Great Britain and her possessions invulnerable, and placing England in the position of being able to impose terms on the Central Powers before a single German or Austrian ship would be allowed to sail the open sea with impunity. Not that there can be any doubt as to the ultimate victory of the Allies upon land, but it is the British navy that is gradually but surely strangling the enemy with a grip that will never be relaxed until peace has been secured on such terms that the smaller powers shall regain their full liberty and independence, and that civilisation shall no longer be endangered by the dreams of conquest and the military despotism of a power which has arrogantly proclaimed Might to be Right. ' "

" As an example of what has been effected by the British Navy I may mention that at the beginning of the war Germany possessed colonies with an area of 1,250 square miles equal to the area of British India in extent. Since the beginning of the war those colonies have been cut off from the Central Empires by the British Navy. The result has been that at present two-thirds of the German colonies or nearly 750,000 square miles or eight times the size of the Punjab have fallen into the hands of the Allies. Only one German colony is now left, German East Africa. That colony is being invaded on all sides, and it is only a question of weeks or perhaps months when it will fall into our hands and share the fate of the other colonies.

" As regards India's share in that great struggle I cannot do better than again quote Lord Hardinge's words : — ' During the past 20 months of war the people of this country have displayed a loyalty and a patriotism deeply appreciated by the Empire at large that have been beyond all praise and have entirely justified the confidence and trust that I reposed in them. Who would have said 20 years ago that it would be possible to send out of India to the different theatres of war army after army of brave and experienced soldiers? When it is remembered that the largest army that ever left the shores of India before the present war numbered only 18,000 men, and that since the outbreak of war India has despatched about 300,000 soldiers overseas,

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I think we have every reason to be proud of the efforts that India has made and of the situation on and inside our frontiers that has rendered such efforts possible. Ma gallant one have, alas, died for their country. Of these the whole Empire is the tomb." Gentlemen, I think we may claim that those words have a special application to the part our Province, including the Ruling Princes and Chiefs connected with it, has played and is playing in the war. In normal times over half the strength of the combatant Indian Army is drawn from the Punjab. Thus out of a total strength, 177,000 at the end of 1914, 91,000 were Punjabis, the distribution being roughly—

Punjabi Muhammadans	...	...	...	35,000
Sikhs	...	...	...	36,000
Dogras	...	...	...	9,500
Jats	...	...	...	7,000
Other Rajputs	...	...	...	2,500
Others	...	...	...	1,000

"We may well be proud of these figures as our population is only $\frac{1}{12}$ th of that of the Indian Empire. But we have still more reason to be proud of the success of our efforts since the war began to maintain our pride of place.

"In my first public reference to the war at the meeting of the Council in September 1914, I appealed to the people of the Province to play their part by filling up the gaps, the inevitable gaps, caused by the war and maintain our splendid Punjab regiments at full fighting strength. Let us see what has been the response to that appeal. From 1st August 1914 to the end of March 1916, 151,000 recruits have been added to the Indian Army. Of these 24,000 are Gurkhas, leaving 127,000 raised within the Indian Empire, and of that number the Punjab has furnished 70,000 or well over half. In round numbers the figures are—

Punjabi Muhammadans	...	...	...	32,000
Pathans	...	...	...	1,000
Hindustani Muhammadans	...	...	...	2,000
Sikhs	...	...	...	22,000
Dogras	...	...	...	6,000
Jats	...	...	...	6,000
Others	...	...	...	1,000

"All our fighting races, whether in British districts or in the Native States, which have made such splendid sacrifices in the common cause, have come forward nobly, and even classes which for years had given up military service, the Gour Brahman and the Vishnoi of the Southern Punjab, the Kashmiri and Indian Christian of the Northern Punjab, have successfully pressed their claim to take their share in the defence of the Empire. The enthusiasm for recruiting has spread over the Province. Most of our leading men have taken an active part in encouraging it, of whom some members of this Council have been most conspicuous, and I would like to take this opportunity of thanking on behalf of the military as well as the civil authorities all those who have rendered such signal help, and of urging them to persevere till the ultimate goal—complete victory—which is now beginning to appear in sight has been reached.

"How well those who have gone to the front have played their part is clear from the august message of His Imperial Majesty to the Indian troops when leaving France for other theatres of war, from the despatches of the various commanders in the field testifying to the gallantry and perseverance

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shown by our regiments in the field, from the many military decorations bestowed not only by our own Government but by our French and Russian allies on Indian officers and men for acts of signal bravery in the struggle with a powerful and unscrupulous enemy, and finally from the number of war-worn wounded or invalided veterans, whom we have welcomed back to their hearths and homes.

"But, gentlemen, while the spirit of our troops has won universal admiration, the spirit of our people at home has been no less remarkable. This has shown itself in the generous gifts to the War Relief Fund, St. John's Ambulance Association, Lady O'Dwyer's Fund and to other funds to procure comforts for the troops in the field, to assist the wounded and invalided while in hospital and to give them a good start on return to their homes. Finally, I would refer to the splendid and spontaneous generosity displayed by the Ruling Chiefs and the people of this Province of all classes and creeds which has enabled me on behalf of the Punjab to offer to His Majesty through His Excellency the Commander-in-Chief in India a splendid fleet of 43 fighting aeroplanes costing nearly 15 lakhs of rupees. That offer has, as you know, been graciously and gratefully accepted by our King Emperor, and this fleet which is now under construction will be yet another proof of the sacrifices that the Punjab has made and is still ready to make in the cause of the Empire. At our meeting in September 1914 the Council passed a resolution assuring the King Emperor of their loyal devotion and of their determination to serve him in every form in which their help might be required against enemies of the Empire. The Province has proved that these were not empty words, and when the history of these years—years of struggle and trial pre-sacrifice—comes to be written, our Province will stand out in its pages and eminent as having enhanced its high traditions and set a noble example of active loyalty and manly bravery."

Internal administration.

From what I have said it will be readily admitted that within the last few years the administration has been subjected to a severe strain, but nowhere has it shown any signs of breaking down under that strain. In spite of the abnormal conditions the Departments of Government have carried on their work steadily and effectively. Many of them, such as the Commission, the Public Works Department and the Police have surrendered some of their best officers for military services in the field or in the auxiliary branches of the army. Two young officers of the Punjab Commission have already died a soldier's death—one in France, another in Mesopotamia. Indeed the desire of the various services to volunteer for military service was so keen as to be embarrassing to Government. I must note one solitary exception, and I note it with regret. The prolonged campaign and the heavy casualties imposed a tremendous strain on our medical services in the field. We gave up nearly all our Indian Medical Service Officers to the army, while several young medical men with high qualifications volunteered and received temporary commissions in the Indian Medical Service. But that was not sufficient, and there was an urgent call for volunteers from the Assistant Surgeons and Sub-Assistant Surgeons. There was some response to the call from the Assistant Surgeon class, but not what was expected; from the Sub-Assistant Surgeons there was hardly any response at all, 5 out of 500 I think, but I am glad to say that the humble compounders came forward and offered their services in scores for the relief of their wounded brethren in the field.

"As regards the internal administration generally it is hardly necessary to inform you that the two objects which I regard as most pressing and essential are the better protection of life and property and the purging of the public services from corruption. I have had a good deal to say about the former,

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but I wish to assure you that Government is not unmindful of the latter. An Hon'ble member has referred to the corruption which arises in connection with the administration of criminal justice and he has rightly pointed out that it is such corruption which brings the administration into contempt. I am entirely at one with him in the desire to repress and eliminate this corruption. The task is a slow and difficult one, and Government cannot succeed in it unless it is backed up by the public, and unless the bribe-taker, whatever his position, comes under the ban of healthy public opinion, and is shunned by all honourable men as a criminal. That is to-day the position in most western countries, where the public services have been purged of bribery; and it is the position we should strive to in this country, which is still often open to the reproach of regarding the taking of bribes as a venial offence and the giving of bribes as a recognised means of attaining the desired object.

"One more word with reference to Local Self-Government. In the debate on the Hon'ble Mr. Ram Saran Das' resolution the policy of Government in regard to the extension of Local Self-Government in small towns has been indicated. The action to be taken on last year's resolution of the Government of India in regard to District Boards and Municipal Committees is still under the consideration of Government. I agree with what has fallen from the Hon'ble Rai Bahadur Ram Saran Das in this debate that there are unnecessary restrictions at present on District Boards, especially in connection with financial matters, and I trust the consideration of the Government of India resolution will lead to the relaxation of those restrictions. I may say at once that Government is most anxious to foster the growth and expansion of local self-governing institutions, but it is essential that the advance should be made on sound lines based on the views and traditions of the people concerned. The question is also in a large measure a financial one; it is useless organising institutions and endowing them with functions unless they can raise or are equipped with the funds necessary to exercise those functions, and the present financial stringency combined with the desire of Government not to increase the burdens of the people, compels Government to move slowly.

Work of the Council.

"Gentlemen, many members have referred to the fact that this is the last meeting of the present Council, the term of which began on 1st January 1913. The last few years have been eventful ones in the Province; the administration has had many problems to face, and I take this opportunity of thanking all Hon'ble Members for the help and advice they have given to Government not only in the Council but outside it in dealing with those problems. In the matter of legislation accomplished the Council can show many useful and practical measures such as—

The Redemption of Mortgages Act of 1913.

The Fisheries Act, the Excise Act and the Punjab Courts Act of 1914.

The Military Animals Transport Act of 1915 and the Medical Registration Act of the present year.

"Some if not all these acts contained many contentious provisions. Our discussions in regard to them have been often keen, sometimes even lively, but have never departed from the dignity that should characterise the deliberations of the Legislative Council of the Province, and if I may venture to say so to-day's debate and proceedings are a fitting and worthy close to the work done in the Council during the past 3½ years. The action recently taken to raise the strength of the Council to the limit by adding three seats to be filled by election and one to be filled by nomination is the best proof that Government recognises the valuable work being done by the Council,

[*His Honour the President.*]

I am glad to see that that action has met with the approval of Hon'ble Members, and I am confident that the result will amply justify that decision. How far your services will be at the disposal of the Province and of Government in the new Council soon to be constituted it would be indiscreet to attempt to forecast; but to those of you who will return here as my colleagues I can assure a hearty welcome.

"There is one of our members, and perhaps the oldest, whose place will, I regret to think, see him no more. I refer to the Hon'ble Mr. Diack, Financial Commissioner, who after 25 years' strenuous work in the Province is leaving us for the rest he has so well earned. In him Government loses one of its ablest and most experienced administrators, this Council one of its most capable members, whose knowledge, tact and courtesy cleared up many a complicated problem in the great department he so worthily represented, and the people of this Province a kindly gentleman and a sympathetic friend. You will I know all join with me in wishing him many years of health and happiness in his home.

"I regret also to learn that we are losing the services of our friend the Hon'ble Sir P. C. Chatterjee who has lately been so valuable in this Council in giving us the benefit of his ripe experience and wise counsel. I think however, that though he will be no longer a member of this Council, his advice and his influence will still be at the disposal of Government and his country."

ADJOURNMENT.

The Council adjourned *sine die*.

LAHORE :

The 19th April 1916. }

S. W. GRACEY,

Secretary, Legislative Council, Punjab.

Appendix A.

Translation of Clauses 4, 23, 33 and 34 of the Wajib-ul-arz of Mauza Giara Gaon, Tahsil Hamirpur, District Kangra, prepared in Sir James Lyall's Settlement of 1868.

No. of clause.	Subject.	Remarks as to attestation by all the owners of the estate.
	(A)	
	Clause 4—"Rights of State and zamindars in Forests."	
4	<p>Under former Governments unoccupied waste areas together with trees, etc., standing thereon were considered to be the property of the State. In the previous settlement the British Government granted the ownership in the soil to the <i>khetwaddars</i>, but reserved two things in its hands:—(1) Ownership of trees; (2) Management of grazing of sheep and goats. Accordingly the practice in this district since last settlement has been that Government realises <i>tirvi</i> (grazing-tax) for grazing sheep and goats, and all wild trees growing in forests and unoccupied wastes are, subject to the <i>barta</i> rights (rights of user) of zamindars and <i>barta-wallas</i> (users), considered to be the property of the Government. So for the protection and maintenance of these trees and forests and the management of the rights of user, Government issued rules and regulations which have hitherto been acted upon and shall remain in force as long as other rules are not issued.</p> <p><i>Note.</i>—Open waste not lying inside the <i>oar danga</i> (fence of one or several owners or specially occupied by anyone and where all residents have, according to custom, got right of pasture or of taking wood and grass is considered unoccupied waste. At the distribution of the present jama a distinction has, as far as possible, been made between occupied and unoccupied waste. All occupied waste has been included in the <i>bachh</i>, while unoccupied has been excluded from it. All <i>shamilat deh</i> or <i>tika</i> waste has been included in unoccupied waste.</p>	<p>The rule proposed by Government is correct and agreeable to us. We shall abide by it. As for the management of forests we shall abide by the rules which are in force at present or shall hereafter be enforced. Forests known as Titu, Chatra and Dhotri are situate in our village.</p>
	Clause 16—"Kharetars."	
23	<p>There are <i>kharetars</i> of two kinds—</p> <p>(1) <i>Kharetar dakhil bachh</i>; and</p> <p>(2) <i>Ban kharetar khari, bachh</i>.</p> <p><i>Kharetar dakhil bachh</i> is the property of the holder of <i>kharetar</i> who can at pleasure either sell the land or cut the trees. In recent papers such <i>kharetars</i> have been shown in the holding of the owner. With regard to <i>ban kharetar</i> the holder thereof is only entitled to grass, the land being <i>shamilat</i>, which like other unoccupied waste can be broken up, but the other owners shall not be authorized to bring such land under the plough or alienate it without the consent of the holder of <i>kharetar</i>. Should at any time the partition of the whole of the waste be effected, such waste shall be given to him who is the holder of the <i>ban kharetar</i>. Such <i>ban kharetars</i> have been considered as unoccupied and entered in the <i>shamilat</i> holding. The name of the holder of <i>kharetar</i> has, however, been shown in the remarks column.</p>	<p>Our villages are held on <i>hise wad</i> tenure (i. e., according to shares). The revenue having been distributed according to shares, the jama of occupied <i>kharetars</i> has not been separately shown. There are no <i>chil</i> trees in our occupied wastes, nor is it customary with us to keep <i>ban kharetars</i>.</p>

Appendix A—continued.

No. of clause.	Subject.	Remarks as to attestation by all the owners of the estate.
33	<p>Clause 5—"About trees growing on cultivated lands."</p> <p>Prior to the present rule trees of certain kinds growing in cultivated areas were considered to be the property of the State. In the last settlement Government relinquished its claim to all except <i>chil</i> trees standing in such areas. Now under Government letter No. 347, dated 6th June 1867, <i>chil</i> trees as well as which are growing in cultivated areas have been released in favour of the zamindars. General rule with regard to trees of every description standing on cultivated plots is that the ownership of trees is according to the ownership of the soil. Therefore in recent measurements no mention has been made of the trees which are standing inside the field boundaries. Where, however, by sale, mortgage or partition the owner of the field is no longer the owner of the tree, the fact has been noted against the field number in the remarks column. Trees, situated in cultivated area of <i>shamilat deh</i> or <i>tika</i>, shall also be the property of <i>shamilat deh</i> or <i>tika</i>. With regard to the villages in which there is cultivated area classed as <i>kut</i> or <i>bahnd banjar</i> wherein <i>chil</i> trees abound, the rule in future shall be that without the permission of the lambardar in case of <i>shamilat deh</i> and that of the <i>mukaddam</i> in that of <i>shamilat tika</i> no trees shall be cut, and prices shall be fixed for trees of every description owned by the <i>tika</i>. Whoever cuts any tree shall pay its price into the <i>shamilat</i> fund through the lambardar or the <i>mukaddam</i> which shall along with other income from <i>shamilat</i> be distributed among all the <i>khowadars</i> of the <i>tika</i> or the village. The lambardar or the <i>mukaddam</i>, however, shall not be authorised to sell a tree which is the property of the <i>shamilat</i> to any dealer or contractor.</p> <p><i>Note</i>.—Small pieces of waste that have as <i>bir banna</i> (field boundary) been measured along with a cultivated field are considered as cultivated area. Excepting these, only that land shall be considered as cultivated which has been recorded as such in the new measurement papers.</p>	<p>The rule proposed is right and we shall abide by it.</p>
34	<p>Clause 6—"About trees standing on occupied dakhil bachh waste."</p> <p>Under Government letter No. 347, dated 6th June 1867, trees of every description that are standing on such lands are released in favour of the owners of the soil. Such trees shall be considered as excluded from the Government forest. Only that occupied waste shall be considered as <i>dakhil bachh</i> which having been recorded in the new measurement papers as occupied by one or two owners has been <i>bachhed</i> as a separate field at the distribution of <i>khowat</i> (revenue) and entered in the holding of the owner or which having not come under <i>bachh</i> because of the owners purchasing lands from the rest of the zamindars of the <i>tika</i> or the village has however, been entered in the holding of the owner.</p> <p><i>Note</i>.—All such blocks of waste shall be <i>kharij bachh</i> which were during measurements measured as</p>	<p>A detailed account of it has already been given by us under clause No. 23.</p>

Appendix A—concluded.

No. of clause.	Subject.	Remarks as to attestation by all the owners of the estate.
	<p><i>kharetar rakh</i> or <i>bheth</i> in the name of one or two <i>khewaldars</i> and were at the distribution of revenue considered as part of the forest, and therefore excluded from the <i>bachh</i> and recorded in the <i>shamilat</i> holding as <i>ban kharetar</i>. In such like <i>ban kharetars</i>, etc., trees of wild growth shall be considered the property of the Government like the trees standing on other unoccupied waste areas or <i>soana</i> of Gujjars.</p>	
	<p>Clause 6—"Of trees standing on unoccupied lands."</p>	
44.	<p>The general rule is that in such like lands, whether they be <i>ban jungle</i>, <i>ban kharetar</i> or <i>bheth</i> grazing ground, trees if they are of wild growth or have been planted by order of Government shall, with the reservation of the right of user of zamindars, be the property of Government. Government alone is entitled to sell timber of this kind, yet where it is barely sufficient for the requirements of the <i>bartanwalas</i> (i. e., persons who have got rights of user in it) it shall not be sold to dealers. Trees that are not of wild growth and have not been planted by the Government shall be the property of the planter. But a tree planted by any one as <i>pun</i>, a shady or a road-side tree or one standing on a <i>bonli</i>, <i>itala</i>, <i>sandh</i> or <i>biak</i> is generally considered as <i>waqf</i> property. No one can cut such a tree. But should it wither off, the owners shall get its timber and the Government shall lay no claim thereto. Similarly the fruit or dried timber of fruit-bearing trees like mango, etc., that are growing in such like lands or on the sides of a road shall not be claimed by the Government in any way. The aforesaid fruit or timber can be appropriated by all the <i>bartanwalas</i> or <i>travellers</i>.</p>	<p>We agree to the rule proposed by Government in accordance with the old custom.</p>

(C)

Translation of clause 11 of *Wajib-ul-arz* of *Mauza Giara Garaon*, *Tahsil Hamirpur*, *District Kangra*, prepared at the Settlement of 1891-92.

Clause 11.—"The rights of Government to any *nazul* property, forests, unclaimed, unoccupied, deserted, or waste lands, quarries, ruins, or objects of antiquarian interest, spontaneous products, and other accessory interest in land included within the boundaries of the estate"—

The wild trees that are growing in our *shamilat deh* or *shamilat tika* unoccupied and *khariif bachh* waste on enclosed jungle as also trees that have been planted under orders of Government are the property of Government. But as regards the fruit-bearing trees like *banyan*, *ptpal*, *badaran*, *sumbal*, etc., that have for the benefit of the public been planted in such lands, the names of their owners and planters have been recorded against lands in which they are growing in the remarks column of the *jamabandi*. They shall be considered the property of those persons who have been recorded as owners in the papers in respect of them. No one shall have authority to cut big trees like *sumbal* etc., that have been planted for the benefit of the public. If they become sapless and fall down their planters or holders shall be entitled to their timber. All *nazul* property, lime, *kankar*, black stone and slate quarries of every description that may appear on or under the ground, ruins, objects of antiquarian interest, spontaneous products and other accessory interest in land shall be the property of Government. Excepting waste lands occupied by owners and which have been assessed to land revenue, no account of the above has (in this settlement) been taken at the time of assessment.

(D)

Translation of provisions relating to trees contained in the Dastur-ul-amal of Manzah Majhin, Tahsil Dehra, prepared at Mr. Barnes' Settlement of 1850.

As shown in the *khevat asamioar* our lands are divided according to ancestral shares and there is no shamilat of the village. All jungle and unculturable waste which is situate in our village is the shamilat of the whole of *tappa*. Every one's cattle graze thereon. The zamindars, after informing the lambardar, are authorised to cut green wood for making *chhappar* and farm implements. The rights of selling big trees and realising grazing dues from gaddis vest in Government. 27 banyan trees, the shamilat of the whole of the *tappa* are situate in our village and any banyan tree that shall grow in futuro shall also be the shamilat of the whole of the *tappa*; and 7 mango trees growing in the garden of Phaked are held in equal shares by Balku and Barru Girth. Beside these all trees that are growing in any one's land are his property, but the joint owner of any land is also the joint owner of the tree. Whoever shall with his own labour reclaim any land from this waste shall hold it rent-free for two years; after that all the zamindars of the *tappa* shall realize from him one-fourth batai by appraisement (*sath*) and divide the rent among themselves according to their shares in the *khevat*. Pipal trees, etc., which are of wild growth, are cut for feeding cow buffaloes. As for a tree standing on or in the middle of a *bir* (ridge or field boundary) the owners of fields on either side of the ridge shall be entitled to it half-and-half. Any tree growing above a ridge (*bit*) shall be the property of the owner of the field lying on the upper side of it, and that growing below it the property of the owner of the field lying on the lower side of it.

APPENDIX B.

MEMORANDUM.

As the budget for 1916-17 (hereto annexed) makes no change in the figures of the Revised Financial Statement, presented to the Council on the 13th March 1916, and as no resolution recommending any such change was passed, a meeting of the Council will not be held for the presentation of the budget, and the general discussion of the budget in Council will take place at the meeting to be held on the 19th instant (*vide* rule 29 of the rules for the discussion of the Annual Financial Statement in the Legislative Council of the Lieutenant-Governor of the Punjab as amended by Punjab Government notification No. 536, dated 8th March 1911).

O. F. LUMSDEN,

The 1st April 1916.

Financial Secretary to Government, Punjab.

STATEMENT SHOWING BY MAJOR HEADS OF ACCOUNT, THE ESTIMATES

(As finally adopted by the Government)

Heads of account.						Budget Estimate, 1916-17.
						Rs.
Opening balance	...	...	...	...	...	60,28,000
<i>Provincial Revenue and Receipts.</i>						
I—Land Revenue	...	...	...	...	...	1,33,37,000
IV—Stamps	...	...	...	...	...	29,00,000
V—Excise	...	...	...	...	...	31,82,000
VI—Provincial Rates	...	...	...	...	...	29,000
VIII—Income Tax	...	...	...	...	...	11,70,000
IX—Forest	...	...	...	...	...	15,41,000
X—Registration	...	...	...	...	...	3,25,000
XII—Interest	...	...	...	...	...	2,66,000
XVI-A—Law and Justice—Courts of Law	...	...	...	...	...	5,28,000
XVI-B—Law and Justice—Jails	...	...	...	...	...	4,06,000
XVII—Police	...	...	...	...	...	2,82,000
XIX—Education	...	...	...	...	...	5,05,000
XX—Medical	...	...	...	...	...	1,16,000
XXI-A—Agriculture	...	...	...	...	...	1,91,000
XXI-B—Scientific and Miscellaneous Departments	...	...	...	...	...	29,000
XXII—Receipts in aid of Superannuation	...	...	...	...	...	1,00,000
XXIII—Stationery and Printing	...	...	...	...	...	1,10,000
XXV—Miscellaneous	...	...	...	...	...	3,60,000
XXIX—Irrigation—Major Works.	{ Direct receipts—					
	{ Civil					...
	{ Public Works					1,27,50,000
	{ Indirect receipts—					
	{ Portion of Land Revenue due to Irrigation					51,00,000
XXX—Irrigation—Minor Works and Navigation.	{ Civil					12,000
	{ Public Works					80,000
XXXI—Civil Works	{ Civil					1,63,000
	{ Public Works					1,80,000
Transfers between Imperial and Provincial (vide Appendix A)	...	...	...	...	...	36,85,000
Total Provincial Revenue and Receipts						4,73,44,000
GRAND TOTAL						5,33,67,000

OF REVENUE AND EXPENDITURE OF THE PUNJAB FOR THE YEAR 1916-17.
of India on the 25th March 1916.)

Heads of account.						Budget Estimate, 1916-17.
Provincial Expenditure						Rs.
1—Refunds and drawbacks	...	...	...	...	...	97,000
2—Assignments and compensations	...	...	...	...	...	37,000
3—Land Revenue	...	...	...	...	...	51,44,000
6—Stamps	...	...	...	...	...	87,000
7—Excise	...	...	...	...	...	1,30,000
10—Income Tax	...	...	...	...	...	14,000
11—Forest	...	...	...	...	...	10,00,000
12—Registration	...	...	...	...	...	1,24,000
13—Interest on Ordinary Debt	...	...	...	...	...	2,05,000
18—General Administration	...	...	...	...	...	12,64,000
19-A—Law and Justice—Courts of Law	...	...	...	...	...	46,56,000
19-B—Law and Justice—Jails	...	...	...	...	...	18,28,000
20—Police	...	...	...	...	...	70,11,000
22—Education	...	...	...	...	...	42,76,000
24—Medical	...	...	...	...	...	16,69,000
26-A—Agriculture	...	...	...	...	...	12,86,000
26-B—Scientific and Miscellaneous Departments	...	...	...	...	...	1,62,000
29—Superannuation Allowances and Pensions	...	...	...	...	...	25,34,000
30—Stationery and Printing	...	...	...	...	...	8,22,000
32—Miscellaneous	...	...	...	...	...	8,81,000
36—Reduction or Avoidance of Debt	...	...	...	...	...	1,40,000
Working Expenses—						
42—Irrigation—Major Works...	Civil ...					...
	Public Works					51,50,000
	Interest on debt					37,38,000
43—Minor Works and Navigation.	Civil ...					46,000
	Public Works					1,40,000
45—Civil Works	Civil ...					13,58,000
	Public Works					40,27,000
Total Expenditure						4,78,26,000
Closing balance	...	...	...	...	...	55,41,000
GRAND TOTAL						5,33,67,000

Abstract of Proceedings of the Council of the Lieutenant-Governor of the Punjab assembled for the purpose of making Laws and Regulations under the provisions of the Government of India Act, 1915.

THE Council met at the Council Chamber, Barnes Court, Simla, at 11 A.M., on Monday, the 12th of June 1916, in accordance with the notification of the Lieutenant-Governor of the Punjab, No. 10-Home—Legislative-1, dated the 31st of May 1916.

After His Honour the Lieutenant-Governor had taken his seat as President of the Council, the following gentlemen elected and nominated as members of the Council were duly sworn in as required by Regulation VII :—

The Hon'ble Mr. JOHN PERRONET THOMPSON, I.C.S.
 The Hon'ble Sardar Bahadur Sardar SUNDAR SINGH, Majithia.
 The Hon'ble Mr. JOHN CORNWALLIS GODLEY, C.S.I.,
 The Hon'ble Khan ZULFIQAR ALI KHAN, C.S.I.
 The Hon'ble Mr. HERBERT JOHN MAYNARD, C.S.I., I.C.S.
 The Hon'ble Mr. OSWALD FARQUHAR LUMSDEN, I.C.S.
 The Hon'ble Nawab Sir BAHRAM KHAN, K.C.I.E.
 The Hon'ble Sardar Bahadur Sardar GAJJAN SINGH.
 The Hon'ble Chaudhri LAL CHAND.
 The Hon'ble Khan Bahadur Sayed MEHDI SHAH.
 The Hon'ble Lala JOWAHAR LAL, Bhargava.
 The Hon'ble Rai Bahadur RAM SARAN DAS, C.I.E.
 The Hon'ble Rai Bahadur Pandit SHEO NARAIN.
 The Hon'ble Mr. THOMAS ROBERT JOHN WARD, C.I.E., M.V.O.
 The Hon'ble Mr. JAMES CURRIE.
 The Hon'ble Rai Bahadur BAKHSHI SOHAN LAL.
 The Hon'ble Raizada BHAGAT RAM.
 The Hon'ble Sayad MAKHDUM RAJAN SHAH.
 The Hon'ble Khan Bahadur Mian FAZL-I-HUSSAIN.
 The Hon'ble Mr. CREWE ARMAND HAMILTON TOWNSEND, I.C.S.
 The Hon'ble Mr. PATRICK JAMES FAGAN, I.C.S.
 The Hon'ble Khan Sahib Mirza MUHAMMAD IKRAM ULLAH KHAN.
 The Hon'ble Diwan Bahadur Diwan DAULAT RAI.
 The Hon'ble Mr. EDWIN WOODALL PARKER.
 The Hon'ble Mr. HENRY DUFFIELD CRAIK, I.C.S.
 The Hon'ble Khan Bahadur Malik MUHAMMAD AMIN KHAN.
 The Hon'ble Colonel HAROLD HENDLEY, M.D., I.M.S.
 The Hon'ble Mr. STEPHEN WILLIAM GRACEY, I.C.S.

ADDRESS BY HIS HONOUR THE PRESIDENT.

After the members had taken the Oath His Honour the President addressed the Council as follows :—

"Gentlemen, I offer you a very hearty welcome as my colleagues in the new Council. In doing so it is, I think, singularly appropriate that I should be able to convey to you, and through you to the people of the Punjab, a message from His Imperial Majesty.

"At the meeting of the last Council on the 19th of April in referring to the great share which the Punjab was playing in the present War I referred to the offer of a splendid fleet of 43 fighting aeroplanes subscribed by the Chiefs and peoples of the Punjab to His Majesty through His Excellency the Commander-in-Chief. To-day it is my privilege to announce to you the gracious words in which His Imperial Majesty has been pleased to communicate through His Excellency the Commander-in-Chief the acceptance of that offer. Writing on the 29th of April 1916 from Windsor Castle through his Private

[*His Honour the President ; Mr. Thompson ; Khan Zulfiqar Ali Khan.*]

Secretary to the Commander-in-Chief His Majesty sends the following message :—

"Your letter of the 30th March to Lord Stamfordham, together with that of the Lieutenant-Governor of the Punjab, have been read with pride and interest by the King Emperor.

"His Imperial Majesty was much impressed with the whole-hearted and voluntary co-operation of all classes, races and creeds in contributing according to their means to the Punjab Aeroplane Fund, and heartily congratulates the promoters on the great success achieved.

"A fleet of 43 aeroplanes, while furnishing a fresh proof of the loyalty of the Punjab, will at the same time provide a valuable addition to the fighting efficiency of His Majesty's Imperial Forces.

"Should an opportunity occur, the King Emperor hopes to see some of these aeroplanes that will bear the names of States and districts with many of which His Imperial Majesty is personally acquainted."

"It is, I think, a happy augury that the first words which it is my privilege to address to you, should be this inspiring message from our August Sovereign. I am confident that the same 'whole-hearted and voluntary co-operation of all classes, races and creeds,' to use His Majesty's words, which has been crowned with such success in promoting the Aeroplane Fund, will be forthcoming during the term of the present Council to promote the welfare of our Province and to prove our devotion to the person and throne of our August Sovereign to whose mighty Empire all of us, whatever be our race or class or creed, are proud to belong.

"Gentlemen, I wish you again a hearty welcome as my colleagues in this Council."

RESOLUTION ON THE SUDDEN DEMISE OF THE RIGHT HON'BLE EARL KITCHENER OF KHARTOUM.

"The Hon'ble Mr. Thompson :—"Your Honour, the Hon'ble Khan Zulfiqar Ali Khan has given notice of a resolution regarding the death of Lord Kitchener. Rule 5 of the rules for the discussion of matters of general public interest lays down a minimum of 15 days' notice for all resolutions, but it gives to Your Honour the discretion to allow a resolution to be moved at shorter notice. I would ask Your Honour in the circumstances to give the necessary permission."

His Honour the President signified his permission.

The Hon'ble Khan Zulfiqar Ali Khan moved the following resolution :—

"That this Council deploras the loss sustained by the Empire in the untimely death of the illustrious soldier and statesman Field Marshall the Right Hon'ble Earl Kitchener of Khartoum."

He said :

"Your Honour,—The untimely and sudden death of Lord Kitchener has plunged the whole Empire in the deepest sorrow. That the Empire was not prepared to lose such a national hero is evidenced by the wave of spontaneous and universal grief which has afflicted all alike. The circumstances under which he disappeared are highly tragic.

"Before this inscrutable decree of Providence we bow our heads in humble submission, our faith in his final good purpose and in the ultimate triumph of good over the forces of evil remains firm and unshaken.

"In the glorious records of the rise and expansion of the British Empire one comes across critical situations created by the sudden death of some great leader. When all hope of retrieving the evidently fallen fortunes of the nation seemed to have vanished, the usual good luck of the nation immediately returned and dispelled the gloom, and the people chastened and braced by supreme ordeals resumed once again their triumphal march towards the realisation of their high destiny.

[*Khan Zulfiqar Ali Khan.*]

"Lord Kitchener's death at this juncture reminds us of those critical periods, and disastrous though it may appear to be, it may lead us on to new and pregnant evolutions favourable to the Empire and to the whole world. Misfortunes like this will help to steel our nerves and enable us to undertake the greatest and the most difficult task. With steadfast faith we greet the future. Our cause is holy and imperishable, and the labour of our hands will not be in vain.

"Lord Kitchener was essentially a man of destiny. From the very beginning of his remarkable career he exhibited unmistakable signs of enterprise and originality, attributes, which inevitably hurry on such favourites of fortunes to great heights of success and reputation. It is not easy to enumerate even the most eminent services which he rendered to the Empire. It was during the Khartoum expedition that he for the first time came prominently before the public eye. On the successful termination of this campaign, he was raised to the Peerage and a grant of £30,000 was made to him in recognition of his conspicuous services. During the South African war he was Chief of the Staff under the late Lord Roberts. From 1900 to 1902 he was Commander-in-Chief of the Forces in Great Britain. In this capacity his services were considered so valuable that he was made a Viscount, and was granted £50,000 in cash. The thanks of Parliament were conveyed to him as an additional honour. For 7 years, from 1902 to 1909, he served as Commander-in-Chief in India. Here he found a vast scope for the exercise of his talents. The task was one of great magnitude and complexity, but a man of his resolute nature was not to be daunted by any obstacles. He set to work with the zeal of a true reformer and achieved a success which left the enduring stamp of his unique personality on the military administration of India.

"There is no doubt that his reorganisation scheme resulted in the great efficiency of the Indian Army—an efficiency which has enabled it to occupy such a proud position in this Titanic struggle along with the other Forces of the Empire.

"The crowning achievement of his life was yet to come. In 1914 when the great war broke out, he was at once appointed Minister for War. Ever since the beginning of the great conflagration he worked incessantly. With his characteristic sagacity he at once recognised that mere pious intentions and Platonic aspirations would not suffice, and that a nation could achieve the highest aims only if it were not afraid of sacrifices. Success could not be bought cheaply, the readiness to strive and suffer determined the greatness of a nation and established its worth.

"He knew that the unscrupulous enemy who opposed Great Britain and her Allies and looked upon war as God's specific for the cure of ailing nations, and whose military preparations surpassed all calculations, could only be vanquished by training an army sufficiently large to drive him back into his own country from the occupied territories of Britain's Allies. In pursuance of this determination he undertook the unprecedented task of training an army numbering 5 millions. It is difficult to form an adequate idea of the magnitude of labour which a stupendous enterprise like this entailed. It was his intense patriotism which made the work feasible. The coming generations will marvel at the grandeur of the feat, and Lord Kitchener's name will be transmitted to posterity by the historian with feelings of legitimate pride.

"All that he did testified to the working of some magic influence. Great political thinkers have their share of glory, but it is the men of action such as Lord Kitchener, not they, who are true heroes of history. The greatest gift of Lord Kitchener was not his genius, but his calm strength of will,

[*Khan Zulfiqar Ali Khan ; Sardar Sundar Singh, Majithia.*]

a gift which is far more rare than people commonly realise. This force of character was his great strength. It would naturally have been a sublime satisfaction to Lord Kitchener if he had been spared to see the glorious result of his strenuous endeavours when the armies he not only created and trained but which he imbued with the dominant faith of ultimate success and victory achieved their great mission. He performed his high mission actuated by his master motive of intense patriotism, and he may well have felt when resigning his great spirit to the Almighty in the words of Tacitus :—

“ Now at last, our spirit is reviving, since the safety of the people is no longer merely the object of our hopes and prayers, but has been itself attained with all the certainty and strength we prayed for ”.

The Hon'ble Sardar Sundar Singh, Majithia:—“ Your Honour,— I hope I may be permitted to say a few words on behalf of my community on the tragic death of Lord Kitchener. The end has been so unexpected and sudden that the blow, in a way, is stunning. Lord Kitchener's loss is irreparable, particularly when it has so unexpectedly happened at a time when his services to the cause of the Empire were so valuable. The personality of the late War Secretary was a towering one and the achievement to raise and equip any army from a little over two lacs to one of fifty lacs is very great indeed. Lord Kitchener's grasp of the situation was wonderful, and his application very great. His presence at the War Office inspired confidence and assured success. The whole Empire was confident that in his hands its interests were safe, and that he will see to it that the Empire comes out of the conflict stronger and in a position to dictate terms to the enemy. As Commander-in-Chief of the Army in India he raised its efficiency to a very high pitch. The fields of France, Flanders, Gallipoli and Mesopotamia bear witness to the efficiency of the Indian Expeditionary Force. We are justly proud that it was our Indian contingent that broke the serried ranks of the German Army at Neuve Chapelle. This was all due to the energy and the spirit of improvement infused by Lord Kitchener and so ably carried on by his distinguished successor General Sir O'Moore Creagh. The Sikhs were proud to be under a Chief who besides being all for efficiency was always considerate for the men under him.

“ Just before Lord Kitchener was laying down the reins of his high office in India we Sikhs had the honour to present him with a farewell address, and those who were there can testify to the amiable disposition of the Chief who was leaving.

“ Your Honour.—The loss to the Empire is very great, and I beg, on behalf of the Sikh community, to offer this humble tribute to Lord Kitchener, in whom we have lost a great man, an organizer of exceptional abilities ; but as Sikhs we must abide by the will of the Almighty, and there is no cause of despair. Sikh history and tradition tell us that ‘ when the arrow strikes the warrior's wrath rises ’. We must all gird up our loins to reach our final goal and win the great victory for which Lord Kitchener's great energies were being employed to their best.

“ Lord Kitchener has like a warrior laid down his life in harness in the service of the Empire. This loss great as it is must stimulate men of all classes and creeds to greater deeds of sacrifice till the strong militarism of Germany is laid low, and the paths of liberty, which are the heritage of the British Empire, kept grandly open, and that will be the highest tribute we shall pay to the memory of Lord Kitchener whose tragic death the Empire mourns to-day, resigned in the will of God who moulds the destinies of nations.

“ With these few words I would join my honourable colleagues in offering my humble tribute to the memory of Lord Kitchener, and beg most respectfully to second the motion that has been so feelingly put by my Hon'ble friend Nawab Zulfiqar Ali Khan, C.S.I.

The Hon'ble Bakhshi Sohan Lal:—"Your Honour,—On behalf of the Hindu community of the Punjab I beg to associate myself with the resolution that has just been moved by my friend the Hon'ble Nawab Zulfikar Ali Khan, and seconded by the Hon'ble Sardar Sundar Singh, Majithia. It is singularly unfortunate that in this, the very first meeting of the newly constituted Legislative Council, it is our painful duty to mourn the death of one of the greatest men that the British Empire has produced. A few days ago nobody ever suspected that the whole Empire would be thrown in grief by the sudden and tragic death of our late Field Marshal Earl Kitchener of Khartoum, the greatest Military genius of modern times, and we in the Punjab Council shall have to begin our deliberations by performance of this melancholy duty. The people of the British Empire in particular and the whole world in general had been amazed at the remarkable rapidity with which the British army of only two hundred thousand soldiers, had, within the short space of a year-and-a-half, from the outbreak of the war, been developed into a mighty force of five millions, which the late Lord Kitchener had undertaken to accomplish. The whole world looked with rapt amazement at this brilliant spectacle and with genuine admiration at its author, the great soldier and statesman combined, who, with his wonderful power of organization, his incomparable genius, and his vast experience, had succeeded in effecting this apparently impossible task. And now that the time had come for the consummation of his work, when the mighty forces which he had placed in the field were to march on to victory, under his wise guidance and direction, it is singularly unfortunate that the cruel hand of death has removed him from the scenes of his labours and deprived the Empire of his invaluable services, as if Providence denied to Lord Kitchener the satisfaction of witnessing the victory to which the Allies confidently look forward as the fruit of his labours. The irreparable loss to the Empire cannot be described better than in His Most Gracious Majesty's own words of condolence wired to Mrs. Parker, sister of Lord Kitchener—"His Majesty has lost an old and valued friend upon whose devotion he ever relied with the utmost confidence."

"This is not the time nor the occasion to enumerate in detail the manifold good qualities of head and heart of the late Lord Kitchener. It will be sufficient only to say that his name is indissolubly bound up with the history of the expansion of the British Empire and with the history of the recent great European war. The extension of British influence in North Africa, the conversion of Egypt and North Soudan from a gloomy jungle into one of the most prosperous and attractive countries in that Continent, with mighty irrigation works and vast smiling fields, along with a great past and still greater future, is due chiefly to the work which the late Lord Kitchener did there in various military as well as administrative capacities. He brought tranquillity and prosperity to Egypt when the *régime* of his immediate predecessor had produced merely a sense of insecurity and chaos. Then again into the Boer War the success of British arms was due, in no small measure, to his great military talents which he had unreservedly placed at the disposal of the Empire and where as the Chief of the Staff of the late lamented Lord Roberts he rendered services which have been described in imperishable terms by many a historian. The next field of his labours was India where His Excellency Lord Kitchener, as the Commander-in-Chief of his Majesty's Indian forces, reorganised the Indian army and it was on account of the changes introduced by him and the efficient training received under the new system that our brave soldiers have been able to win laurels in the fields of Flanders and of Asia Minor. It is no exaggeration to say, that if it had not been for the re-organization and equipment of the Indian Army in Lord Kitchener's *régime*, Indian soldiers would have not been able to give such a good account of themselves in the greatest war that the world has ever seen. From India Lord Kitchener

[*Bakhshi Sohan Lal ; Mr. James Currie.*]

had gone to Egypt to consolidate the work of his early days, and had not the war broken out, he would have remained in that country to develop and improve it still more. But the call of duty took him back to England where he was appointed the Empire's Great War Lord, and consummate skill, remarkable power of organisation, great military insight, and a wonderful capacity to overcome difficulties which he has shown during the last twenty months, had made him the idol of the Empire. His death at such a critical moment is nothing short of an Imperial calamity and we in the Punjab along with the rest of the civilised world, deeply mourn this great and irreparable loss which we all have sustained. A great soldier who had served his king and his country in various spheres of activity for a long period of forty-five years, Lord Kitchener died as a true patriot in the service of the Empire and its Allies, and his name will ever remain enshrined in history as that of a great Patriot, a brave soldier, and a wise statesman, whose memory will serve as a light-house for generations to come and whose tragic but noble death will always remind his countrymen and his fellow subjects of the justice of our cause and the treachery of our enemies. However, relying on the persevering spirit and the singleness of purpose of the British people and in view of the remarkable feeling of solidarity visible in every nook and corner of this vast Empire, we can safely predict that the work which Lord Kitchener began, will, after his death, be carried on with greater vigour and earnestness, until the object for which our noble Emperor has unsheathed his sword, is fully attained. May the Great God, the Protector of the Righteous and the Destroyer of the Guilty, grant peace to the noble soul of Lord Kitchener, may He give strength to us all living under British flag and those living under the flags of the Allies to carry on the work which he had begun and in the accomplishment of which he sacrificed his life, may He give condign and just punishment to his murderers, and may He bless the British arms with glorious victory against the enemy at an early date, is the humble prayer of the Hindus of this province."

The Hon'ble Mr. James Currie :—" Your Honour.—I desire to support the resolution before the Council and in doing so I would like to say what I am sure the non-official European community of the province and the members of the Punjab Chamber of Commerce feel at the sudden death of Lord Kitchener.

" When it was announced we were shocked, reluctantly we realised that a tragedy had robbed the Empire of one of its finest men ; but it was not for us to question the ways of Providence and we accepted the loss with bowed heads. It is poor consolation but we are thankful for the feeling that possesses us that when Lord Kitchener had completed the work his sovereign had entrusted to him, when he had succeeded in rallying the manhood of the country to the defence of the honour of the Empire his work was practically finished.

" We, non-official Europeans, have always admired and trusted Lord Kitchener ; we saw in him a strong man, level-headed, endowed with much common sense and with a great administrative ability. When he was reorganising the Army here the work was done thoroughly, when he left India he handed over to Government an Army fit and strong and able to support civic authority.

" Men who live by commerce and by trade as we do, can only prosper where law and order are maintained and naturally their confidence goes out to the man who organises the means that secures that essential.

" Your Honour, Lord Kitchener rescued the Soudan and restored it to civilization. When he was left in South Africa to complete his great chief's work then his commonsense and tact appealed to the best of the Boers and turned them from enemies to good citizens.

" We all know the success that accompanied his administration in Egypt. That country has had a great wave of prosperity, commerce has advanced by

[*Mr. James Currie ; Lala Ram Saran Das.*]

leaps and bounds, a great impetus has been given to industries and land has increased in value all because firmness and wisdom in the administration of the affairs of the country restored confidence in the Government.

"All Lord Kitchener's works have been done quietly, modestly and without show. Thoroughness was at the bottom of everything he undertook. It is that that appealed to the public, that that raised him in their estimation and secured their absolute confidence.

"When he came to face the Herculean task of organising the armies of the Empire he took the people into his confidence and told them fearlessly what they were up against and what had to be done. The estimate he formed of the strength of the enemy was a very correct one and he did not hesitate to tell his countrymen what he believed was the truth. That was why the Kitchener armies sprang into life so rapidly and rallied to the support of our brave Allies. Your Honour, although we have suffered a great loss in the death of Lord Kitchener we can look into the future with confidence. The work he organised is going on and the men he has left behind will make it a point of honour to see that the fruits of his labours are reaped by the Empire to the full."

The Hon'ble Rai Bahadur Ram Saran Das :—"Your Honour,—In Lord Kitchener, the British Empire has lost one of her greatest soldiers and statesmen whose sad demise is equally mourned in the British Isles as in the far-off dependencies and outposts of the British Empire. His active connection with India lasted for the brief term of seven years when he was the Commander-in-Chief of His Majesty's forces in this country. During this period he did work which in less capable hands would have taken a whole generation to complete. He reorganised the Indian Army and although his reforms were opposed by the highest authorities in the land, he triumphed in the end and his policy had the cordial support of the British Parliament.

"It was by his foresight that the Indian Army was placed on a footing of efficiency and preparedness for all eventualities, and the present world-wide struggle must have brought home, even to all his critics, the significance of the far-reaching changes made by Lord Kitchener. His work of Army reform and reorganisation was not confined to India alone. His Lordship's advice was also requisitioned for the formation of Local Defence Forces in Australia and Canada and it was availed of even by our gallant Eastern Ally, to wit, Japan. His Military services in the Soudan and in South Africa are too well known to require mention here. After the conclusion of hostilities in the above two wars he had the unique privilege of receiving handsome money grants from the British Parliament.

"Now, a word with regard to his work in spheres other than Military. It was by his genius and great insight that the lower portion of Egypt was opened out and brought in touch with civilisation. During his tenure of the office of the Commander-in-Chief in India, Lord Kitchener always laid his finger unerringly and unhesitatingly on the weakest spots. His liberal instincts coupled with his sagacity, were of the greatest service to the late Lord Minto during the latter's Viceroyalty of India. At his liberal initiative it is said, the Viceroy refused his assent to the Punjab Colonies Bill in 1907 and this fact had a marked effect in bringing over level-headed and moderate opinion in the Punjab to Government's side. Lord Kitchener's work in Egypt, since his appointment of Consul-General in 1911, till his relinquishment of this office at the outbreak of war in August 1914, won for him the confidence and support of Egyptians of all classes. Since August 1914 to the day of his sad death, Lord Kitchener was the organiser and inspirer of an army of millions of Britons who have come forward to fight for the cause of weak people and

[*Lala Ram Saran Das ; Chaudhri Lal Chand ; Nawab Sir Behram Khan .*]

oppressed nationalities in Europe. It was by his organising skill, by his resourceful and persuasive nature, by his industry and devotion to duty that Lord Kitchener with the help of capable lieutenants, raised a civilian army—unsurpassed in number as well as in calibre—in the history of mankind. His name will go down to posterity as one of the greatest administrators who possessed the rare combination of statesmanship and soldierly qualities of the highest order. Whether his untimely death be due to a treacherous enemy or to natural causes, his loss will be keenly felt in the Orient as well as the Occident as that of a great soldier and of a liberal and sympathetic administrator whose untimely death creates a void which it will be difficult to fill."

The Hon'ble Chaudhri Lal Chand :—"Your Honour,—Belonging as I do to an important military class of this Province I think I would be failing in my duty if I were not to say a few words on this occasion.

"With your Honour's kind permission I wish to submit that when I speak I voice forth the feelings of thousands of my brethren who are at the present moment fighting in different battlefields for their beloved Emperor.

"As has already been said by my honourable colleagues who have spoken before me the efficiency and strength of the Indian Army are to a large extent due to Lord Kitchener.

"From the highest military officer down to the ordinary sepoy the loss has been equally felt—nay, the whole country feels it.

"To this great military genius do we owe the strength to which the British Army has reached to-day. It is really a pity that he could not live long enough to see the fruits of his labours.

"But he had nearly completed his task, and the time is not far when his noble soul in heaven above will see his army attaining the object he had in view.

"Although his body is no more, yet his spirit is working in our midst. The soldier who is fighting in the trenches, the old veteran who is training the recruits, the sepoy who is going about with his long measuring stick in search for recruits have all equally got an inspiration from the great General whose loss we all mourn here in this Council.

"Now we can do no better than to make strenuous efforts to bring the present war to a victorious end.

"Our soldiers who are fighting abroad are full of hopes, and, we should assure them that for every soldier that is disabled in the field we are prepared to send ten more recruits, and in that the great General's soul will find consolation.

"With these few words I beg to support the Resolution of my honourable friend the Hon'ble Khan Zulfiqar Ali Khan."

The Hon'ble Nawab Sir Behram Khan spoke in Urdu, a translation of which is as follows :—"Your Honour,—The Hon'ble members who have preceded me, have very eloquently given expression to our feelings of sorrow and sympathy on the death of Lord Kitchener, and there is no great necessity for me to add anything to what they have said. But on behalf of the Multan Division in general and the Biluch tribe in particular I take this opportunity to associate myself with the Resolution to mourn the sad loss.

"Lord Kitchener's death is not a blow to England only, but India also equally shares the great sorrow. However all we can now do is to pray to God Almighty that the soul of the illustrious departed may be forgiven and Paradise granted to him.

[*Nawab Sir Belram Khan; His Honour the President; Mr. Lumsden.*]

"It would not be out of place to mention here that our enemies should not rejoice over his demise. They should rest assured that by the grace of God England possesses other worthy and brave sons as well like Lord Kitchener who are capable of making out equally good plans and seeing them through.

"I have now nothing more to say except to pray most earnestly that Lord Kitchener's soul may be forgiven and granted Paradise and that our Government may come out victorious. I hope all the honourable members will join me in this prayer."

His Honour the President :—"Gentlemen, the eloquent tributes, which we have just heard, to the services of the great Soldier and distinguished administrator, whose loss we mourn to-day, have left me little to say. In this generation perhaps the British Empire has not produced a personality so towering, an administrator so capable and an organiser so successful, as the late Lord Kitchener. His work, as has been pointed out, is writ large on almost every part of the British Empire which he served so devotedly during his public career of 45 years in Egypt, in the Soudan, in South Africa and in the Dominions. But perhaps the achievement, with which we here in India are most familiar, is his re-organisation of the Indian Army. It is to that re-organisation we owe the fact that India which in the past had never been able to send out of the country a bigger force than 18,000 men, has in the present War sent Overseas more than 300,000 soldiers, a force which shows that India is able and willing to play a great and worthy part in the defence of the Empire. That is an achievement of which India, and particularly we in the Punjab, may well be proud. But it is an achievement which we all owe to the ability and organizing power of Lord Kitchener as Commander-in-Chief in India.

"As has been pointed out by several speakers his latest achievement was his greatest.

"It was his dominating personality and marvellous personal magnetism which enabled him at the supreme crisis of the Empire, to organise in the United Kingdom in a period of less than 2 years under the voluntary system a force of nearly 5 million men. Some of these armies have already taken the field and are showing themselves worthy of the great organiser who raised them. Others are being trained and will soon take their part in the final struggle which will crush the aggression of Germany, restore liberty to her victims and peace to a war-worn world.

"The inscrutable decrees of Providence have taken away the Organiser of victory before he could see the triumph of his plans. His work remains, and his plans will be carried through to ultimate victory and triumph by able successors with the courage, tenacity and determination that always characterised Lord Kitchener himself. The Empire no doubt is poorer by his death, but it is richer for his memory and example.

"It will be a great pleasure to me to convey the resolution of this Council which has been carried unanimously, to His Excellency the Commander-in-Chief for such action as he thinks proper."

PUNJAB DISTRICT BOARDS (AMENDMENT) BILL.

The Hon'ble Mr. Lumsden :—"Your Honour,—I beg to move that the Punjab District Boards (Amendment) Bill be referred to a Select Committee. For the benefit of those members who were not present when the Bill made its first appearance in this Hon'ble Council, parenthetically I might perhaps be

[Mr. Lumsden.]

permitted to express my pleasure at finding that so many friends have survived the recent crisis, I might explain that the Bill was introduced on the 13th of March, and would have been referred to a Select Committee, had it not been for the motion that was then put forward that the Bill should be circulated for opinion. This course of action was hardly necessary, because although the Bill itself had not been before the Local Bodies, it had been drafted with the general approval of the Local Bodies, and its terms are closely modelled upon the Madras Act which had been fully considered by District Officers and District Boards. However as there was no particular hurry about the Bill and as its very simplicity seemed, as is sometimes the case, to engender suspicion, I was able to accept without hesitation the motion that the Bill should be circulated with the result that it falls to this meeting to make a reference to a Select Committee. I move therefore that the Bill be now referred to a Select Committee consisting of the Hon'ble Mr. Fagan, the Hon'ble Mr. Gracey, the five District Board representatives, namely, the Hon'ble Malik Muhammad Amin Khan, the Hon'ble Sayad Mehdi Shah, the Hon'ble Mirza Ikram Ullah Khan, the Hon'ble Bakhsbi Soban Lal and the Hon'ble Chaudhri Lal Chand, and myself. The report to be submitted, if possible, in sufficient time to enable the Bill to be taken into consideration at the next meeting of this Hon'ble Council."

The motion was put and agreed to.

ADJOURNMENT.

The Council adjourned *sine die*.

SIMLA :

The 12th June 1916. }

S. W. GRACEY,

Secretary, Legislative Council, Punjab.

Abstract of Proceedings of the Council of the Lieutenant-Governor of the Punjab assembled for the purpose of making Laws and Regulations under the provisions of the Government of India Act, 1915.

THE Council met at the Council Chamber, Barnes Court, Simla, at 10-30 A.M., on Saturday, the 2nd September 1916.

PRESENT:

His Honour Sir MICHAEL FRANCIS O'DWYER, K.C.S.I., I.C.S., Lieutenant-Governor, *Presiding.*

The Hon'ble Mr. JOHN PERRONET THOMPSON, I.C.S.

The Hon'ble Risaldar Sardar PARTAB SINGH, Sardar Bahadur.

The Hon'ble Mr. JOHN CORNWALLIS GODLEY, C.S.I.

The Hon'ble Khan Bahadur KHAWAJA YUSAF SHAH.

The Hon'ble Mr. HERBERT JOHN MAYNARD, C.S.I., I.C.S.

The Hon'ble Mr. OSWALD FARQUHAR LUMSDEN, I.C.S.

The Hon'ble Sardar Bahadur Sardar GAJJAN SINGH.

The Hon'ble Chaudhri LAL CHAND.

The Hon'ble Pandit JAWAHAR LAL, Bhargava.

The Hon'ble Rai Bahadur RAM SARAN DAS, C.I.E.

The Hon'ble Mr. THOMAS ROBERT JOHN WARD, C.I.E., M.V.O.

The Hon'ble Mr. JAMES CURRIE.

The Hon'ble Rai Bahadur Bakhshi SOHAN LAL.

The Hon'ble Raizada BHAGAT RAM.

The Hon'ble Sayad MAKHDUM RAJAN SHAH.

The Hon'ble Khan Bahadur Mian FAZL-I-HUSSAIN.

The Hon'ble Mr. CREWE ARMAND HAMILTON TOWNSEND, I.C.S.

The Hon'ble Mr. PATRICK JAMES FAGAN, I.C.S.

The Hon'ble Khan Sahib Mirza MUHAMMAD IKRAM ULLAH KHAN.

The Hon'ble Diwan Bahadur Diwan DAULAT RAI.

The Hon'ble Mr. EDWIN WOODALL PARKER.

The Hon'ble Mr. HENRY DUFFIELD CRAIK, I.C.S.

The Hon'ble Khan Bahadur Malik MUHAMMAD AMIN KHAN.

The Hon'ble Colonel HAROLD HENDLEY, M.D., I.M.S.

The Hon'ble Mr. STEPHEN WILLIAM GRACEY, I.C.S.

[*Diwan Bahadur Diwan Daulat Rai ; Mr. Lumsden.*]

OATH OF OFFICE.

The Hon'ble Resaldar Sardar PARTAB SINGH, Sardar Bahadur and the Hon'ble Khan Bahadur Khwajah YUSAF SHAH took the oath of allegiance to the Crown.

QUESTIONS AND ANSWERS.

The Hon'ble Diwan Bahadur Diwan Daulat Rai asked :—

Drainage of
Bhera.

1. "Is the Government aware that during the past several years various schemes have been proposed by the local authorities to provide suitable drainage for the ancient and historic town of Bhera, which suffers from periodical outbreaks of malaria and other seasonal diseases; that as a contribution towards financing the last of these schemes municipal or nazul lands on the outskirts of the town were auctioned off and subscriptions from the public were also invited? Will the Government kindly state what stage the scheme has reached and in view of the very great importance of the matter expedite its execution by giving such further financial help as may be considered necessary?"

The Hon'ble Mr. Lumsden replied :—

"Government is not aware of the various schemes proposed by the local authorities to provide drainage for Bhera, but in February 1914 it gave administrative sanction to a drainage scheme which was to cost Rs. 67,000. It is not a fact that any land was sold in order to provide funds for the scheme, but the small sum of Rs. 3,755 was collected in subscriptions towards the cost. The scheme received the technical sanction of the Public Works Department in June 1915, but the Local Government asked that before work was commenced measures should be taken in conjunction with the Deputy Commissioner to ensure that the proposed alignment of the storm water channel and outfall would not cause any damage to valuable lands during floods necessitating heavy compensation to owners, as it was proposed to fill up large depressions outside the town with storm water. These orders necessitated further large detailed surveys, but in April 1916 these difficulties were eventually satisfactorily settled with the Deputy Commissioner and orders were issued for the scheme to be put in hand. The Executive Engineer has just reported that the work cannot be started at present owing to the outskirts of the town being covered with pools of water and the locality of the outfall being swampy owing to the heavy monsoon rains. As soon as the rains stop definitely and the land dries sufficiently, work on the outfall will be started and pushed on vigorously. Government has already made a grant of Rs. 33,500 and a loan of Rs. 20,000 towards the cost of the scheme. The Hon'ble Member will admit that the measure of Government assistance has been generous and that it would be unfair to other towns which are less able than Bhera to meet the cost of similar schemes to afford any further pecuniary assistance to Bhera."

The Hon'ble Diwan Bahadur Diwan Daulat Rai asked :—

Hindu representation on
Rawalpindi
Municipality.

2. "In view of the importance of the non-Sikh section of the Hindu community of Rawalpindi city, its numerical strength and its general social status, will the Government be pleased to consider the justice and advisability of giving at least two nominations to it on the municipality?"

The Hon'ble Mr. Lumsden replied :—

"Government is not prepared to admit that any section of the community in Rawalpindi or elsewhere has any claim to any proportion of the nominated seats, but the claims of the section mentioned will, as in the past, be carefully considered when nominations come to be made."

[*Diwan Bahadur Diwan Daulat Rai; Mr. Lumsden; Mr. Godley.*]

The Hon'ble Diwan Bahadur Diwan Daulat Rai asked :—

3. "Will the Government state whether dissatisfaction exists among the Hindus of Sialkot City, regarding the representation of the two chief communities on the Municipal Committee of that town, and whether a memorial has recently been submitted by the Hindus of that town to the Deputy Commissioner of the District."

Hindu representation on Sialkot Municipality.

The Hon'ble Mr. Lumsden replied :—

"It is understood that at the last election Hindus as distinct from Jains and Sikhs were not able to secure a single seat on the Sialkot Committee. Proposals have recently been made by the local authorities both for a redistribution of the wards and an increase in the number of elected members with a view to remedying any inequalities that may exist. These proposals are at present under the consideration of Government."

"No information has been received as to the memorial referred to in the concluding portion of the Hon'ble Member's question."

The Hon'ble Diwan Bahadur Diwan Daulat Rai asked :—

4. "Is it a fact that some fifteen years back a Commercial Conference was held at Lahore under the orders of the Government with the late Sir D. P. Masson as its Chairman; that among various other recommendations the Conference suggested the establishment of a Commercial College or Institute to be affiliated to the Punjab University up to the Intermediate Standard? Will the Government state whether any dissatisfaction exists with the Clerical Classes maintained by the Education Department and will it state if it is intended to publish the report of the Conference and give effect to its main recommendation by adding a proper Commercial Faculty, and founding a fully staffed Institute of Commerce affiliated to the University?"

Commercial Conference at Lahore.

The Hon'ble Mr. Godley replied :—

"The Conference referred to by the Hon'ble Member met in 1905, and an account of it will be found in the Education Report for 1905-06. The proceedings, which chiefly consisted of detailed recommendations regarding curricula, were printed and circulated at the time, and no purpose would be served by republishing them now. One of the recommendations was that a Commercial Institute should be started; no mention, however, was made of the University in this connection. The proposal was considered to be premature, as evidence was not forthcoming of a demand for such an institute, or of the likelihood of remunerative employment being available at the completion of a higher commercial course of study. No complaint has been received as to the Clerical Classes at present maintained or aided by Government. With regard to the last part of the question, the attention of the Hon'ble Member is invited to the reply to a question put by the Hon'ble Rai Bahadur Ram Saran Das on the same subject, at the meeting of Council held on the 13th of last March."

The Hon'ble Diwan Bahadur Diwan Daulat Rai asked :—

5. "Is it a fact that, apart from various other smaller committees and conferences held from time to time on the initiative of Government for the resuscitation of the industries of this Province, a large and influential conference was held some years ago under the orders of Sir Louis Dane, the then Lieutenant-Governor of the Punjab, that the conference held their sittings for about a fortnight and submitted a report to the Government? Will the Government be pleased to state what steps, if any, have been taken to give effect to the recommendations of that conference and if it is intended to publish their report?"

Resuscitation of Industries in the Punjab.

[*Mr. Lumsden ; Diwan Bahadur Diwan Daulat Rai ; Mr. Godley.*]

The Hon'ble Mr. Lumsden replied :—

"Under the orders of Sir Louis Dane an Industrial Conference assembled at Lahore on the 15th February 1911, and sat for four days. This conference submitted no report but a certain number of resolutions were passed, one of which recommended the appointment of a small committee which should frame a practical scheme of industrial education. In pursuance of this recommendation a committee, consisting partly of officials and partly of non-officials, was duly constituted and submitted a report to Government in May 1912. Shortly afterwards the attention of this Government was drawn to certain reports published by Lieutenant-Colonel Atkinson, R. E., Principal of the Thomason College, Roorkee, and Mr. Dawson, Principal of the Victoria Jubilee Technical Institute, Bombay, and in order that the committee might be afforded an opportunity of reviewing its findings in the light of these reports, a further meeting was called, a copy of the proceedings of which reached Government in March 1913.

"The main recommendation put forward by this committee was the experimental establishment of industrial schools of a specialized type. A standing committee to advise on matters connected with industrial and technical education has since been constituted, and recently the Director of Agriculture and Industries submitted preliminary proposals for the opening of a carpentry school. Owing to the financial stringency, however, it has not been found possible to provide funds for the scheme which has accordingly been postponed until the return of normal conditions.

"As explained above the conference presented no report, while that submitted by the committee has not been published. It is not intended at this late stage to take steps towards publication, but if the Hon'ble Member is interested in the matter, I will be glad to supply him with a copy.

"The information that is available will be placed at the disposal of the Royal Commission on Indian Industries which will hold its sittings in the Punjab next spring and Government will, it is hoped, find the proposals of that Commission surer ground for improving the industries of the Province than in those of the 1911 Conference."

The Hon'ble Diwan Bahadur Diwan Daulat Rai asked :—

Members of
the Provincial
Educational
Service : their
pay and pro-
spects.

6. "Will the Government state whether dissatisfaction exists amongst the members of the Provincial Educational Service regarding their pay and prospects in life as members of that service; is it a fact that recognizing the importance of the subject, Government did take steps with the sanction of the Imperial Government to formulate certain definite proposals a few years back, to improve the cadre of that service? If so, with what results? Is it a fact that meanwhile the prospects of some other Provincial Services have been improved? Does the Government propose to take steps at an early date to improve the position of the members of this service especially as the recommendations of the Public Services Commission on this subject, if any, have been put off indefinitely?"

The Hon'ble Mr. Godley replied :—

"The Hon'ble Member's attention is invited to the answers given in Council to questions asked by the Hon'ble Rai Bahadur Shadi Lal and the Hon'ble Rai Bahadur Bakhshi Sohan Lal, on the 2nd October 1912 and the 22nd April 1915, respectively, relating to the same subject. The consideration of proposals for the reconstitution of the Provincial Educational Service has been deferred pending the issue of the report of the Public Services Commission, which, it is understood, will shortly be published."

[*Sardar Bahadur Sardar Gajjan Singh ; Mr. Thompson ; Mr. Godley.*]

The Hon'ble Sardar Bahadur Sardar Gajjan Singh asked :—

7. "In reply to the question asked by me in a meeting of the Punjab Legislative Council held on 19th April 1916 about the number of zamindars and non-zamindars recruited from each district of the Punjab since the outbreak of the present war, the Government was pleased to state that enquiries were being made and that the information obtained will be supplied when ready. Will the Government very kindly lay the required information on the table if it is ready now?" Recruitment of zamindars and non-zamindars.

The Hon'ble Mr. Thompson replied :—

"A statement* showing by districts the results of recruiting for the Indian Army from the 1st August 1914 is laid on the table. The statement is based on enquiries made by the Revenue Agency and is not authoritative, but it furnishes a fairly useful basis for comparison. As was anticipated by the Hon'ble Mr. Barron in his reply to the Hon'ble Member's question asked on the 19th April last, it has not been found possible to classify accurately the number of zamindars and non-zamindars recruited in each district. Some zamindars may have been included under 'others' in the statement, but the tribal classifications furnish a fairly accurate indication of the preponderance of the zamindar class."

The Hon'ble Sardar Bahadur Sardar Gajjan Singh asked :—

8. "In view of the meritorious services rendered by the wounded soldiers in the present war, will the Government be pleased to consider the desirability of issuing instructions to the Heads of the different Departments to give preference for employment to wounded soldiers in appointments the duties of which they are capable of performing satisfactorily?" Employment of wounded soldiers.

The Hon'ble Mr. Thompson replied :—

"The matter has been under consideration for some time and *interim* orders have already been issued in the sense desired by the Hon'ble Member."

The Hon'ble Sardar Gajjan Singh asked :—

9. "Will the Government be pleased to state the number of students from each school and college who have enlisted in the army since the outbreak of the present War?" Enlistment of students from schools and colleges.

The Hon'ble Mr. Godley replied :—

"The detailed information relating to enlistment which the Hon'ble Member asks for is not available, but some figures have been given by the Inspectors of Schools which, although incomplete, may be of interest.

"In the Ambala Division two teachers and 222 *ex*-students of Secondary Schools are said to have enlisted during the year.

"In Jullundur 10 teachers and 289 *ex*-students of Secondary Schools enlisted. One hundred and eleven of the latter came from Hoshiarpur, and 79 from Ludhiana.

"In Lahore at least 286 *ex*-students of Secondary Schools enlisted, of whom 102 came from Gurdaspur and 100 from Sialkot.

"In Rawalpindi the number of *ex*-students of Primary and Secondary Schools who enlisted is said to have been 2,550, of whom 1,651 belonged to Jhelum.

"In Multán 124 *ex*-students of Primary and Secondary Schools are mentioned as having joined the army. Sixty-eight of them belonged to Lyallpur.

[*Sardar Bahadur Sardar Gajjan Singh ; Mr. Lumsden ; Mr. Craik.*]

"The total of these figures, which, as stated, are incomplete, is 12 teachers and 3471 *ex-students*."

The Hon'ble Sardar Bahadur Sardar Gajjan Singh asked :—

Number of
District Board
members.

10. "Will the Government be pleased to state the principle on which the number of the members of the District Board in each district is fixed?"

The Hon'ble Mr. Lumsden replied :—

"Subject to the conditions laid down in section 11 of the Punjab District Boards Act, XX of 1883, the number of the members of the District Board in each district is fixed with a view to local requirements where the elective system prevails. Ordinarily each *zail* is represented on the Board, but in certain districts the Thana is taken as the unit. Where local boards exist, a certain number of representatives are delegated by each local board to the parent body.

"In the two Western Divisions—Rawalpindi and Multan—where the elective system has not yet been introduced, the number of members seems to have been fixed with some reference to the representation of the leading agricultural tribe."

The Hon'ble Sardar Bahadur Sardar Gajjan Singh asked :—

Suits against
Secretary of
State by
non-agricul-
turalists.

11. "Will the Government be pleased to state for the information of the Council—

(a) the number of civil suits filed by members of non-agricultural tribes in each district against the Secretary of State for India within the last three years for having themselves declared the members of the agricultural tribes,

(b) the amount of money spent by the Government in defence of such cases.

"Will the Government be pleased to consider the desirability of amending the law in such a way as to debar the jurisdiction of the Civil Courts from entertaining such suits against the decision of revenue authorities?"

The Hon'ble Mr. Craik replied :—

"It will be convenient to answer this question and the next put by the Hon'ble Member together.

"Only one suit of the nature referred to in the questions has been instituted. A decree was given in the plaintiff's favour by the District Judge of Ludhiana and Government has appealed against this decree to the Chief Court.

"The expenses hitherto incurred by Government in the defence of the suit amount to Rs. 553-2-0.

"The question whether such suits are entertainable by the Civil Courts is still *sub judice*, and hence the need for any amendment of the law does not at present arise."

The Hon'ble Sardar Bahadur Sardar Gajjan Singh asked :—

Relative
communal
strength of
staffs of
offices.

12. "In reply to the question asked by me in a meeting of the Punjab Legislative Council held on 22nd April 1915, regarding clerical strength of the various communities in certain offices mentioned in the question the Government was pleased to say that the information asked for was not available at the head-quarters and that it would be presented at a subsequent meeting of the Council. Will the Government be pleased to lay the required information on the table of this Council?"

[Mr. Thompson ; Pandit Jawahar Lal, Bhargava ; Mr. Lumsden ; Mr. Ward.]

The Hon'ble Mr. Thompson replied :—

"The Hon'ble Member has not quoted correctly the answer given in April 1915. The Hon'ble Mr. Barron stated that if the Hon'ble Member considered that any useful purpose would be served by collecting the statistics, and (after further consideration) still desired to have the information, a statement would be presented at a subsequent meeting. The Hon'ble Member now, after a lapse of nearly 18 months, repeats his question. The information will now be obtained, and I hope to lay a statement on the table at the next meeting."

The Hon'ble Pandit Jawahar Lal, Bhargava, asked :—

13. "In reply to a question put by the Hon'ble Rai Bahadur Ram Saran Das about the restoration of the right of election in the Bhiwani Municipality in the meeting of this Council held on 22nd April 1915, it was stated on behalf of the Government that the question will be reconsidered in 1916. Will the Government be pleased to state—

- (a) whether the question has by this time been considered ;
- (b) if not, whether the Government proposes to consider it and re-introduce the system of election, at an early date ?"

The Hon'ble Mr. Lumsden replied :—

"Commissioners of Divisions have been directed to ascertain local feeling and, where it favours the elective system and the latter can be introduced without arousing serious factious or sectarian feeling, to submit proposals for its introduction in all Municipal Committees where it does not already obtain or has been withdrawn, and the special case of Bhiwani as regards which no further communication has been received from the local authorities, will no doubt be duly considered in connection with that reference."

The Hon'ble Pandit Jowahar Lal, Bhargava, asked :—

14. "(a) Is the Government aware that great anxiety is being felt by the persons owning or cultivating lands irrigated by the Western Jumna Canal owing to the marked decrease in the supply of water since 1914 generally in the Hissar and Rohtak Districts and specially in Hissar and Hansi towns ?

"(b) Will the Government be pleased to consider all the causes of the reduction of supply and take steps to insure proper supply of water in the future ?"

The Hon'ble Mr. Ward replied :—

"(a) The Jumna river was unusually low during the last year, and this involved an all-round contraction of supplies from the Western Jumna Canal. Apart from that there has been no decrease in supply from the available water in the Western Jumna Canal to the Hissar and Rohtak Districts ; in fact, the Main Branch of the Canal has been so strengthened as to enable it to pass larger supplies than ever before, the whole of which goes to the Hissar and Rohtak Districts, where, owing to the uncertainty of the rainfall, the need of irrigation is particularly felt.

"The area irrigated in both districts during 1914-15 was a record one, whilst the available figures for the year 1915-16 show that though the number of waterings was probably less than usual, the area irrigated exceeded the average of the six years ending 1913-14 by 22 and 17 per cent., respectively.

"The increased level of the water has led to the discharge of the outlets in the towns of Hissar and Hansi being out of proportion to the areas to be

[Mr. Ward ; Pandit Jawahar Lal, Bhargava ; Mr. Thompson.]

irrigated. It has therefore been necessary to reduce them in size, but even now the discharge allowed compares favourably with that allowed elsewhere in the Punjab. Any discontent so caused is not due to any insufficiency in the supply but to the fact that the cultivators have to be less wasteful with the water than formerly, and have to carry on their irrigation by night as well as by day, which formerly they did not do."

"(b) The shortage of water in the Jumna from January to May 1916 has been an absolute record in the history of this Canal. The supply was below the average of the preceding 15 years by 300 cusecs in January, 500 cusecs in February, 1,000 cusecs in March, 1,750 cusecs in April and 2,000 cusecs in May. The area of crops to be matured was however the second largest on record with practically no help from rainfall. Though detailed investigations have been made, no feasible scheme for increasing the cold weather discharge in the Jumna has yet been discovered."

The Hon'ble Pandit Jawahar Lal, Bhargava, asked :—

Intermediate
class accom-
modation on
Bombay,
Baroda and
Central India
Railway.

15. "(a) Is it a fact that there is no intermediate class accommodation in the trains running between Delhi and Fazilka on the Bombay, Baroda and Central India Railway ?

"(b) If so, in view of much inconvenience felt by the travelling public, will the Government be pleased to ask the Railway authorities to arrange that at least one intermediate class carriage be attached to all the trains running between Delhi and Fazilka ? "

The Hon'ble Mr. Thompson replied :—

"A somewhat similar question was asked at the meeting of this Council held on the 13th of March 1914. The answer then given by the Hon'ble Mr. Barron was as follows :—'I trust the Hon'ble Member will not mind my pointing out to him that the Legislative Council is hardly a suitable place in which to bring forward suggestions for petty alterations in the railway traffic arrangements affecting particular localities. Such suggestions should appropriately be made to the Agent of the North-Western Railway or the Traffic Manager who are always ready, as the Hon'ble Member is doubtless aware, to consider proposals for increasing the facilities and comforts provided by the North-Western Railway for the travelling public.'

"That answer *mutatis mutandis* appears to Government to be a suitable reply to the present question. I may add that as in 1914 a copy of the question has been forwarded to the Agent of the Railway concerned."

The Hon'ble Pandit Jawahar Lal, Bhargava, asked :—

Re-establish-
ment of old
Sirsa District.

16. "(a) Will the Government be pleased to state whether it contemplates the re-establishment of the old Sirsa District by reconstituting the Hissar and Ferozepore Districts ? "

"(b) If so, when is the new district likely to be formed, and what portions of the said districts will it comprise ? "

The Hon'ble Mr. Thompson replied :—

"Government does not at present contemplate the re-establishment of the old Sirsa District."

[Khan Sahib Mirza Muhammad Ikram Ullah Khan ; Mr. Lumsden.]

The Hon'ble Khan Sahib Mirza Muhammad Ikram Ullah Khan asked :—

17. "(a) Is it a fact that the population of the municipality of Wazirabad is 17,146 with its annual income from municipal rates and taxes about Rs. 32,000 and the number of its members 9 only ?" Number of members on Wazirabad Municipality.

"(b) Is it also a fact that the municipalities of Bhera, Pind Dadan Khan and Shujabad have 15 members each with their respective population of 15,202, 10,590 and 6,334 and income of about Rs. 31,000, 21,000 and 12,000, respectively ?

"(c) Is it also a fact that the municipalities of Jhajjar, Kaithal, Ohanian, Jalalpur Jattan, Kamalia, Ohniot and several others which have their respective population and income by far less than those of the Wazirabad Municipality, have 12 members each ?"

"(d) Will the Government consider the desirability of raising the number of members of the municipality of Wazirabad to that of its sister municipalities of Bhera and Pind Dadan Khan ?"

The Hon'ble Mr. Lumsden replied :—

"The facts stated in clauses (a), (b) and (c) are correct. So far as Government is aware, however, no local inconvenience has been experienced in respect of the civic administration owing to the smallness of the Committee and it is not known that there is any local desire for an increase. Should any such desire exist, the necessary representation should be made to the local officers."

The Hon'ble Khan Sahib Mirza Muhammad Ikram Ullah Khan asked :—

18. "Is the Government aware that the election of two of the members of the Wazirabad Municipal Committee on expiry of their term takes place every year and that this causes great inconvenience to the public and the detriment to the interests of business men, and will the Government consider the advisability of making arrangements for a general election of all the members to be held at one time after each period of three years as is done in other municipalities ?" Election of Members on Wazirabad Municipality.

The Hon'ble Mr. Lumsden replied :—

"Government is aware of the present system of election at Wazirabad. It is not, however, aware that the annual election of two members causes any inconvenience to the public or that it is detrimental to the interests of business. In view of the fact that the system has been in force for the past 30 years without any complaint having been made it cannot believe that the inconvenience and injury referred to can be very serious. If, however, a change is now considered advisable the matter should be brought to the notice of the local authorities."

The Hon'ble Khan Sahib Mirza Muhammad Ikram Ullah Khan asked :—

19. "Is the Government aware that the sanitation of the town of Wazirabad has gone from bad to worse on account of the drainage scheme having been left unfinished and that the most insanitary condition of the ground near the Dak Bungalow and the Post Office as admitted by the Government in their letter No. 117-M. & S. of 6th February 1913 to the address of one of the residents of Wazirabad still remains unattended to ; and will the Government consider the advisability of issuing orders for an early completion of the drainage scheme and for adoption of necessary measures for removing the general complaint of the insanitary condition of the town to avoid the fear of the cholera epidemic which is at present prevalent in the town of Gujranwala, the district head-quarters of the Wazirabad Tahsil ?" Sanitation of the town of Wazirabad.

[Mr. Lumsden ; Khan Sahib Mirza Muhammad Ikram Ullah Khan ;
Mr. Thompson.]

The Hon'ble Mr. Lumsden replied :—

" Government is not aware whether the sanitation of the town of Wazirabad has gone from bad to worse or not, though it is aware that the problem of sanitation there is one of great difficulty. The drainage scheme which received the administrative sanction of Government in November 1914 has now, in spite of delays due to the alteration of the alignment to meet the objections of the Hon'ble Member, been completed with the exception of the outfall drain and a few minor intra-mural drains connected with flushing tank. The outfall drain cannot be completed at present owing to the difficulty experienced in obtaining the necessary steel pipes, and for the time being sullage is being discharged into the Palkhu Nala. The Municipal Committee desires to continue this arrangement until the return of normal conditions after the war, but is being pressed to have the work completed as soon as pipes can be procured.

" The condition of the land near the Dak Bungalow and Post Office has not been affected by the delay in the completion of the drainage scheme, as the area in question is outside the scope of that scheme. It has been ascertained that measures taken in 1912 to improve the sanitation of this area proved insufficient. Proposals are now under consideration which it is hoped will put an end to the trouble."

The Hon'ble Khan Sahib Mirza Muhammad Ikram Ullah Khan asked :—

Corruption in
Public Service.

20. " Has the attention of Government been drawn to the leading articles, which have recently appeared in the *Tribune*, on the subject of 'Corruption in Public Service', and will the Government kindly state what action, if any, they propose to take in order to remove corruption and particularly extortion and tipping amongst the subordinate *umla* of the lower courts in the mufassil ?"

The Hon'ble Mr. Thompson replied :—

" Government has seen the articles to which the Hon'ble Member refers as well as other articles and letters in the Anglo-Vernacular and Vernacular Press and is glad to observe that the action so far taken by Government to check corruption in the public services is generally supported by the Press and the public.

" Government has also considered the suggestions in the articles in question and other suggestions for coping with the evil.

" The first of the suggestions made by the writer of the articles is that in order to reduce the amount of corruption in the services, Government should rely less on nomination and more on competition for their recruitment. The assumption is that the latter method is more likely to provide the country with honest officials than the former. Government would like to believe that this assumption was true, but unfortunately there is a good deal to be said on the other side. During the past few years, three officers have been dismissed from the Provincial Service for corruption. Every one of the three has been a competitor. During the past month, certain officers have been warned that they will be refused grade promotion and will endanger their offices and pensions if their reputation does not improve. Of these 50 per cent. are competitors. These facts do not give much support to the view that the main remedy is the extension of competition.

" Another suggestion is that greater confidence and consideration should be shown by district officers to members of the Bar, in order to raise the estimation in which they are held and render them a more powerful instrument for the suppression of corruption. Government is glad to recognize the assistance

[Mr. Thompson ; Khan Sahib Mirza Muhammad Ikram Ullah Khan.]

that has been rendered in the past by members of the Bar, who are often in a position to know of cases where the administration of justice has been corrupted by bribery, and it trusts that it can count in an increasing degree on their support. The co-operation of a united and public-spirited Bar supplies one of the most effective weapons that Government can employ in fighting judicial corruption.

"A further suggestion was that district officers should be relieved of judicial work, should see fewer visitors at head-quarters, but more of the important residents of the district, and that when on tour they should try to come into more direct touch with the people. The Lieutenant-Governor trusts that all such officers are alive to the importance of acquiring a first-hand knowledge of their districts and the inhabitants and of the reputation of their subordinates for integrity and impartiality : but he believes that in many cases they are deterred from taking action against corrupt subordinates by the difficulty of getting reliable evidence and the danger of false accusations.

"Finally, it is urged in the articles to which the Hon'ble Member has referred, that all complaints against Government officers should be treated as privileged and that there should be a special Bureau of complaints for their investigation. As the articles recognize, the position is a difficult one, but this particular suggestion seems to Government impractical, so long as the false complaint retains its popularity as a weapon of offence or revenge.

"The Lieutenant-Governor welcomes the ventilation of the subject in the Press—English and Vernacular—as an indication that the public conscience is awaking to the scandal of corruption. But the articles referred to by the Hon'ble Member seem to him to start with the assumption that all that is required is that Government should take certain steps and corruption will cease.

"Government has, as a matter of fact, been prosecuting and punishing whenever cases come to notice for years past. Action has recently been taken in the Revenue and Irrigation Departments to check extortion and exaction by subordinate officials in the Colonies; and to make it clear to the people that such practices are illegal, are contrary to the direct orders of Government and when brought to light will be severely punished. The attitude of Government is of course well known, but it is well publicly to emphasise it, and other Departments will be asked to take similar action. But in this as in other matters the evil cannot be eradicated without the active co-operation of the people and the support of public opinion. What is really wanted is that the Hon'ble Member and his friends, the Press and all the respectable opinion of the Province should not only take a determined stand against corruption, whether among officers or among subordinate officials, but should boycott all who practise it whether the giver or the receiver, and rouse public opinion from its apathy. It has sometimes seemed that the one thing needed to make a man an object of public sympathy was that Government should order his prosecution for bribery or misconduct. When that attitude changes, and Government believes there are hopeful indications of a change, then and not till then, will it be possible to eradicate bribery and corruption from the public service."

The Hon'ble Khan Sahib Mirza Muhammad Ikram Ullah Khan asked :—

21. "Will the Government kindly state if there is a proposal to create a bench of Honorary Magistrates at Wazirabad, as has appeared in the *Punjabee* of the 12th August 1916, and, if so, will the Government state the number of Magistrates to be appointed?" Bench of Honorary Magistrates at Wazirabad.

The Hon'ble Mr. Thompson replied :—

"No proposals have yet reached Government."

[*Khan Sahib Mirza Muhammad Ikram Ullah ; Khan Mr. Lumsden ;
Rai Bahadur Ram Saran Das.*]

The Hon'ble Khan Sahib Mirza Muhammad Ikram Ullah Khan asked :—

Election of
members of
Multan and
Rawalpindi
District
Boards.

22. "(a) Is it a fact that up to this time no District Board in Multan and Rawalpindi Divisions (excepting the district of Gujrat) contains any elected members ?

"(b) Considering that nearly half the elected members of the Punjab Council represent the District Boards, will the Government consider the desirability of extending election in all the District Boards of Rawalpindi and Multan Divisions ? "

The Hon'ble Mr. Lumsden replied :—

"(a) The facts are as stated.

"(b) Government year after year in reviewing the working of District Boards has had to comment on the indifference of rural voters where the elective system obtains towards the election of members. In 1914-15 there were 185 vacancies to be filled by election, for 29 of these no candidates came forward, for 120 there was only a single candidate, and only 36 seats or less than one-fifth of the whole were contested. Those figures are not encouraging. Government has, however, already expressed its willingness to extend the elective system to boards in the Divisions mentioned provided there is any general local desire for the change and the system can be introduced without friction or injury to the interests involved."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Grants for
sanitation and
public health.

23. "Will the Government be pleased to inform this Council of the circumstances which led them during 1915 to withdraw more than four lakhs from the sum originally allotted to the Sanitary Board ? How was it that only about fifteen thousand (15,000) rupees were spent on rural sanitation last year ?

(a) In which districts has it been decided to adopt sanitary regulations under the Punjab District Boards Act, to promote public health ?

(b) What is the number of persons who died of fevers in the Punjab in each of the last five years ? What was the mortality in urban and in rural areas separately during this period ? What portion of this mortality was recorded to be due to respiratory diseases ?

(c) Which districts of the Province were affected by the recent outbreak of measles, in apparently epidemic form, and what has been the mortality in men, women and children separately, and has any relief been given by the Medical Department ? "

The Hon'ble Mr. Lumsden replied :—

"The unexpended balance of the sum allotted to the Sanitary Board in 1915 was withdrawn on account of the necessity for husbanding the resources of Government and in pursuance of the orders of the Government of India that no new works not yet commenced should be undertaken. Only fifteen thousand rupees were allotted by the Sanitary Board for purposes of rural sanitation owing to the requirements of the rule that grants should be made for sanitary works only when half their cost can be provided locally. The Lieutenant-Governor in his resolution on the report on the Sanitary Administration of the Punjab for the year 1915 has, however, intimated his willingness to relax this

[Mr. Lumsden ; Rai Bahadur Ram Saran Das ; Mr. Maynard.]

rule in cases where there is an evident desire on the part of the inhabitants for sanitary progress, provided that the principle of self-help is not disregarded.

- (a) It has been decided to adopt sanitary regulations under the Punjab District Boards Act in the following districts :—
Ferozepore, Hoshiarpur, Gurdaspur, Multan, Jhang, Lyallpur and Rohtak.

Proposals have also been made by the Sialkot District Board and have been approved by Government.

- (b) The required information is contained in the attached statement.*
(c) There are no separate returns made for measles from the Province generally, and it is therefore impossible to say what areas have been specially affected. It is known that the disease has been present in Lahore in an epidemic form, and that a large number of cases has occurred in Simla, introduced principally from Lahore.

Figures are not available nor can they be made available for deaths due to measles.

"It has never been considered necessary to make special medical arrangements to deal with outbreaks of this disease. It would be impossible to segregate children and others infected except in special instances as is done at Simla, and for the sick the ordinary medical arrangements suffice for treatment."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

24. "Is Government aware that between 1870—1914 the number of Cattle breeding and its improvement cows, bulls and bullocks in the Punjab has risen by about 40 per cent. only as compared to a rise of about 220 per cent. in the number of horses and ponies, an almost equal rise in the number of sheep and goats, a rise of 150 per cent. in camels, a rise of 60 per cent. in ploughs, 74 per cent. in the area under cultivation and a rise of 30 per cent. in population?"

- (a) Is it a fact that horse, mule and camel breeding are subsidised by Government more liberally than is the case with bullock and cow breeding? Do Government keep a record of the market prices of plough bullocks and milch cows? If so, will Government be pleased to state what were the average prices of these animals in 1870, the first year for which the figures are available and what are they now?
(b) Will Government be pleased to lay on the Council table a statement showing the number of cows and bullocks separately for each quinquennium beginning with 1870 and up to 1900, as the published records available give a joint entry?
(c) What measures do Government propose to take to stimulate bullock and cow breeding and protect these animals from diseases?
(d) Whether Government are prepared to appoint, as has recently been done in Bombay, a mixed committee of officials and non-officials to report on the general conditions prevailing for breeding cattle and to make proposals for improvement of these conditions on a co-operative basis?"

The Hon'ble Mr. Maynard replied :—

"The actual percentages of increase from the figures of the Punjab Administration Report for 1870 (excluding the districts transferred to the North-West Frontier Province) are in the following statement arrived at from the quinquennial cattle census of 1914 for items 1—5, from the quinquennial statement of 1912 for No. 6 and from the census of 1911 for No. 7 :—

Cows, bulls and bullocks...	...	28 per cent.
Horses and ponies	...	92 " "
Sheep and goats...	...	68 " "
Camels	...	64 " "
Ploughs	...	36 " "
Area under cultivation	...	90 " "
Population	...	30 " "

[Mr. Maynard.]

"But too much reliance should not be placed on the figures of 1870. It is probable for example that the number of camels was largely under-estimated. The number of cattle depends upon the amount of food available for them : and the food supply must take the form either of fodder crops or of land left waste for grazing. The extraordinary profits derived from food-grains and from cotton have caused a great increase in cultivated area, naturally outstripping the percentage of increase in cattle. The owners of land naturally use their land in the way that is most profitable to them.

"(a) Apart from the operations of the Army Remount and Supply and Transport Departments, designed to meet the requirements of the Army, it is not the case that horse, mule and camel breeding is more liberally subsidised than bullock and cow breeding. No record is kept of the market price of plough bullocks and milch cows, but reference is made to the subject in the monograph on cattle and dairying in the Punjab published in 1910. The general conclusion there is that the price of bullocks in 1910 was double what it was in 1894. The circumstance of high prices (except in so far as it is common to all commodities and indicates a general fall in the purchasing power of money) tends to correct itself. The higher the price of bullocks, the greater the stimulus offered to breeders to supply the needs of the country side.

"(b) Separate figures for cows and bullocks are not available previous to 1894-95. There were in that year 3,818,233 bulls and bullocks and 3,333,923 cows.

"(c) The measures which are already being taken by Government are as follows :—

- (1) The maintenance of a cattle breeding farm at Hissar.
- (2) The supply of bulls of high quality from the Government Farm to District Boards at half their value—180 were so supplied last year—and the distribution of bulls by District Boards.
- (3) The management of cattle-fairs and the provision of prizes for good stock.
- (4) The grant of *takkavi* loans for the replacement of agricultural cattle.
- (5) The grant of leases of Government land on cattle breeding conditions.

"Five such farms with an area of nearly 20,000 acres have been allotted on the Lower Bari Doab and one exists in the Pakpattan Tahsil of the Montgomery District.

"The Civil Veterinary Department is the instrument by which Government endeavours to protect animals including bullocks and cows from disease. It is impossible to epitomise the activities of this Department, which are to be gathered from the periodical departmental reports : but inoculation against rinderpest has been very widely practised of late years, and has without doubt greatly diminished the mortality of cattle from this disease. There are 120 Veterinary Hospitals in the Province and 187 Veterinary Assistants. In the facilities for Veterinary aid the Punjab is believed to be ahead of any Province in India and the number of cattle treated by the Veterinary Staff is far greater than in any other Province. If the Hon'ble Members wishes to form a clearer idea of what has been and is being done to combat the disease of kine in the Punjab, I suggest that he should pay a visit to the Lahore Veterinary College, a great institution now housed in new and fine buildings which turns out every year from 60 to 80 qualified Veterinary Assistants. The veterinary hospitals which have been established in all districts with the help of funds contributed by Government to the District Boards, deal principally with the diseases of cattle, though they also treat all animal cases which are brought into them. These hospitals are generally speaking capable of treating more cases than they treat—

[*Rai Bahadur Ram Sarn Das ; Mr. Thompson.*]

at present. The limit is set by the number which the people are willing to bring to them. The experiment of peripatetic veterinary dispensaries has also been tried with success. Twenty-nine Veterinary Assistants were so employed last year.

"(d) Government has no information what was done in Bombay, but is not aware of any reasons for appointing a committee to consider the improvement of cattle-breeding. It is understood that the reference in the Hon'ble Member's question to a co-operative basis for the improvement of breeding conditions is intended to suggest the provision of suitable bulls by combined action. This is virtually what is already done by District Boards in providing bulls for the use of their districts."

The Hon'ble Rai Bahadur Ram Sarn Das asked :—

25. "Are Government aware that in certain districts of the Province the present female population is much less than it was in 1868, although the total figures for females in the Province are 25 per cent. higher than in the first year of the census? Gurgaon, Ambála, Ludhiána, Jullundur, Hoshiarpur, Gurdáspur and Siálkot are 6·87, 36·21, 15·58, 1·63, 6·19, 9·22 and 4·66 per cent., respectively, in deficit as compared to the female population of 1868, while the districts of Rohtak, Simla, Kángra and Jhelum are practically in a stationary condition. To what causes do Government ascribe this enormous decline in the female population? Are Government aware that in the aforementioned districts the decline is confined mostly to the Hindu female population, the Muhammadan female population shows on the other hand an increase, as does also the male population of both Hindus and Muslims? Is any part of the decline counterbalanced by female emigration to other districts? Are Government certain that no female infanticide is practised in these parts and no *barda faroshi* occurs? Will Government be pleased to appoint a joint committee of officials and non-officials to investigate into the causes which predispose certain communities to decline in population in these and other districts of the Punjab?"

Decline in
Female
population.

The Hon'ble Mr. Thompson replied :—

"Generally speaking, Government may be presumed to be aware of any facts and statistics that it has published itself, but the Hon'ble Member is responsible for the use he makes of such facts and statistics, and I am bound to say that in framing this question he has not discharged that responsibility.

"[He takes the figures for Ambála, for example, and finds an apparent decrease of 36 per cent. in the female population, but he does not stop to enquire whether the Ambála of 1868 is the same as the Ambála of 1911. Had he made this enquiry, he would have discovered that in 1897 the Pipli Tahsil with a population of about 1½ lakhs was transferred from Ambála to Karnál.

"Again, in the case of Gurdáspur he commits himself to the suggestion that there has been a decrease of 9 per cent. If he had verified his calculations, he would have found that there was in reality an increase of 2½ per cent.

"The other percentages he gives are approximately correct, but I confess I find some difficulty in understanding his conception of population 'in a stationary condition.' A decrease of 1 per cent. in one district calls for special mention, but in another where there has been an increase of 18 per cent. we are told that the population is in a stationary condition.

"The Hon'ble Member then goes on to assert that in the districts mentioned, first, the Muhammadan female population shows an increase, and, secondly, that the male population of both Hindus and Muhammadans shows an increase. Will the Hon'ble Member be surprised to hear that in the majority

[Mr. Thompson ; Rai Bahadur Ram Saran Das ; Mr. Fagan.]

of these cases his assertion of an increase receives no support from the census figures ? Surely the Hon'ble Member cannot expect Government to treat him seriously when he himself treats his statistics so flippantly.

" Government is, of course, well aware of the unfortunate decline in female population in certain districts, and I cannot do better than recommend the Hon'ble Member to study the excellent chapter on the Proportion of the Sexes in the last Census Report. In Chapter III he will find some interesting information about migration, while there is an elaborate appendix to Chapter VI on the subject of Female Infanticide, in which the learned author comes to the conclusion that it is now insignificant in extent.

" As for *barda faroshi*, I cannot give the Hon'ble Member statistics, but it is, I fear, a matter of common knowledge that probably as a result of the paucity of women it has increased in recent years. But the women are not as a rule abducted from districts where their numbers are already insufficient.

" The Hon'ble Member's string of questions closes with a request for a committee of enquiry. Government does not consider that such an enquiry would serve any useful purpose.

" The disparity between the sexes has been aggravated by plague which has taken a heavier toll of the women than of the men in the Province, and the remedies, *viz.*, better care of female children and improvement of sanitary conditions generally are already well known."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Ferozepore
settlement at-
assessments,
Settlements
of Kangra
Jagir Forests.

26. " Will the Government be pleased to lay on the Council table the correspondence that has passed between them and the Government of India with regard to the Ferozepore settlement ? Will the Government please enlighten this Council with the circumstances which led them to revise their estimates of assessment thrice ? Are there any precedents for such repeated revisions, and, if so, will Government be pleased to inform this Council in regard to them ?

" Further, (a) Will Government be pleased to say in which districts of the Punjab have settlement operations been concluded during the last ten years, what was their duration in each district, and what their cost ; what was the previous demand and what is the amount of revenue enhanced, imposed as a result of the settlement ?

" (b) In which districts are settlement operations now in progress and for which others are they proposed during the next two years ?

" (c) Whether Government propose to revive the appointment of Settlement Commissioner for the Punjab ?

" (d) Will Government be pleased to state the area of forest and approximate number of trees that will come into the hands of the Government as a result of the announcement made by the Hon'ble Mr. Diack in the meeting of the Council held in September last with regard to the ownership of trees on village waste lands in the district of Kangra ?

" (e) When will Government be pleased to make public Mr. Sheepshank's report regarding the settlement of Kangra Jagir Forests ? If the report is still to be treated as confidential, will Government kindly inform this Council as to the reasons which necessitate its being treated as confidential ? Further, will Government be pleased to quote precedents for treating a Settlement Report as confidential matter which may not be divulged to the public ?

The Hon'ble Mr. Fagan replied :—

" With reference to the correspondence to which the question refers, Government sees no reason for departing in this particular case from the general rule which prohibits publication of official documents. The Final Settlement

[Mr. Fagan.]

Report has already been published and contains all the information necessary to explain how the new assessment was arrived at. It is not correct, as suggested in the second part of the question, that the estimates of assessment were revised three times. The original estimate or, more correctly, forecast of the probable results of re-assessment for the whole Ferozepore District which was framed in 1910 anticipated an actual enhancement of not less than Rs. 3,80,000 or even Rs. 4,00,000 which was equivalent to 33 per cent. on the then existing demand. The main object of such a forecast is to ascertain how far anticipated financial results justify the undertaking of re-assessment. It implies no obligation to accept such results as limiting the ultimate actual assessment. In this case, although the forecast was based on data which admittedly did not adequately reflect the immense development which had taken place, the estimate of enhancement put forward was accepted by the Government of India as sufficient on the data available for the purposes of the assessment rules and as justifying on financial grounds a re-settlement of the district.

" Subsequently in 1912 detailed proposals for the re-assessment of the Moga Tahsil were submitted to Government which involved an enhancement exceeding the proportion of enhancement anticipated in connection with the forecast. Accordingly the proposals were referred to the Government of India and were accepted on certain conditions. Again, in 1914 when the proposals for the Muktsar Tahsil came under the consideration of Government it was found that a further reference to the Government of India was necessary. The Government of India accepted the proposals for Muktsar, but directed that the proposals to be framed for the Fazilka Tahsil should be submitted to them before the revised demand was announced. This was accordingly done, and an assessment of Rs. 3,33,000 as proposed by the Financial Commissioner and accepted by the Punjab Government was sanctioned for the latter tahsil.

" The Hon'ble Member will observe that his question confuses a preliminary forecast or estimate of the probable results of re-assessment necessarily based on incomplete data with definite proposals as to the amount of an enhancement to be actually imposed, which is based on complete statistical data supplemented by the local knowledge of the assessing officer.

" (a) A statement* containing the information required by the Hon'ble Member is laid on the table.

" (b) Settlement operations are now in progress in Jullundur, Kangra and Ambála Districts. Operations will begin in Dera Ghāzi Khan in October next and in Multán in 1917, and probably in the Sutlej tahsils of Montgomery in 1918.

" (c) It is not at present proposed to revive the appointment of Settlement Commissioner.

" (d) The suggestion, which is apparently involved in the form of the questions, that is, that it is the intention of Government to appropriate areas or trees to which it is not entitled under the existing records, is not in accordance with facts. As explained by the Hon'ble Mr. Diack in the reply given by him at the meeting of the Council in September 1915 to a question by the Hon'ble Rai Bahadur Bakhshi Sohan Lal, the matter is one which turns entirely upon the interpretation of existing records. It is at present under the consideration of Government, and until a decision is reached it is not practicable to give figures for the area and number of trees which will be affected by the principles of interpretation which may be adopted.

" (e) The last sentence of the question indicates a confusion between Final Settlement Reports on the assessment of the land revenue of a district and Forest Settlement Reports of proceedings under the provisions of the Indian Forests Acts (VII of 1873). It is the practice of Government to publish the

[*Rai Bahadur Ram Saran Das ; Mr. Craik.*]

former. For the publication of the latter no precedents exist, and Government sees no sufficient reason for departing from existing practice in the present case. I may observe, however, for the Hon'ble Member's information that full particulars of the provisions of the forest settlement of the Kangra Jagirs have in fact been embodied in the notification of the Punjab Government Nos. 2839 A. to E. of 31st August 1915."

The Hon'ble *Rai Bahadur Ram Saran Das* asked :—

Change of
tahsil head-
quarters from
Bhera to Bhal-
wal.

27. "Is it a fact that Government propose to shift the head-quarters of Bhera Tahsil from Bhera to Bhalwal? If so, will Government be pleased to inform this Council of the circumstances which press for this change? What reasons compel Government to abandon a reputed old town?"

The Hon'ble *Mr. Craik* replied :—

"The answer to the first part of the question is in the affirmative.

The reasons which led Government to approve the proposal to move the tahsil head-quarters from Bhera to Bhalwal are briefly :—

- (i) Bhalwal is much more centrally situated. Since the eastern part of the tahsil has been transferred to Gujrat District, Bhera now lies in a corner of the tahsil.
- (ii) Bhalwal is in direct railway communication with the district head-quarters, whereas Bhera is the terminus of a branch railway line and the journey to the district head quarters is circuitous.
- (iii) It is difficult to supervise from Bhera the working of the fluctuating assessment of the Chenab riverain tract. Midh Ranjha, the centre of this tract, is 34 miles distant from Bhera, and other parts of the tract are considerably more distant.
- (iv) It has been calculated that the population of that portion of the tahsil of which Bhalwal is the natural and geographical centre amounts to 113,000 and pays Rs. 10½ lakhs of land revenue and water-rates. The population of the rest of the tahsil is about 75,000 and pays only Rs. 2½ lakhs.
- (v) Bhalwal lies in the centre of a prosperous canal-irrigated tract and is expanding rapidly in population and importance. Bhera is unfortunately steadily declining in population.

On a careful consideration of these reasons and after a tour through the tahsil in the winter of 1913-14, His Honour the Lieutenant-Governor decided that the removal of the head-quarters from Bhera to Bhalwal was in the interests of the majority of the revenue-payers and of Government. He has no reason to think that the town of Bhera will be injured by the change. It has its railway and good schools, and its valuable trade in henna, and will keep all these even when the tahsil head-quarters have been removed. It is intended to retain a sub-tahsil in charge of a senior Naib Tahsildar at Bhera and a sub-treasury will be opened for two months after the kharif and two months after the rabi harvest, when collections of revenue are in progress."

The Hon'ble *Rai Bahadur Ram Saran Das* asked :—

Local self-
Government
and District
Boards.

28. "Will Government be pleased to appoint a committee of officials and non-officials to consider the question of the extension of the principle of the local self-Government in regard to District Boards in the Punjab? When are the rules for the election of members likely to be revised, and will the principle

[Mr. Lumsden ; Rai Bahadur Ram Saran Das ; Mr. Godley ; Mr. Maynard.]

of election be introduced in the District Boards of Ráwalpindi and Multán Divisions, and do Government propose to give effect to the recommendations of the Decentralization Commission for giving effective power of control to District Boards over the matters coming up before them ? ”

The Hon'ble Mr. Lumsden replied :—

“ The recommendations of the Decentralization Commission regarding District Boards are still under the consideration of Government, and no further pronouncement can be made at present.

“ Government is not aware that any sufficient reasons exist for the appointment of the committee proposed by the Hon'ble Member, but the suggestion will be examined in connection with the general question.

“ It is not understood what is meant by a revision of the rules of election for members of District Boards. The Hon'ble Member is no doubt aware that each board has its own set of rules which it is at liberty to revise on its own initiative should this course be thought advisable.

“ With reference to the question of the extension of the system of election to the Ráwalpindi and Multán Divisions, I would refer the Hon'ble Member to the answer I have just given to the Hon'ble Mirza Ikram Ullah Khan.”

The Hon'ble Rai Bahadur Ram Saran Das asked :—

29. “ What was the number of Primary Schools for boys and girls maintained by Municipalities and District Boards in 1915 and in 1912 ? What was the number of scholars in such schools in each district in these years and what was the average annual cost per boy in Municipal and District Board Schools and in Aided Private Schools ? ”

Primary
Schools for
boys and girls
in 1912 and
1915.

The Hon'ble Mr. Godley replied :—

“ The Hon'ble Member will find all such information given in detail in Tables II, VII and X appended to the annual reports on education in the Province. The report for 1911-12 does not show the number of schools and scholars per district ; these figures are now given in Table X.”

The Hon'ble Rai Bahadur Ram Saran Das asked :—

30. “ (a) Is the Government aware that in the recent settlement of Lahore District revenue assessment has considerably been increased within Lahore Municipality and that bungalows and residential quarters built over these lands are liable to income-tax assessment in addition to land revenue assessments ? ”

Assessment of
bungalow
sites in Lahore
to land revenue.

“ (b) Will the Government be pleased to consider the desirability of exempting from income-tax assessment those properties that are already assessed to land revenue ? ”

The Hon'ble Mr. Maynard replied :—

“ (a) The land revenue assessment within the Lahore Municipal limits on such urban lands as are liable to be assessed to land revenue was increased at the recent re-settlement in consequence of the rise in the value of those lands.

“ The income derived from bungalows and residential quarters built upon these lands is liable to income-tax. The suggestion conveyed by the question, that these bungalows and residential quarters are liable to land revenue, is incorrect. The land revenue upon urban lands is calculated upon the value of the lands, not upon the income which is derived from the lands in consequence of the buildings erected upon them and of the uses to which those buildings are put.

[*Mr. Maynard ; Rai Bahadur Ram Saran Das ; Mr. Fagan ; Mr. Townsend.*]

"(b) In connection with a question which was put at the meeting of this Council on April 28th, 1911, Government has recently authorised the issue of instructions regarding the extent to which the assessment of income-tax on income derived from buildings is affected by the assessment of land revenue on the land which they occupy. The land revenue paid by the owners is to be deducted from the gross income in order to arrive at the net income on which income-tax is to be assessed. But the fact that land revenue is leviable on the land does not invalidate the assessment of income-tax on the income derived from the buildings."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Inclusion of
Statement of
wells in Settle-
ment Reports.

31. "Will the Government be pleased to consider the advisability of issuing to Settlement Officers instructions that in future a statement of all places which urgently require wells for drinking purposes to be sunk shall be given in the settlement report, so that it might easily be known, when required, what parts of the country require adequate water-supply to be provided for?"

The Hon'ble Mr. Fagan replied :—

"Government does not consider that a statement of the kind suggested in the question can be appropriately included in a settlement report 'which is intended to be a concise official document devoted almost entirely to the description of settlement operations and their results.' Nor is it desirable to add to the already very onerous and responsible duties of a Settlement Officer by imposing on him the work of carrying out the detailed investigations which would be required for the purposes of such a statement. Such work falls more properly within the scope of the functions of District Boards, the members of which are in the best position to understand local requirements and provide for them."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Jute and
indigo cultiva-
tion and their
encouragement.

32. "(a) Will the Government kindly state in what districts of the Punjab is indigo mostly cultivated?"

"(b) Will the Government kindly say whether, with a view to encourage dyeing industry in this Province, they will consent to give special concessions to indigo cultivators? If so, what forms will these concessions take?"

"(c) In order to ensure better cultivation of indigo, will the Government be pleased to consider the desirability of deputing agricultural experts to give proper advice to the cultivators?"

"(d) Will the Government kindly state whether Agricultural Department has tried experiments for the cultivation of jute in this province? If so, where and with what results?"

The Hon'ble Mr. Townsend replied :—

"(a) Indigo is principally grown in the Multán, Muzaffargarh and Dera Gházi Khan Districts.

"(b) The question whether it would be advisable to take special steps, or make special concessions, to encourage the growth of indigo in the Province has frequently been considered by the Agricultural Department since the war commenced and both artificial and natural indigo rose greatly in price. The conclusion always arrived at was that it would be unwise at the present stage, until we have some certainty that natural indigo will stay at, or near, its present price for at least some years, to take any steps to persuade the cultivator to place a larger area under the crop. Doing so might upset present agricultural practice to no purpose, should the price of indigo commence to fall with the

[Mr. Townsend.; Rai Bahadur Ram Saran Das ; Mr. Thompson.]

conclusion of the war. The crop has, it must be remembered, nothing like the importance in this Province that it has in Behar.

"Should, however, experience show that indigo will probably remain at, or near, its present high price for any length of time, Government will encourage the growth of the crop and, if any special concessions are required to this end, will be prepared to consider how far they can reasonably be granted.

"(c) It is difficult, with the small staff at present at the disposal of the Agricultural Department, to depute an expert to give special advice to indigo growers, and in view of the reply given to the second part of this question, it has not yet been found necessary to do so. But a larger area than usual has been placed under the crop at the Lyallpur Farm this year, where it is being carefully studied in all stages of its growth by the agricultural officers stationed there.

"(d) Experiments were conducted by the Agricultural Department in the growth of jute in the Province between the years 1907-1911. Full details as to their results will be found in the annual reports of the department for the years in question, to which I would refer the Hon'ble Member. I will, however, here summarize them. Jute has been grown on the farms under the Agricultural Department at Lyallpur, and has given satisfactory yields. The crop, however, is one that requires careful cultivation, abundant manure and a good deal of water in its growing period. It has yet to be seen how far the ordinary zamindar can grow the crop satisfactorily, bearing these points in mind. The Agricultural Department has, however, found itself as yet unable to ask the zamindar to grow the crop, and thus clear up the points just mentioned, as jute requires a great deal of water for retting, after it has matured. This is the real crux of the whole case; as it would be often very difficult, if not impossible, in this Province to obtain this water in sufficient amount at the time in question should a large area be placed under the crop.

"Mr. Finlow, the Fibre Expert to the Government of Bengal, visited Lyallpur last spring to give the Punjab Agricultural Department the benefit of his advice in the matter. He is trying to discover a method of retting by machinery which will obviate the use of water: and he is not without hopes of success in the matter. He strongly advised us to take no further steps till the method in question is perfected. Should it prove feasible in practice, the Agricultural Department will take up again the question of jute cultivation in the Province with much greater hopes of success than at present offer themselves."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

33. "Considering that a very considerable portion of the traffic of road-side towns and villages is attracted by railways to the great benefit of Railway Administrations, will the Government consider the desirability of moving the Railway authorities to contribute towards the cost of approach roads from such towns and villages to Railway Stations?" Approach roads to railway stations.

The Hon'ble Mr. Thompson replied :—

"The Hon'ble Member's suggestion is not a new one and has already been considered by Government, but was not pursued as it involves a contravention of the Provincial Settlement. As railway receipts are Imperial, the proposal amounts to a request that the Imperial Government should assist in meeting certain charges under the major head '45—Civil Works' which under the terms of the Provincial Settlement are wholly Provincial; and the character of the proposal is not materially altered by the fact that some part of these charges is borne by local bodies, under arrangements with the Provincial Government.

[Mr. Thompson ; Rai Bahadur Ram Saran Das : Mr. Godley ; Khan Bahadar Fazal-i-Hussain.]

" In the opinion of the Local Government there are no strong reasons in support of the Hon'ble Member's suggestion, and the Local Government which already makes a recurring grant of 6 lakhs per annum to District Boards for the improvement of communications is not prepared to move the Railway Board in the matter."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Appointment
of Indian
Secretaries in
Punjab Sec-
retariat.

34. " Is the Government aware that on the Secretariats of all other Provincial Governments in India Indian officers have generally a place? Will the Punjab Government also consider the desirability of taking competent Indian officers in the Punjab Secretariat?"

The Hon'ble Mr. Thompson replied :—

" According to the latest information available, Indians hold appointments as Secretaries, Under-Secretaries or Assistant Secretaries in most Provincial Secretariats.

" With regard to the second part of the question, I may refer the Hon'ble Member to the answer given by my predecessor to a similar question asked by the Hon'ble Lala Kashi Ram at the meeting of this Council held on March 13th, 1916."

The Hon'ble Rai Bahadur Ram Saran Das asked :—

Pay of
Maulvi Fazils
and Shastris.

35. " (a) Is the Government aware that the present starting pay of Maulvi Fazils and Shastris is 20 rupees per mensem?"

(b) If so, will the Government, in order to encourage Oriental learning, kindly consider the desirability of increasing the pay of diploma holders of Oriental titles?"

The Hon'ble Mr. Godley replied :—

" If the Hon'ble Member is referring to posts in Government High Schools, the holders of which are in the Subordinate Educational Service, he is mistaken in thinking that Maulvi Fazils and Shastris as such are engaged on Rs. 20 per mensem. There is no rule or practice of the kind in the Education Department. On the other hand, it is a fact that, owing to the comparative paucity of posts in the higher grades of the service, several of the junior teachers of Sanskrit and Arabic are still in the grade of Rs. 20—30 per mensem, and that some of them possess the Oriental titles in question. Teachers with these qualifications are promoted whenever there is an opportunity, but it is impossible to transfer all such posts to the higher grades until another revision of the Subordinate Service cadre takes place, when it is hoped that an improvement will be effected in this respect. As it is, the rates in Government Schools are, on the whole, higher than those in schools under private management. Thus in the Sanatan Dharma School, Lahore, with which the Hon'ble Member is acquainted, the Sanskrit teacher, who is a Shastri, receives Rs. 30 per mensem, and the same rate is paid in the Hindu Sabha School, Amritsar."

The Hon'ble Khan Bahadur Mian Fazal-i-Hussain asked :—

Pay of
teachers of
Oriental
languages

36. " Will the Government be pleased to state—

whether it is a fact that teachers of Oriental languages in Government Schools (especially in Middle and High Departments) are not as well paid as teachers of other subjects, even when they possess higher qualifications in Oriental languages than are possessed by other teachers in their respective subjects? and

whether it is a fact that an untrained Munshi Fazil, Maulvi Fazil, or Shastri (highest examination in Persian, Arabic and Sanskrit

[*Mr. Godley ; Khan Bahadur Fazl-i-Hussain.*]

respectively, in the Punjab University) is not given much more than Rs. 15 or Rs. 20 a month, while an untrained graduate in Arts is usually offered Rs. 50 a month by the Education Department ?

If so, whether it is proposed to improve the lot of Oriental teachers ?”

The Hon'ble Mr. Godley replied :—

“ The rates of pay of teachers of Oriental languages who do not possess English qualifications are below those of Anglo-Vernacular teachers in schools generally, as for instance in the Islamia Schools of which the Hon'ble Member may have first hand knowledge, where teachers holding the title of Maulvi Fazil receive pay varying from Rs. 20 to Rs. 35 per mensem. This is doubtless partly due to the fact that education which does not include English is comparatively cheap and easy to obtain, with the result that the supply of Oriental teachers is plentiful ; and another circumstance affecting the rate of pay is that persons ignorant of English cannot be employed in the higher and more responsible posts of Anglo-Vernacular institutions or in the inspection of schools. Junior teachers of Oriental languages appointed to Government Schools, whatever their qualifications may be in those subjects, are usually placed in the grade of Rs. 20—30 at starting, and are given promotion at the earliest opportunity. At the present time the total number of Oriental teachers and teachers of Sanskrit and Arabic employed in the secondary departments of Government Schools is 133, of whom one is in the grade of Rs. 100—140, 96 are in the grades ranging from Rs. 35 to Rs. 90 per mensem, and 36 are receiving Rs. 20—30 per mensem. Trained teachers with Junior Anglo-Vernacular certificates begin at Rs. 35 per mensem, and graduates at Rs. 55 per mensem. It is hoped that when the financial situation improves an amelioration of the pay and prospects of teachers of Oriental languages in Government Schools will be rendered possible by the transfer of posts from lower to higher grades of the Subordinate Educational Service. ”

The Hon'ble Khan Bahadur Mian Fazl-i-Hussain asked :—

37. “ Will the Government be pleased to state—

- (a) Whether it is a fact that the south-west districts of the Punjab e.g., Jhang, Multán, Muzaffargarh, are educationally some of the most, if not the most, backward districts of the Punjab ?
- (b) If so, what active steps have been taken by the authorities since April 1915, up till now, to remedy this evil ?
- (c) The number of new Primary Schools opened in the Punjab since 1st April 1915 up till now, and the number opened in the above-mentioned districts ? ”

Primary
Schools in
Jhang,
Multán and
Muzaffargarh.

The Hon'ble Mr. Godley replied :—

“ School attendance in the districts of Jhang and Multán is about equal to the average for the Province, while Muzaffargarh is comparatively backward. These three districts have been in receipt of special grants in recent years for the opening and maintenance of vernacular schools, in addition to the grants based on teachers' salaries and other expenditure which have been paid to all District Boards. The total number of new primary (including industrial) schools opened in the Province during the year 1915-16 was 251. The number added in Multán was 16, in Jhang 14, and in Muzaffargarh 9. ”

The Hon'ble Khan Bahadur Mian Fazl-i-Hussain asked .—

38. “ Will the Government be pleased to lay on the Council table a statement showing the number of pre-emption suits in the years 1902, 1903, 1904, 1906, 1907, 1908, 1913, 1914, 1915 ? ”

Pre-emption
suits.

[Mr. Craik; Khan Bahadur Fazal-i-Hussain; Mr. Thompson; Rai Bahadur Bakhshi Sohan Lal.]

The Hon'ble Mr. Craik replied :—

"A statement* giving the figures referred to is laid on the table."

The Hon'ble Khan Bahadur Mian Fazl-i-Hussain asked :—

Punjab High Court.

39. "Will the Government be pleased to state the latest pronouncements by the Government of India and the Secretary of State on the question of the Punjab Chief Court being raised to the status of a High Court?"

The Hon'ble Mr. Thompson replied :—

"In reply, I beg to refer the Hon'ble Member to the *communiqué* issued by the Government of India towards the end of June last, a copy of which is placed on the table.† No later pronouncement has been made."

The Hon'ble Khan Bahadur Mian Fazl-i-Hussain asked :—

Measures of reconciliation and settlement of accounts in Jhang and Muzaffargarh.

40. "Will the Government be pleased to state whether the measure of reconciliation and settlement of accounts, which His Honour the President of this Council stated in the Council Meeting of 19th April 1916 to be all but complete in Muzaffargarh and fairly well advanced in Jhang, have by now been completed?"

"And if not, what proportion of the work yet remains to be done and where? And how long is it expected to take? And whether, in view of the desirability of a speedy settlement in the best interests of the parties concerned and the Government, it is not possible to depute special officers to finish the work?"

The Hon'ble Mr. Thompson replied :—

"The measures taken to effect the reconciliation of the Muhammadan and Hindu communities in the Jhang and Muzaffargarh Districts, to which the Hon'ble Member refers, have, owing to the efforts of the local officers and the good sense shown by the two communities and their leaders, proved so successful that the Government, acting on the advice of the Commissioner, Multán, and the district officers, has been able to issue orders for the withdrawal of the punitive police force stationed in the area affected by last year's disturbances. This force was, accordingly, removed with effect from yesterday. It is hoped that this improvement is a permanent one, but the people have been warned that any recrudescence of disorder will lead to the immediate re-imposition of the punitive police."

"As regards accounts, these have already been settled in the great majority of the cases by arbitrators representing the parties as advised by Government and without reference to the Civil Courts. In some cases, however, the creditors preferred to bring their claims in court. It has been ascertained that there are 36 civil cases concerned with such accounts still pending before the courts in Jhang. It is hoped that these will all be decided without undue delay. In any case, Government is unable to interfere. In the Muzaffargarh District all claims based on burnt or stolen account books have been settled, with the exception of one still pending in court."

"In the circumstances described, the suggested deputation of special officers to complete the work appears unnecessary."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

Salaries of United Provinces Upper Subordinate Establishment.

41. "Is the Government aware that the salaries of the Upper Subordinate Establishment in the United Provinces have been increased from 1st September 1915?"

*See appendix D

† See Appendix E.

[*Mr. Ward ; Rai Bahadur Bakhshi Sohan Lal.*]

The Hon'ble Mr. Ward replied :—

" Government is aware that the salaries of the Upper Subordinate Establishment in the United Provinces have been increased from the 1st August 1915."

The Hon'ble Bakhshi Sohan Lal asked :—

42. " If so, with reference to my questions in the meetings of this Council held on 13th March and 19th September 1914 and with reference to the questions put by the Hon'ble Rai Bahadur Ram Saran Das and Hon'ble Lala Kashi Ram in the meeting of this Council held on 25th September 1915 and the replies of the Hon'ble Colonel MacLagan, will the Government be pleased to state —

Scale of pay of Upper and Lower Subordinates in the Punjab.

(a) Whether the enhanced scale of pay for Punjab Upper and Lower Subordinate Establishments, duly approved by His Honour the Lieutenant-Governor and submitted to Government of India for sanction, has or has not yet been sanctioned ?

(b) If it has been sanctioned, from what date the same will be given effect to ? "

The Hon'ble Mr. Ward replied :—

" Sanction to the revised scale of pay for Punjab Upper Subordinate has not yet been received.

" The case of the Lower Subordinate Establishment is under consideration."

The Hon'ble Bakhshi Sohan Lal asked :—

43. " Will the Government be pleased to state whether it is correct or not that in the Irrigation Branch, Punjab, the Local Government has selected a most all the Sub-Engineers and Senior Supervisors as eligible to draw a local allowance of Rs. 50 per mensem plus Assistant Engineer's travelling allowance (1st class) whenever put in charge of any sub-division, while in the Buildings and Roads Branch only very few of the sub-divisions are selected for the grant of such allowances ? "

Local allowance to Buildings and Road Branch Engineers, Sub-Divisional Officers.

The Hon'ble Mr. Ward replied :—

" The sanctioned scales of Upper Subordinates who may draw the local allowance of Rs. 50 per mensem when placed in charge of sub-divisions are 21 for the Irrigation and 8 for the Buildings and Roads Branch.

" Having regard to the sanctioned strengths of 140 and 41, respectively, the proportion of Upper Subordinates who may be selected for the grant of the allowance in each Branch is practically equal."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

44. " Will the Government be pleased to state, with reference to the Public Works Department Classified List corrected to the end of December 1915, whether it is correct or not that 3 Sub-Engineers, who are eligible by merit for such allowances, are debarred from its grant on account of the so-called restriction of selected sub-divisions, while 3 Junior Supervisors have been given such allowances ? "

List of Sub-Engineers eligible for allowances.

The Hon'ble Mr. Ward replied :—

" The Public Works Department Classified List corrected up to 31st December 1915 shows that 6 of the 8 Sub-Engineers and an Overseer, 1st grade, were in receipt of the allowance. The 2 Sub-Engineers who were not drawing the allowance were not in charge of sub-divisions carrying the allowance."

[*Rai Bahadur Bakhshi Sohan Lal ; Mr. Ward ; Mr. Lumsden.*]

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

Grant of
allowances to
officers in
Buildings and
Roads Branch.

45. "Will the Government be pleased to state whether the question of removing the anomaly to bring men in both the Branches on equal footing is under consideration of the Government or not?"

The Hon'ble Mr. Ward replied :—

"Under the special sanction of the Secretary of State the local allowance of Rs. 50 a month is granted in the Buildings and Roads Branch to eight Upper Subordinates who hold charges ordinarily held by Assistant Engineers. The allowance is thus an additional remuneration for an unusually heavy charge, and the Local Government sees no reason for soliciting the sanction of the Secretary of State to a departure from this procedure."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

Chaudhri of
Moga market
and Moga
Notified Area
Committee.

46. "Will the Government be pleased to state whether it is correct or

- (a) that according to the rules framed by the Deputy Commissioner on 9th April 1904 for establishing a market at Moga, a Chaudhri of the market was to be chosen by election from among the shop-owners subject to the approval of the Mandi Committee, but effect has not been given to such election in the appointment of a Chaudhri of the market ;
- (b) that the residents of the town of Moga in Ferozepore District have submitted many applications in 1915 for the introduction of the election system in the appointment of the members to the Notified Area ;
- (c) that the petitions were forwarded to the Commissioner, Jullundur Division, for disposal ;
- (d) that the petitioners have not as yet received any information as to the result of their applications ;
- (e) that many doors of private houses standing on the side of public road or street have been blocked by erection of walls in front of the doors by the order of the Committee of the Notified Area and rendered unhealthy and dark for want of sufficient light and air?"

The Hon'ble Mr. Lumsden replied :—

"(a) It is correct that the rules framed by the Deputy Commissioner of Ferozepore in 1904 for the control of the market at Moga provided for the election of a Chaudhri to help the accounts of the Mandi. Since then, however, Moga has been raised to the status of a Notified Area, and there is consequently no longer any need for a Chaudhri, as the place is administered under the sections of the Punjab Municipal Act which have been extended to it.

"(b) Two petitions were received from one Jai Ram Das, a shop-keeper of Moga, and one petition from Jai Ram Das and others in 1915.

"(c) The petitions were forwarded to Commissioner, Jullundur, for disposal.

"(d) It has been ascertained that the petitioners were informed that the elective system had not been sanctioned for Moga. It may be added that this system is not at present in force in any Notified Area in the Punjab.

"(e) It has been ascertained that walls were erected in 1907 by the Notified Area Committee of Moga in front of the doors of shops belonging to Jai Ram Das as he had constructed the doors contrary to the orders of the Committee and refused to block them up."

[*Rai Bahadur Bakhshi Sohan Lal ; Mr. Craik.*]

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

47. "Will the Government be pleased to state whether it is correct or not that during the last settlement of Hoshiarpur District certain rules have been framed by the order of the District Board, Settlement Officer or of the Deputy Commissioner to have all marriages registered by a Registrar appointed by the Deputy Commissioner ? Registration of marriages.

"If so, will the Government be pleased—

- (a) to put before the Council a copy of the rules as well as of the forms of the register to be kept by the Marriage Registrars, together with a copy of the order and proceedings sanctioning such rules and forms ;
- (b) to state under what law or authority the District Board, the Settlement Officer or the Deputy Commissioner has directed such rules to be framed, appointments of Registrars, Inspectors, etc., to be made, marriages to be registered, marriage fees to be levied, and penalties to be enforced ?"

The Hon'ble Mr. Craik replied :—

"It will be convenient to answer these two questions together. A system of registration of marriages was introduced in Hoshiarpur District in January 1914. Rules were framed by the Deputy Commissioner, and lambardars were selected by the Deputy Commissioner to act as Registrars.

"A copy of the rules and of the form of register is laid on the table. So far as Government is aware, no formal order sanctioning these rules and registers was passed, but as $\frac{3}{4}$ ths of the 4-anna fee charged for registering each marriage is credited to the District Board, there probably was a resolution of the Board approving the rules.

"This system of registration is at present based on executive orders only, but registration of marriage is one of the matters which the Local Government can under section 20 (2) (i) of the District Boards Act (III of 1883) place under the control and administration of a District Board, and Government is quite prepared in districts where no direction under this sub-section has yet been given to encourage District Boards to undertake this function. The Deputy Commissioner of Hoshiarpur reported in September 1914 that no instance had come to his notice in which the parties refused to have a marriage registered. The system of marriage registration is said to be unpopular in Hoshiarpur and a few other districts among the higher classes, especially Hindus, but the general consensus of opinion, official and non-official, throughout the Province is that it has been of great use in checking false matrimonial cases."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked : —

48. "Has the attention of the Government been drawn to the following facts :—

- (a) that the Mahal Naib Tahsildars who were accepted candidates to the post of Tahsildars about 20 years ago have not yet been given permanent post of Tahsildar ;
- (b) that some Girdawar Kanungos who worked under those Mahal Naib Tahsildars, having been appointed Settlement Naib Tahsildars, were promoted to the post of Tahsildars long before their superiors in the Mahal got such promotion ;
- (c) that in the amalgamation list of the Mahal and Settlement candidates to the post of Tahsildar and Naib Tahsildar seniority was

Mahal and Settlement Tahsildars, and Naib Tahsildars and their grievances.

[Mr. Fagan.]

based on the date of appointment and not on the date of acceptance as candidate to the post of Tahsildarship against the standing orders on the subject;

- (d) that the amalgamation of the two lists has given the Settlement candidates advantage over the Mahal candidates as regards confirmations and promotions;
- (e) that the proportion of the candidates for direct appointment to the post of Tahsildar having lately been increased has also injuriously affected the prospects of the Mahal Naib Tahsildars for promotion to the post of Tahsildars?

The Hon'ble Mr. Fagan replied :—

“(a) The first part of the Hon'ble Member's question (No. 9), if read literally, is based on a misapprehension. Naib Tahsildars are not accepted as candidates for the post of Tahsildar, but are, in virtue of their office, when of not less than 2 years' standing, eligible for appointment as Tahsildar, although eventual promotion to that grade is not assured. Except in cases where Naib Tahsildars have proved to be unfit for the position of Tahsildar, no officers who obtained substantive appointments as Naib Tahsildars 20 years ago have failed to obtain promotion to the grade of Tahsildar. It is, however, probable that in some cases officers who were accepted as candidates for the post of Naib Tahsildar before 1896 have not yet passed through that grade and become Tahsildars.

“(b) Government is not aware of any cases in which Kanungos have obtained eventual promotion to the grade of Tahsildar in the way suggested, outstripping a permanent Mahal Naib Tahsildar. As promotion to the grade of Tahsildar is made with regard to Provincial seniority in the Naib Tahsildar cadre, such cases, if any, must be very rare and are probably not recent.

“(c) The list of Tahsildars and Tahsildar candidates have always been Provincial. The Hon'ble Member probably refers to the amalgamation in divisional lists of the cadres of Mahal and Settlement Naib Tahsildars and Naib Tahsildar candidates in 1911. In that amalgamation the seniority of Naib Tahsildars was reckoned from the date of first appointment as substantive Naib Tahsildar within the limits of each grade. Government is not aware that that principle contravened any standing order or that its application was unjust. In the case of Naib Tahsildar candidates, on the other hand, seniority was, except in a few special cases, necessarily reckoned from date of acceptance.

“(d) In the amalgamation the position assigned to each officer was worked out as carefully as possible and all cases of real hardship, which were subsequently brought to notice, were fully considered and cured. The amalgamation is not believed to have resulted in undue advantage to either cadre to the detriment of the other.

“(e) Up till 1914 the rule for distributing appointments between direct candidates and Naib Tahsildars was that out of 20 appointments 6 went to the former class and 14 to the latter. By 1914, however, the average number of new appointments of Tahsildar had risen from 10 to 14 per annum, of which 4 had gone to candidates. It was also found that the distribution of appointments between the various classes of candidates, e.g., unsuccessful Extra Assistant Commissioner competitioners, Superintendents of Vernacular Offices and Head Clerks, was uneven. The position was therefore reconsidered, and it was decided that out of every 20 appointments 8 should go to candidates and 12 to Naib Tahsildars. In order to compensate Naib Tahsildars for the reduction in the proportion of appointments to be given to them, it was directed that if,

[*Rai Bahadur Bakhshi Sohan Lal ; Mr. Fagan ; Mr. Craik.*]

when the turn of a candidate of any class for an appointment comes, there is no qualified candidate of that class available, the appointment shall be given to a Naib Tahsildar. The change in the rule is unlikely to have any appreciable effect on the promotion of Naib Tahsildars."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

49. " If so, is there any proposal for consideration before the Government to remove the above grievances of the Mahal Naib Tahsildar ? " Grievances of Mahal Naib Tahsildars.

The Hon'ble Mr. Fagan replied :—

" No proposals are under the consideration of Government nor does it appear that any grievance exists."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

50. " Will the Government be pleased to place before the Council a statement showing — Muktsar and the damage caused by rainwater.

- (a) the number of the houses, shops and other buildings washed away, destroyed and damaged in the town of Muktsar by the effect of collection of rain water during the heavy rains of July last ;
- (b) the position of houses damaged and the proportion they bear to the whole number of the houses in the town ;
- (c) the value of the property, movable and immovable, lost or damaged by the effect of the water ;
- (d) the number of persons rendered homeless ;
- (e) the number of persons reduced to pauperism or to want of the means of livelihood ;
- (f) the number of persons who received any bodily injuries and the number of fatalities, if any, caused by the destruction of the buildings ;
- (g) the cause of this abnormal collection of the rain water in a particular residential quarter of the town ;
- (h) measures taken or intended to be taken by the Government to help the sufferers and to prevent recurrence of such frightful collection of rain water in the residential quarters of the town ? "

The Hon'ble Mr. Craik replied :—

" The information for which the Hon'ble Member asks will be found in the Deputy Commissioner's letter of 21st July 1916 and in the note recorded by His Honour the Lieutenant-Governor after his recent visit to Muktsar in August last. Copies of the letter and of His Honour's note are laid on the table."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

51. " Will the Government be pleased to state how far it is correct that the Muktsar Municipal Committee had lately in any way interfered in the old drainage of the rain water of that part of the town and prevented its flow towards a particular direction leading to the pond to which it used to be carried by an artificial or natural means of drainage of long standing ? " Drainage of Muktsar.

The Hon'ble Mr. Craik replied :—

" In 1906 the Municipal Committee of Muktsar closed the old katcha storm channel drain leading to the large sacred tank and sold the ground it

[*Rai Bahadur Bakhshi Sohan Lal ; Mr. Lumsden ; Sayyid Rajan Shah ; Mr. Craik*]

occupied. This was done to prevent the pollution of the sacred tank by sewage, etc., and was part of a drainage scheme. In the recent flooding in spite of the closure of this drain the sacred tank was filled and overflowed, so it follows that, had the old storm water drain been open, the position would not have been appreciably better. Local investigation shows that, owing to the cup-like situation in which the town is located, there are insufficient means for rapidly getting rid of the result of heavy rains, and proposals will shortly be submitted for improving the means of exit. The part of the town which chiefly suffered lies at a very low level and the houses there, belonging to kamins mostly, were katcha and without proper foundations or plinths. The storm water drain to the sacred tank could not possibly have saved them from flooding in such unusual rain."

The Hon'ble Rai Bahadur Bakhshi Sohan Lal asked :—

Extension of
Simla Muni-
cipal limits.

52. "Will the Government be pleased to state when the scheme of extending the Municipal limits of Simla is to be settled and given effect to?"

The Hon'ble Mr. Lumsden replied :—

"Government is not at present in a position to make any announcement on the subject."

The Hon'ble Sayyid Rajan Shah asked :—

Acquisition of
sacred edifices
of Hindus and
Muhamma-
dans.

53. "(a) Is the Government aware that in land acquisition proceedings sometimes sacred edifices, both of Hindus and Muhammadans, or lands attached to religious endowments are acquired, and that such proceedings cause great dissatisfaction among the people?"

"(b) Is the Government aware that sales, even with the consent of the custodians of such properties, are not approved by the people?"

"(c) Will the Government kindly consider the advisability of issuing instructions that in future such acquisitions shall not take place?"

The Hon'ble Mr. Craik replied :—

"(a) Government is aware that in some cases in the interests of the general public it may be necessary to acquire religious buildings. Special instructions have, however, been issued that such acquisition should so far as possible be avoided, if this can be done by a slight alteration of the site or alignment chosen.

"(b) Government is aware that sales of religious properties, even with the consent of their custodians, may in some cases not be approved by the people, but the standing orders on the subject provide that wherever it is proposed to acquire religious buildings, tombs or graveyards, the fact must be specially brought to the notice of Government, and that all objections to the acquisition of such properties must receive the fullest consideration.

"(c) Government is not prepared to issue instructions entirely forbidding the acquisition of such properties. Such acquisition may occasionally be necessary in the interests of the general public, and the orders referred to above sufficiently provide against the indiscriminate use of the power of acquisition."

The Hon'ble Sayyid Rajan Shah asked :—

Net revenue
of Lower
Chenab,
Lower Jhelum
and Sidhni
Canals.

54. "Will the Government be pleased to inform this Council of the percentage of net revenue (exclusive of interest charges) on the capital outlay on the Lower Chenab, Lower Jhelum and Sidhni Canals during each of the last five years?"

[Mr. Ward ; Sayyid Rajan Shah.]

The Hon'ble Mr. Ward replied :—

" The percentage of net revenue (exclusive of interest charges) is as follows :—

Canal.	PERCENTAGE OF NET REVENUE.				
	1910-11.	1911-12.	1912-13.	1913-14.	1914-15.
Lower Chenab	28-66	34-06	39-17	42-15	41-81
Lower Jhelum	11-89	10-59	20-09	20-82	21-60
Sidhnai	31-72	37-81	28-59	31-80	35-61

" It may be remembered in comparing these figures that the Sidhnai, though a colony canal, is not really a perennial canal."

The Hon'ble Sayyid Rajan Shan asked :—

55. " (a) Is it a fact that the average water-rates, direct and indirect, per acre on the Lower Chenab and Lower Jhelum are the highest in the Punjab ?

Average water rates on the Lower Chenab and Lower Jhelum.

" (b) Are such high rates charged anywhere in India ? If not, will the Government be pleased to consider the desirability of reducing these rates in the said canals ? "

The Hon'ble Mr. Ward replied :—

" (a) These percentages are based on direct and indirect receipts ; the latter includes malikana, interest at 4 per cent. on sales of Crown waste and a large proportion of the land revenue. These form a very large part of the profits of these canals ; for example, in the last year for which the accounts are printed the occupiers' rates on the Lower Chenab Canal and Lower Jhelum Canal yielded Rs. 85,85,428 and Rs. 27,51,571, respectively, whilst the indirect receipts from the sources above referred to were Rs. 83,54,003 and Rs. 15,62,192, respectively. If the water-rates of these very special colony canals are to be compared with that of the older canals of the Province that were constructed for the protection of tracts already populated with a view to seeing on which canal the highest rates are paid, the occupiers' rates should be compared ; these are as follows for the perennial canals of the Province :—

		Rs.	
Lower Chenab Canal	...	3-72	per acre assessed.
Lower Jhelum Canal	...	3-44	" " "
Western Jumna Canal	...	3-77	" " "
Sirhind (British)	...	3-89	" " "
Sirhind (Patiala, Nabha and Jind).	...	4-34	" " "
Upper Bari Doab	...	3-71	" " "
Sidhnai	...	2-26	" " "
Upper Chenab Canal	...	3-50	" " "
Lower Bari Doab	...	3-86	" " "

" (b) In the Bombay Presidency the occupiers' rates on the 7 productive canals average Rs. 8-76 per acre. On the Mutha Canal and Matoba Tank the occupiers' rate is Rs. 15-98, due to the high proportion of sugarcane ; also on the

[*Mr. Ward ; Sayyid Rajan Shah ; Colonel Hendley ; Mr. Lumsden ; Raizada Bhagat Ram.*]

Krishna Canal the occupiers' rate is Rs. 14'48 : whilst the average occupiers' rate on the 5 protective canals of that Presidency is Rs. 8'64.

"The rates for water in the Punjab are in comparison with the benefits of irrigation decidedly lenient, and the two colony canals pay for water on much the same scale as the other Punjab perennial canals. The high percentage of profit that the colony canals are earning is largely due to the indirect revenue incidental to colony operations and to the small cost of the canals themselves due in part to the simplicity of the works, but also to great experience acquired in constructing canals and developing them rapidly into full earning capacity. The original cost and interest debt is thus much smaller proportionately than on the canals first constructed. Government does not, therefore, contemplate any reduction of the water-rates, the profits from which are utilised for the benefit of the country in general."

The Hon'ble Sayyid Rajan Shah asked :—

Unani and
Ayurvedic
systems of
medicine.

56. "Will the Government consider the desirability of collecting information with respect to the conditions under which the Unani and Ayurvedic system of medicine are being taught and practised in the Punjab?"

The Hon'ble Colonel Hendley replied :—

"I would refer the Hon'ble Member to the first part of the answer given by the Hon'ble Mr. Craik to the question put by the Hon'ble Rai Bahadur Ram Saran Das at the meeting of this Council on the 19th of April last. The whole of the information called for has not yet been furnished by the non-official bodies to whom reference has been made."

The Hon'ble Sayyid Rajan Shah asked :—

Election in
the Municipi-
palities of
trans-Indus
territory.

57. "Will the Government kindly state the reasons why so far election has not been introduced in any of the Municipalities of trans-Indus territory?"

The Hon'ble Mr. Lumsden replied :—

"The elective system was not introduced in trans-Indus Municipalities at the time of their constitution as it was not considered that the population was sufficiently advanced for elective institutions. The general question of introducing the elective system in Municipalities where it does not obtain is engaging the sympathetic attention of Government, and the case of the trans-Indus Municipalities will receive attention along with the rest."

The Hon'ble Raizada Bhagat Ram asked :—

Building of
shops on
Simla Mall.

58. "(1) Is the Government aware that shops Nos. 20 to 29 on the Mall of Simla were burnt down in April 1915?"

"(2) Is it a fact that the owners of the said shops in their petition to Government submitted in October 1915 and in an application, dated 7th December 1915, to the Land Acquisition Collector, Simla, offered to adjust their boundaries and rebuild on the site of the said shops according to the plan proposed by the Simla Municipality?"

"(3) Is it a fact that notwithstanding this offer, the Simla Municipality acquired the site of the said shops?"

"(4) Is it a fact that the Simla Municipality restored the acquired site of the said shops to all the owners, except one, on receipt of 10 per cent. commission on the value assessed by the Acquisition Collector?"

"(5) Is it a fact that the excepted owner owned a longer front than the others and offered 15 per cent. commission to the Simla Municipality to restore him his property?"

[*Raizada Bhagat Ram ; Mr. Lumsden.*]

"(6) Is it a fact that Simla residents also in their memorial to Government, submitted in October 1915, objected to the above actions of the Simla Municipality and invited attention of the Government to a point of law that acquiring private property for the set purpose of selling it is not 'acquiring for public purpose' within the purview of Act I of 1894?"

The Hon'ble Mr. Lumsden replied :—

"(1) The answer to this question is in the affirmative.

"(2) The answer to this question is also in the affirmative, but it may be mentioned that the petition referred to was submitted to Government some eight weeks after the notification under the Land Acquisition Act had issued, and that the Committee were obliged to have resort to this Act on account of the determined refusal of the various owners to co-operate in the necessary scheme of improvement."

"(3) As already explained the offer referred to was quite belated. When it was made the proceedings under the Land Acquisition Act were almost complete, and as a matter of fact the Collector announced the award on the 15th December 1915.

"(4) The facts are as stated in the question. The Committee, however, made it a condition that the purchasers should build in accordance with the Improvement Scheme.

"(5) It is not correct to say that the owner who failed eventually to secure a share 'owned' a larger frontage than the others. At the time of the fire he possessed jointly with a brother one shop with a frontage of 10 feet 3 inches which far from being the largest shop was actually the third smallest of the eleven shops in question. It is true that subsequently he acquired further frontage amounting to 6 feet 10 inches, but as this property was purchased after the issue of the notification under the Land Acquisition Act and the greater part only two days before the announcement of the award, the transaction was obviously pure speculation and it was so regarded by the Collector.

"Every owner, local or foreign, was given equal opportunity to come to terms with the Committee and the eventual exclusion of the owner in question was entirely due to his own conduct. He absolutely declined to come into line along with the other owners and quarrelled not only with the rival shopkeepers but also with his own brethren. Government made a careful enquiry into the case and came to the conclusion that there were no grounds for interference, and the petitioner was informed accordingly..

"The offer referred to in the final part of this question was not made until two days after the announcement of the award and after the whole matter had been finally settled.

"(6) A memorial signed by certain bazar house proprietors and raising the point of law in question was duly received. The allegation that the Committee acquired the land for purposes of re-sale is contradicted by the whole history of the case. The land was acquired most reluctantly after prolonged negotiations with the owners had failed simply because the public interest demanded the improvement of a series of shops in the best site in Simla which had been both unsightly and insanitary. It is also obvious that, had the object of the Committee been as stated in the petition to trade at the expense of the people, the land when acquired would have been sold by public auction—a procedure which would probably have yielded the Committee a large profit—and not made over at a small enhancement to the previous owners."

[Raizada Bhagat Ram ; Mr. Fagan ; Mr. Lumsden ; Mr. Townsend.]

The Hon'ble Raizada Bhagat Ram asked :—

Interpretation
of section 17,
Tenancy Act.

59. "Is the Government aware that section 17 of the Tenancy Act (Act XVI of 1887) is being differently interpreted in different districts as regards a co-sharer's right to have his share of produce divided through a Revenue Officer under that section?"

The Hon'ble Mr. Fagan replied :—

"The answer is in the negative. It may be observed that section 17 of the Tenancy Act applies as between landlord and tenant and not as between co-sharers as such. The corresponding provision applicable to co-sharers is section 144 of the Land Revenue Act."

The Hon'ble Raizada Bhagat Ram asked :—

Female
co-sharers'
share of
produce.

60. "Is the Government aware that under the existing law great difficulty is experienced by female co-sharers in realising their share of produce of land to which they are entitled if opposed by other co-sharers?"

The Hon'ble Mr. Fagan replied :—

"The answer is in the negative."

The Hon'ble Raizada Bhagat Ram asked :—

Amendment
of Tenancy
Act.

61. "Will the Government be pleased to take steps to amend the existing law so that one of the co-sharers may be able to realise his share of profits of the land, standing in his name, by a less expensive and shorter method of getting the produce divided through a Revenue Officer, instead of having recourse to regular suits?"

The Hon'ble Mr. Fagan replied :—

"No amendment of the existing law appears to be necessary, as section 144 of the Land Revenue Act sufficiently affords the facilities suggested in the question."

The Hon'ble Raizada Bhagat Ram asked :—

Non-official
Presidents of
Municipalities.

62. "Is the Government aware of the fact that some Municipalities in other Provinces have non-official Presidents? Would the Government be pleased to state whether there are any special reasons against the adoption of this system in the Punjab?"

The Hon'ble Mr. Lumsden replied :—

"Government is aware that some Municipalities in other Provinces have non-official Presidents, and that, so far from there being any special reasons against the adoption of this system in the Punjab, there are actually 14 Municipalities in the Province, two of them in the Jullundur District, which already have non-official Presidents and it is open to all other Municipalities but 7—of which there are the hill stations of Simla, Murree and Dalhousie—to elect a non-official President under section 20 of the Punjab Municipal Act."

The Hon'ble Raizada Bhagat Ram asked :—

Water-level in
Jullundur.

63. "Is the Government aware that the water-bearing stratum in the Jullundur District is yearly going down, and that the spring level in the wells has within the last few years in some areas gone down by about 12 feet?"

The Hon'ble Mr. Townsend replied :—

"The latest assessment reports of the Jullundur, Nakodar and Phillaur Tahsils show that the water table is now lower in all three tahsils than it was at the previous settlement, though the average difference in the distance of the water table from the ground is not quite so great as the Hon'ble Member says. In the Nawashahr Tahsil the water table is stated not to have fallen."

[Raizada Bhagat Ram ; Mr. Townsend ; Mr. Ward ; Mr. Thompson ;
Mr. Maynard.]

The Hon'ble Raizada Bhagat Ram asked :—

64. " Would the Government be pleased to cause enquiries into the causes of this shrinkage with a view to devise some means to meet this difficulty ? "

Shrinkage of
water in the
Jullundur
District.

The Hon'ble Mr. Townsend replied :—

" The Agricultural Engineer will be asked to enquire into the cause of this phenomenon and to suggest, if possible, ameliorative measures. One practical remedy is the insertion of tubes into wells, and this is already being adopted."

The Hon'ble Raizada Bhagat Ram asked :—

65. " Would the Government be pleased to state whether there is any prospect of canal irrigation in the Jullundur District ? "

Canal irri-
gation in Jullun-
dur District.

The Hon'ble Mr. Ward replied :—

" The reply to the question is in the negative.

" In the event of any new canals being constructed, or of any important extension of existing canals being carried on, the principle to be followed is that the more precarious tracts in the south-east and south-west of the Province, which owing to a scanty and uncertain rainfall often suffer from scarcity and sometimes from famine, should have first claim. The Jullundur District is fortunate, in that its agriculture is reasonably secure."

The Hon'ble Raizada Bhagat Ram asked :—

66. " Will the Government be pleased to state in what year the post of Junior Secretary to the Financial Commissioners was listed as open to members of the Provincial Civil Service, and the names as well as the periods during which members of the Provincial Civil Service held it ? "

Provincial
Civil Service
officer as
Junior
Secretary to
Financial
Commis-
sioners.

The Hon'ble Mr. Thompson replied :—

" The Junior Secretaryship to the Financial Commissioners was made a ' listed ' appointment in 1892, but the fact of a post being ' listed ' merely allows Government the option of appointing to it a member of the Provincial Civil Service if in every way qualified to fill it. The post in question was held by a member of the Provincial Civil Service, an *ex-Statutory* Civilian, from June 1893 to April 1897."

The Hon'ble Raizada Bhagat Ram asked :—

67. " Will the Government be pleased to consider favourably the desirability of appointing a member of the Provincial Civil Service to the post of Junior Secretary to the Financial Commissioners ? "

Provincial
Civil Service
officer as
Junior
Secretary to
Financial
Commis-
sioners.

The Hon'ble Mr. Thompson replied :—

" The Lieutenant-Governor has already offered the appointment when it falls vacant at the end of this year to the Provincial Civil Service."

The Hon'ble Raizada Bhagat Ram asked :—

68. " Will the Government be pleased to state that since the new *abadis* on canals in Lyallpur and Sargodha Districts, how much land has been given free of all charges to the members of depressed classes through the Salvation Army and other Christian Societies ? "

Grant of land
to depressed
classes
through Sal-
vation Army,
&c.

The Hon'ble Mr. Maynard replied :—

" No Christians were settled upon land in the Lower Chenab and Lower Jhelum Colonies or in any other colony except the Lower Bari Doab except upon terms identical with those on which land was allotted to others.

[*Mr. Maynard ; Raizada Bhagat Ram ; Mr. Craik.*]

"In the arrangements for colonization on the Lower Bari Doab Canal, an area of approximately 5,500 acres is being provided for members of the depressed classes selected by Christian missions. This land will be sold to the grantees for full market value : whereas the charge to be levied for proprietary right in the case of peasant grantees unconnected with missions will be half the market value, subject to a maximum of Rs. 100 per acre."

Grant of land
to Arya Megh
Udhar Sabha,
Siālkot.

The Hon'ble Raizada Bhagat Ram asked :—

69. "Is the Government aware that an application for grant of land was made by the Secretary, Arya Megh Udhar Sabha, Siālkot, to the Financial Commissioner, Punjab ; if so, with what result ?"

The Hon'ble Mr. Maynard replied :—

"The application of the Megh Udhar Sabha is still under consideration. Should it prove that this body is responsible and reliable, with a guarantee of continuity of existence and of management, it will be treated in proportion to its means and its needs in a similar manner to the Christian missions, neither better nor worse, provided that land remains available."

The Hon'ble Raizada Bhagat Ram asked :—

Sales of
women in
Jullundur,
Hoshiarpur,
Ludhiāna and
Ferozepore.

70. "Will the Government be pleased to lay on the table a statement showing—

- (a) the number of sales of women that have taken place in Jullundur, Hoshiarpur, Ludhiāna and Ferozepore Districts during the period from 1st January 1914 to 30th June 1916 ;
- (b) the number of sales of women belonging to these districts in other districts of the Punjab and the Sind ;
- (c) the number of cases in these districts under section 498, Indian Penal Code ;
- (d) the number of cases under section 420, Indian Penal Code, in connection with sales of women in the above-mentioned districts ?"

The Hon'ble Mr. Craik replied :—

"The information asked for in parts (a) and (b) of the question cannot be supplied, as no records are maintained of such sales, which are contrary to public policy and would usually, if discovered, be treated as offences under the Indian Penal Code. The information asked for in part (d) could only be obtained by referring to and analysing the records maintained in the districts in question—a process which would involve a disproportionate amount of labour.

"As regards part (c), if the Hon'ble Member will indicate whether he refers to cases instituted or cases resulting in conviction, I will endeavour to supply the information required by the next meeting of Council. But a reference to the district authorities will be necessary."

The Hon'ble Raizada Bhagat Ram asked :—

Working of
Insolvency
Law.

71. "Is the Government aware that discontent prevails in influential communities regarding the working of the Insolvency Law as at present administered in the Courts ?"

The Hon'ble Mr. Craik replied :—

"As stated in the answer which I gave to a question put by the Hon'ble Rai Bahadur Ram Saran Das at the meeting of March 13th, 1916, Government is aware that the Provincial Insolvency Act is in certain cases used by dishonest

[Raizada Bhagat Ram ; Mr. Godley.]

debtors to evade payment of their just debts. No doubt this causes dissatisfaction to their creditors. The question of amending the Act is understood to be under the consideration of the Government of India, which has been put in possession of the views of this Government."

The Hon'ble Raizada Bhagat Ram asked :—

72. "Will the Government be pleased to state whether recognition is awarded to and withdrawn from schools by Inspectors of Schools on their own authority or with the previous sanction of the Director of Public Instruction, Punjab ?" Recognition of schools by Inspectors.

"Will the Government be pleased to state the respective powers of the First Inspector and Second Inspector of Schools, in connection with the recognition of schools."

The Hon'ble Mr. Godley replied :—

"The question of the recognition or the withdrawal of the recognition of a Secondary School is decided by the Director on a report from the Inspector of Schools. A list of recognised schools is issued by the Department annually. No such division of authority as that suggested in the Hon'ble Member's second question has been adopted in the matter of recognition."

The Hon'ble Raizada Bhagat Ram asked :—

73. "Will the Government be pleased to state approximately what the requirements of the Department are for the recognition of an Anglo-Vernacular Middle School as regards—" Requirements for recognition of Anglo-Vernacular Middle School

(a) finances;

(b) staff;

(c) building;

as the conditions laid down in article 19 of the Code are too vague and indefinite ?"

The Hon'ble Mr. Godley replied :—

"There is no fixed standard of requirements for the recognition of a Secondary School. If a School were urgently needed in an educationally backward locality, a lenient view would probably be taken, and recognition would be accorded on the understanding that defects would be remedied later; but if there were already a sufficiency of school facilities, a stricter standard might be applied. The general policy is to extend recognition to all schools which have any possibility of usefulness, and are not doing positive harm."

The Hon'ble Raizada Bhagat Ram asked :—

74. "Will the Government be pleased to state the number of schools from which recognition has been withdrawn, as well as the number of those that are threatened with withdrawal, in the Jullundur Division during the last 18 months ?" Withdrawing of recognition in Jullundur Division.

The Hon'ble Mr. Godley replied :—

"Recognition has been withdrawn in the case of two schools during the last 18 months. Recognition has been only provisionally granted in the case of 12 schools, i.e., it is liable to be withdrawn in the event of certain defects not being removed within a reasonable period. Presumably this is what the Hon'ble Member is alluding to when he speaks of schools being threatened."

[Raizada Bhagat Ram; Mr. Godley.]

The Hon'ble Raizada Bhagat Ram asked :—

Withdrawing
of recognition
from D. A. V.
School, Una.

75. "Will the Government be pleased to state on what ground has the recognition from D. A.-V. Middle School, Una, Hoshiarpur District, been withdrawn and the date of sanction by the Director of Public Instruction, Punjab, of this withdrawal of recognition?"

The Hon'ble Mr. Godley replied :—

"The D. A.-V. Middle School at Una was provisionally recognised in 1914, subject to certain conditions. As the conditions had not been fulfilled in 1916, recognition was withdrawn. The decision to this effect was communicated to the management on the 25th April of the current year. The school can be replaced on the list as soon as it is reported to be satisfactorily conducted.

"The officer on whose recommendation the decision to withdraw recognition was based was Lala Shiv Dyal, an Inspector of long experience, whose treatment of the case was not likely to be unsympathetic. A few extracts from his report may be of interest.—'Of the buildings the less said the better. . . I wonder how it is possible to carry on educational work in a mere stable. . . The committee have purchased a site for Rs. 763 which is quite insufficient. Of the scholars only three belong to Una. Why should not this school be removed to the interior? It is not supplying the wants of Una. The supply of furniture and appliances is very inadequate. . . . The 2nd Master is the only trained member of the staff. . . . Some of the teachers are mere boys who cannot control classes. Five of the six posts changed hands during the year. . . . Physical training is practically nil. . . . The hostel brings the committee Rs. 26 per mensem, and not a pie is spent on it. The remarks as to school buildings are equally applicable here. . . . The school has not cost anything to the committee. The total income from fees has been Rs. 1,134 against an expenditure of Rs. 1,114.' The instruction, the Inspector went on to say, was bad in almost every respect, but he added, considering the circumstances, no better teaching could be expected. The managing committee had failed to provide suitable buildings and equipment and an adequate staff, and had no funds for improvements. It should also be mentioned that the population of Una is only 4,000, and that the other educational institutions include an aided high school under Hindu management and a vernacular middle school."

The Hon'ble Raizada Bhagat Ram asked :—

State of Una
School.

76. "Will the Government be pleased to state the condition of the Una School, District Hoshiarpur, on the date of withdrawal of recognition as regards—

- (a) finances;
- (b) value of movable and immovable property owned by the school;
- (c) the number and qualifications of the staff?"

The Hon'ble Mr. Godley replied :—

"No information regarding the state of the school in April was supplied by the Inspector, but in June he reported that the building, equipment and instructional condition were still unsatisfactory, and that the school was not needed at all in Una."

The Hon'ble Raizada Bhagat Ram asked :—

Levy of fees
in recognised
schools.

77. "Is the Government aware that the circular memo. No. 676, dated the 21st February 1916, issued by the Inspector of Schools, Jullundur, requires the levy of fees in all departments of a recognised school, while the Education Code leaves them a free hand in this matter?"

[Mr. Godley ; Chaudhri Lal Chand ; Mr. Thompson.]

The Hon'ble Mr. Godley replied :—

" The Hon'ble Member appears to have understood the intention of the circular referred to, which drew the attention of headmasters to certain rules in the Education Code bearing on the levy of fees, and pointed out that there should not be undesirable competition between schools in this respect. The question of the scale of fees charged in a school is one of the points considered in according recognition under article 19 of the Education Code, as it is clearly objectionable that an inferior school should try to gain an advantage by underselling its rivals. No objection, of course, is raised to cheap or free education being imparted as a form of philanthropy, which is quite a different matter."

The Hon'ble Chaudhri Lal Chand asked :—

7. " Will the Government be pleased to state—

Employment
of Hindu
Jats.

(a) Whether any, and if so, how many, Hindu Jats have been appointed to, or accepted for, the following posts since November 1915, when the Government was gracious enough to issue a circular letter recommending to the various Heads of Departments a more liberal employment of qualified Hindu Jats in Government service :—

- (1) Extra Assistant Commissioner.
- (2) Tahsildar.
- (3) Munsif.
- (4) Inspector of Police.
- (5) Sub-Inspector of Police.
- (6) Zilladar.
- (7) Inspector of Co-operative Societies ?

(b) The total number of Honorary Magistrates and Sub-Registrars in each district of the Ambala Division, specifying the number of Jats holding these posts ?

(c) Whether in view of these figures the Government will consider the advisability of giving the Jats a larger share ?

(d) How many persons have been accepted for or appointed to the posts mentioned in (a) since November 1915 ?"

The Hon'ble Mr. Thompson replied :—

" (a) Since last November one Jat has been appointed Tahsildar.

" The only vacancies on the list of candidates for Munsifship by selection (Register A) which have been filled since last November belonged to the Lahore and Rawalpindi Divisions. A number of vacancies have recently been filled on Register B of candidates for admission by competition. For this list the minimum educational qualification is a B. A. or B. Sc., and no Hindu Jat was among the eligible candidates recommended by District and Sessions Judges.

" In regard to the Police Department, the Inspector-General reports that no direct appointments to Inspectorships have been made since November last, but he hopes that when the next batch of selections is made it will be possible to select one or two Jat candidates.

" (b) No information is available at head-quarters as to the number of Jats among the Honorary Magistrates and Sub-Registrars in the districts of the Ambala Division. Enquiries will be made, and the information asked for will be laid on the table at the next meeting.

[Mr. Thompson ; Chaudhri Lal Chand ; Mr. Fagan.]

" (c) Government has so far no reason to doubt that Heads of Departments concerned are giving due weight to the instructions issued by Government, and the Lieutenant-Governor feels confident that with the spread of education the number of Jats in the public service will steadily increase. If qualified men are forthcoming, Government would be glad to see the Jat community represented in the Government service in proportion to their importance as agriculturists and soldiers.

" (d) I give below the number of persons accepted for or appointed to the posts, mentioned in part (a) of the Hon'ble Member's question, since November 1915 :—

	Number accepted.	Number appointed.
Extra Assistant Commissioners	25	18
Tahsildars	4	2
Munsifs	3	9
Zilladars	11	...
Inspectors of Co-operative Societies	...	1
Inspectors of Police	...	...
Sub-Inspectors of Police.—Appointments to this post are made by the Deputy Inspector-General, and the information asked for is not available at head-quarters."		

The Hon'ble Chaudhri Lal Chand asked :—

79. " With reference to paragraph 4 of the Government Review of the Report of the Land Revenue Administration of the Punjab for the year ending 30th September 1915, will the Government be pleased to state :—

- The number of Kanungos in the Ambála Division who have been given posts in the district staff in each district during the last one year ?
- The number of men holding posts on district staffs carrying a salary of Rs. 50 or upwards who have been granted extensions after completing their 55 years in each district during the last two years ?
- Whether the Government proposes to issue instructions that men serving on district staffs who have attained the age of 55 shall be required to go on pension ? "

The Hon'ble Mr. Fagan replied :—

" A statement* giving the information required is laid on the table.

" It is not at present proposed to issue instructions in the sense indicated by the Hon'ble Member in extension of existing orders on the subject."

The Hon'ble Chaudhri Lal Chand asked :—

80. " (a) Will the Government be pleased to lay on the table for the information of this Council the income and expenditure of the Hānsi Agricultural Farm during the last three years ?

Kanungos and clerks on Rs. 50 and more in Ambála Division and retirement of clerks on district staffs.

Hānsi Agricultural Farm and experimental farms.

[Chaudhri Lal Chand ; Mr. Maynard ; Mr. Craik.]

"(b) If the figures are encouraging, will the Government consider the advisability of asking the District Boards to open experimental farms in each district?"

The Hon'ble Mr. Maynard replied :—

"(a) A statement* showing the income and expenditure of the Hānsi Agricultural Farm for the last two financial years, for which alone complete figures are available—the farm was only started in January 1914—is laid on the table. It will be seen that the expenditure largely exceeds the income.

"(b) The Hon'ble Member's question shows that an explanation of the true functions of an experimental farm is required to remove a misapprehension. In no part of the world do purely *experimental* farms—as is that at Hānsi—pay : their function is to find out which of many varieties of cultivation, implements, seeds, etc. offering themselves are the best. It is inevitable that not all or even the greater part of these varieties of cultivation, etc., can be successful : but it is impossible to tell which, without the test of experiment. Making these experiments costs money : and it is therefore, as already said, impossible for purely experimental farms to pay.

"Demonstration farms, however, whose function is merely to demonstrate in practice those varieties of cultivation seeds, implements, etc. which experience at the experimental farm has shown to be the best, are entirely different things, and it is probably of them the Hon'ble Member is thinking. They usually pay their way if properly managed and the District Boards of Siālkot and Amritsar deserve credit for their enterprise in instituting such farms : the District Board of Gujrat also has under consideration a proposal to start a similar one. Government will be glad if other District Boards will open similar farms, and will suggest to the District Boards of districts within easy reach of Siālkot and Amritsar that they should depute some of their members likely to be interested to visit these demonstration farms. The decision whether to open such farms or no rests with District Boards."

The Hon'ble Chaudhri Lal Chand asked :—

81. "Will the Government be pleased to state :—

- (a) Whether owing to the pressure of work all the civil appeals of Karnāl District have to be transferred to the Court of District Judge, Ambāla, and that the arrears are still very heavy?
- (b) The number of Civil and Criminal appeals proffered in the Court of, and the Sessions cases tried by, the District and Sessions Judge at Karnāl from Rohtak and Karnāl Districts, respectively, during the last two years?
- (c) Considering the above facts, will the Government consider the advisability of appointing temporarily an Additional District and Sessions Judge at Rohtak?"

Arrears of civil appeals at Karnāl and the appointment of Additional District and Sessions Judge.

The Hon'ble Mr. Craik replied :—

"(a) On 22nd April 1915, in consequence of the heavy pending file in the Court of the District and Sessions Judge, Karnāl and Rohtak, the Hon'ble Judges directed that appeals of the Karnāl District instituted after the date of

[Mr. Craik; Chaudhri Lal Chand.]

receipt of their orders should be disposed of by the District Judge of Ambála who is *ex-officio* Additional Judge of the Karnál District, until further instructions were issued. Such further instructions have not issued as yet and appeals lying to the District Judge of Karnál are being heard by the Additional Judge.

"At the end of July 89 Karnál civil appeals were pending in the Court of the Additional Judge. The number of civil appeals pending at the same date in the Court of the District Judge of Karnál at Rohtak was 297.

"(b) I.—Number of sessions cases tried by the Sessions Judge, Karnál and Rohtak, from 1st August 1914 to 31st July 1916 —

Karnál	46	} Total 99.
Rohtak	53	

II.—Number of criminal appeals preferred in the Court of the Sessions Judge, Rohtak, and Karnál, from 1st August 1914 to 31st July 1916 —

Karnál	637	} Total 1,031.
Rohtak	394	

III.—Number of civil appeals preferred in the Court of the District Judge, Karnál and Rohtak, from 1st August 1914 to 31st July 1916 —

Karnál	225	} Total 1,024.
Rohtak	799	

NOTE.—During the period April 1915 to July 1916, 321 appeals of the Rohtak District, in addition to the above were preferred in the Court of the Additional Judge, the District Judge of Ambála.

"I regret that the exact figure asked for in this part of the question cannot be supplied. The District and Sessions Judge has been asked to send them, and they will be furnished to the Hon'ble Member as soon as they are received. It is often a difficult matter to obtain detailed figures, relating to the work of Courts, for broken periods of calendar years. The question manifestly refers to the period August 1914 to July 1916 since the District and Sessions Court, Karnál, did not exist prior to 1st August 1914.

"(c) It has been ascertained that the Hon'ble Judges have no present intention of proposing the appointment of an Additional District and Sessions Judge at Rohtak. If the pending file of Rohtak sessions cases and appeals were to become unwieldy, assistance could probably be arranged for from the District and Sessions Judges of Delhi and Hissar."

The Hon'ble Chaudhri Lal Chand asked :—

32. "(a) Is the Government aware that in the Punjab Colonies, Ambála Division, generally and Rohtak and Hissar Districts specially have only got a small share of the land allotted by Government ?

"(b) Will the Government kindly state whether it is proposed to reserve some land in the new colonies of Upper Jhelum, Upper Chenab and Lower Bari Doab Canals for military classes of Rohtak and Hissar Districts ?"

Reservation
of land in
colonies for
Ambála Divi-
sion military
classes.

[*Mr. Maynard.*]

The Hon'ble Mr. Maynard replied :—

“ (a) In allotting land in the Punjab colonies to the peasants of the different districts, the prime consideration was the relieving of congestion. The bulk of the colonists were selected where the pressure of population was greatest. Since the pressure was greatest in the central divisions, it is from there that most of the grantees were drawn. In the Ambála Division the congestion of population was less and the size of holdings greater. Mainly for this reason, but also partly because men from distant districts were not likely to settle down as resident colonists, the Ambála Division has received only a small share in the distribution. I was serving in the Ambála District when the colonists for the Lower Chenab Canal Colony were being selected : and I recollect that my men made for themselves a bad reputation in the colony because of the facility with which they were discouraged by the difficulties of the distant colony and the numerous instances in which they threw up their holdings and returned to their homes.

“ (b) Of the 175,000 acres of land destined for allotment to meritorious soldiers, the Military authorities will have the disposal. There is no reason to apprehend that meritorious soldiers of the Rohtak and Hissar Districts will be treated otherwise than those of other districts in the Punjab.”

PUNJAB DISTRICT BOARDS (AMENDMENT) BILL.

The Hon'ble Mr. Lumsden :—“ Your Honour,—I beg to present the majority report of the Select Committee appointed at the last meeting of this Hon'ble Council to consider and discuss the Bill further to amend the Punjab District Boards Act, 1883. As this report has now been in the hands of the Hon'ble Members for some days, and as no doubt they have employed the interval in acquainting themselves with its contents, I think it will be preferable if instead of repeating the report verbatim I give a very brief sketch of the history of the Bill which I hope will explain both how the Bill was introduced and why it is now being withdrawn.

“ The Bill as far as this Province is concerned had its origin in a recommendation made by the Royal Decentralisation Commission. That recommendation was based not on theory but on facts. Under the Madras Local Boards Act that Presidency possesses a provision almost identical with that which it was proposed to introduce into the District Boards Act of this Province by means of this Bill ; that is, a provision enabling any individual District Board which thought it advisable to levy a special cess for the promotion and construction of light railways likely to benefit that district. It was pointed out that so far as Madras was concerned it is practically certain that, had it not been for this provision, there would not only have been no branch line railways, but that there would have been very little prospect of obtaining any in the near future. As matters stand, the District Boards of Madras now occupy an enviable position. Some of them are able to finance the whole of such schemes themselves ; others by means of the security which the cess affords have been enabled to negotiate for constructions on most favourable terms. All this has been achieved, it is understood, without a single complaint being made that that cess was found to be a burden. With these results to go upon, a wide field for similar enterprises in this Province and a land revenue less than

[Mr. Lumsden.]

one-quarter of the rent of the land, it is no matter for surprise that this Government gladly assented to the proposal that action should be taken to secure similar opportunities for the District Boards of this Province.

"Before the Bill was introduced into this Hon'ble Council the proposals were submitted for the consideration of the District Boards and District Officers. A considerable majority expressed themselves in favour of these proposals, and accordingly the Bill was drafted embodying the two conditions which had been laid down; namely, that the Bill should be purely permissive and, secondly, that it should be hedged about with adequate safeguards against anything in the way of hasty or inconsiderate action. In deference to the wishes of certain Hon'ble Members of this Council, the Bill was re-submitted for consideration to District Officers and District Boards. This second reference has not produced any results of much interest. It has as a general rule confirmed the opinions already expressed. One or two District Boards were definitely opposed to the Bill; one or two others stated that they had no intention of making use of the Bill as regards their own districts, either because they had already a sufficiency of railway communications or because they considered that the Bill was not suited to their local requirements. The majority, however, again approved the measure. The Bill was then referred to the Select Committee. When the Select Committee met the non-official Members representing the District Boards of the Province intimated that they were unanimously opposed to the Bill. This was rather surprising in view of the previous opinions expressed both by the District Boards themselves and by the public generally. A lengthy and interesting discussion ensued, after which the non-official Members asked for permission to adjourn for 48 hours to enable them to discuss *inter se* the various arguments which had been put forward in support of the Bill. At this stage I may express my grateful thanks to those non-official Members who at some personal inconvenience had to extend their stay in Simla by two days in order to give the Bill every chance. When the Select Committee re-assembled the non-official Members explained that though they had given the most careful consideration to what had been said at the previous meeting, they found themselves unable to withdraw their opposition and accordingly the report was drawn up and signed by them.

"It will be observed from this report, which is now under the consideration of Hon'ble Members, that the important objections to the Bill are based on the incidence of taxation, and the fact that the District Boards are not generally in a position to run in a satisfactory manner enterprises of a technical nature. With these objections is coupled an apparently profound distrust of their brethren on the Boards. Having regard to the exhaustive safeguards which the Bill provides, it must be confessed that this latter factor has caused me some surprise. I can only assume, in view of the enormous preponderance of non-officials on the Boards, that my honourable friends were afraid that there was not a sufficiency of official leaven to leaven the whole lump. However natural, and I might almost say laudable, that anxiety may be, I do not think it is in the circumstances of the case well founded. Whatever failings and faults the Punjabi zamindar may have, he possesses one virtue, also attributed to my fellow-country men in far off Scotland: he is extremely careful about any matters which concern his own pocket. In these circumstances, I find it difficult to believe that three-quarters of the members who themselves are the first to suffer from the imposition of the cess, who have after an interval of six months to confirm their decision, would be likely to be led astray by the solicitations of 'one or two active spirits.' I do not propose, in view of the decision arrived at by Government in regard to this Bill, to discuss at any length the other reasons advanced by the Hon'ble non-official Members for their opposition in regard to the Bill. Without in any way desiring to minimise their force I am convinced that these arguments are in no way unanswerable, and although I make no pretensions whatever to a

place among those dangerous active spirits mentioned in the report, and although I feel confident that even an active spirit would find it difficult to work any havoc in this august assembly, I have some hopes that even at this stage I could, by dint of careful explanation, secure the support of the majority of the Hon'ble Members of this Council. If my Hon'ble friends on the Select Committee will permit me to say so, it is not so much the cogeney of their reasoning that has led Government to come to the decision to withdraw the Bill, but the fact that the representatives of the local bodies chiefly interested have come to a unanimous decision adverse to the Bill.

"Many of the advantages of this Bill are obvious. Such matters as economic development of rural areas, increased financial independence, the possibility of new sources of revenue, and a probable reduction in the charges for the maintenance of roads,—all such advantages present themselves to the most casual observer. But there is one aspect of this Bill which, though fully recognised by Government from the beginning, has, I fear, been generally overlooked by the public and the District Boards, namely, the enormous educative value this Bill possesses. I say *generally* overlooked, because several of the District Officers have remarked on this, and one of the Anglo-Vernacular papers in a thoughtful article on the Bill justified the measure largely on the ground that it would prove a pioneer to *swadeshi* enterprises. We hear a good deal both on the platform and in the Press of the urgent need for further advances in the direction of local self-Government. The suggestions made are noticeable chiefly for their variety, many of them are wild, most of them vague, while all of them carefully overlook the essential, if inconvenient fact that there can be no true life or vitality among self-Government institutions unless any extension is accompanied by a readiness to assume the additional burdens which such extension inevitably entails. Now the present Bill, judged by any standard, provided a definite and marked advance in the direction of self-Government and Government regarded this fact as one of the strong arguments in favour of the Bill. When such a Bill is deliberately and unanimously rejected by the accredited representatives of the vast majority of this Province what conclusion can be arrived at but this, that if any genuine desire—and I mean by genuine a desire which is not limited to the enjoyment of privileges, but recognises and is prepared to shoulder responsibilities—I say, if any genuine desire for self-Government, exists in this Province, it must, far from being universal, be confined at the present time to a numerically insignificant portion of the community.

"Government considers that this Bill possesses advantages economic, financial and educative, and believes that it would have been of benefit directly or indirectly to the whole Province. Government cannot, therefore, but regret the decision arrived at by the majority of the Select Committee, that so far as this Province is concerned the time has not yet come for the introduction of such a measure. But having regard to the fact that the representatives of the bodies which the Bill is intended primarily to benefit have unanimously come to the conclusion that the benefits to be derived from this Bill are not commensurate with the burdens it imposes, Government has no intention of forcing the measure on the community.

"With these few remarks, I beg, with Your Honor's permission, to move that the Bill be withdrawn."

The motion was put and agreed to.

RESOLUTION RE TEACHING AND STUDY OF VERNACULARS.

The Hon'ble Khan Bahadur Mian Fazl-i-Hussain:—"Your Honour, the resolution, of which I gave notice under the rules for the discussion of matters

[*Khan Bahadur Fazl-i-Hussain.*]

of general public interest in the Legislative Council of the Lieutenant-Governor of the Punjab, was very kindly admitted by you, and now I beg to move as follows :—

“ This Council recommends to His Honour the Lieutenant-Governor that a Committee, including non-officials, be appointed to enquire whether the teaching and study of vernaculars in our schools are on a satisfactory basis, and if not, what defects exist, and what are their causes and remedies, more particularly in regard to the methods of teaching, preparation of text-books, and the time devoted to the imparting of instruction in vernaculars.”

“ In order to avoid misapprehension, it seems to me desirable to explain the meaning of the resolution. The term ‘ Vernaculars ’ does not mean Urdu only ; in this resolution, as in the Punjab Education Code, it stands for Urdu, Punjabi and Hindi. I want also to make it clear that it does not include classical languages—Sanskrit, Arabic and Persian. I have not included the classical languages in my resolution, because the vernaculars occupy a unique position which the classical languages in this Province at least do not ; and by far the largest number of pupils never learn a classical language, while all have, to learn a vernacular ; because, during the first few years of a pupil’s school career, he learns no other language than his vernacular ; and the importance of laying a good and sound foundation in education as in construction of buildings cannot be over-estimated ; again, because in a system reforms can be effected only gradually, and if the scope of enquiry is very wide, there is considerable difficulty in dealing with numerous issues that arise ; and lastly, because a big and ambitious scheme, very often, is shelved or falls through, because it is very big and very complicated. It seems to me that if pupils possess a good knowledge of their vernacular, they are very likely to acquire a good knowledge of other languages, including English, more rapidly, and it seems to me that having once become possessed of a vehicle of thought they will be in a position to import and export ideas more efficiently and economically.”

“ Now what is meant by the expression ‘ Schools ’ ? So far as this resolution is concerned, obviously the institutions where the vernaculars are taught—and these are simply Primary Schools and Middle Schools. The High Schools do not come in—for the vernaculars do not constitute a ‘ compulsory ’ subject in their curriculum. They constitute to use a rather regrettable expression, ‘ optional ’ subjects. The meaning of ‘ optional ’ subject is that you can fail in this subject with impunity, without failing in the examination of which it forms a part. So far as the Matriculation Examination is concerned, not more than half the students take up a vernacular as an optional subject. Therefore I have considered it but right to exclude the High Schools so far as the present discussion is concerned. I have just to mention that this resolution concerns a very large number of pupils who are now receiving instruction in our schools. My figures are taken from the Report on the Progress of Education for the year 1914-15.

In the Lower Primary standard there are ... 2,66,000 pupils.

In the Upper Primary standard there are ... 66,000 pupils.

In the Middle Department there are ... 33,000 Pupils.

3,65,000 in all.

Of these only 18,800 read English as well. This will show the importance of the subject irrespective of the question of English or the medium of teaching to be used for the purpose of imparting instruction in English. In other words, what I want this Council to do is to recommend to His Honour

[*Khan Bahadur Farid Hussain*]

that a searching enquiry be made to find out whether with reference to 3,65,009 pupils that are supposed to be receiving efficient instruction in vernaculars, we are really doing what we are expected to do, whether the study and instruction imparted in these schools are on a satisfactory basis? There is just one point more on which I want to make my position clear—the question of the medium of instruction so far as other subjects in the scheme of studies are concerned. This question presents some difficulty no doubt, but I am not at present concerned with Lord Macaulay's memorable minute of 2nd February 1853, upon which the celebrated Resolution of the Government of India is based, nor am I inclined to discuss Lord William Bentinck's policy, nor the views expressed by experts and amateurs during the last decade for the very simple reason that the question does not arise so far as my resolution is concerned. In the Primary Department and in Vernacular Middle Schools, there are about 3½ lakhs of pupils, and obviously there the question of medium of instruction does not arise; and in the case of Anglo-Vernacular Middle Schools, already the medium of instruction is vernacular in all classes but the last—3rd Middle; and for the purposes of this discussion the matter is of no consequence, firstly, because the number affected is not more than three thousand or so, and, secondly, because, if during the first seven years the teaching and study of vernaculars are on a satisfactory basis, it is quite immaterial whether during the 8th year vernacular is used as the medium of instruction or not.

“Your Honour, I hope I have made clear what the subject matter of my resolution is by pointing out what falls within its scope and what does not. Now I propose to say a few words as to the Government policy regarding matters educational. As to primary education, it is definitely laid down that adequate arrangements should be made to meet all the demand for it. The Punjab Government has gone even further and called upon its officers to create demand, by encouraging and even persuading people to send their children to schools. Your Honour has always welcomed the great expansion of educational institutions that has recently taken place. It stands to reason that an ignorant citizen is an economic loss to his country and the Government, and it is in the interests of the country and its Government that the youthful citizens receive adequate education, develop the necessary wish to live well, and in consequence learn to exert themselves to secure the wherewithal of a healthy comfortable life. Education, and education alone, can create that divine discontent which leads to the economic efficiency of the citizen, and eventually enables the country to take its proper place in the civilised world.

“As to secondary and higher education, let the demand grow in volume and intensity, and I have no doubt that the Government will continue to be willing and even anxious to help in making arrangements to satisfy it.

“I have, Your Honour, made this digression, because even the repetition of your oft given assurances is encouraging and helpful, and I am sure we all very deeply appreciate the keen desire on the part of Your Honour's Government to do all that can be done for the real educational advancement of the Province. In 1912, when reviewing the Quinquennial Report, Your Honour was very naturally struck by the rapid increase in the number of pupils attending Primary Schools. In the educational reports for the following years it is gratifying that the rate of increase has been, if anything, more rapid. To adopt Your Honour's mode of marking the growth of primary education—out of every 100 boys of school-going age, in 1882, only 6 went to school; in 1907, 13 went to school; and in 1912 as many as 17. In 1914 the number rose to 22, and in 1915 we find that the number rose still further to the figure of 24. Ordinarily this would mean that instead of coming across one possessor of the three R's, you would find now four. If this were so, I venture to submit you would have every reason to be very proud of the educational advancement that

[*Khan Bahadur Fazl-i-Hussain.*]

these increases show, but I am afraid I cannot say that this really is the case. Out of 3,32,000 pupils in the Primary Schools, 2,66,000 are in the Lower Primary stage, and I have a suspicion that not more than 20 per cent. of these really qualify themselves as having passed the 3rd Primary class examination. In other words, I believe that the large numbers that we find in the Lower Primary classes do not go beyond the first and second year of their school life. In the Upper Primary Department, there are only 66,000 pupils, and of these about half go up to the Middle Department, and as for the High Department barely one-fourth of those in the Middle Department strength reach it. In other words, only 9,000 out of nearly 4 lakhs of pupils are in the High Department qualifying for the Matriculation Examination. If the figures for four years, 1905, 1912, 1914 and 1915, we find the number of pupils in different stages, *i.e.*, the High stage, the Middle stage, the Upper Primary stage and the Lower Primary stage, is as follows:—

“In 1905 in the High stage there were 4,767. In 1912 it is gratifying to note the number rose to 7,467, in 1914 to 8,000, and in 1915 to 9,000. This is the number that is receiving higher secondary education in the schools. So far as the Middle stage is concerned, in 1905 there were 18,376; in 1912, 27,169; in 1914, 30,000; and in 1915, 33,000. In the Upper Primary stage in 1905 there were 35,916; in 1912, 51,426; in 1914, 61,000; and in 1915, 66,000. In the Lower Primary stage there were in 1905, 1,33,028; in 1912, 2,19,903; in 1914, 2,60,000; and in 1915, 2,66,000. That is to say, it is the Lower Primary stage which swells the numbers. Is it to be considered as imparting education, *i.e.*, giving some literacy to the persons concerned and effecting some sort of change? By some sort of change I mean, well, you can see that a man who has been for three years in a school is a better man than the one who has not been to school for the same term,—whether there has been an appreciable change in his efficiency, in his economic efficiency, in his efficiency as a citizen of the State. Now how does the Lower Primary education stand? For it is there that we find that quite 75 per cent. of the pupils begin and end their educational careers. Now we all know how keen the Departments are on the question of efficiency, but it is generally left to an amateur or one fresh to the work to see when things are not as they ought to be. I will not venture to pass an opinion on the efficiency of these schools myself, but will quote Mr. Wathen, Inspector of Schools, at the time. He says—‘Of the quality of teaching generally in Primary Schools it is difficult to form an estimate. *Efficient they certainly are not*, but when sometimes a teacher has to struggle manfully with some forty boys, whose ages range from sixteen to four and whose capacities vary accordingly, and when some of the boys are not even capable of flicking the flies from their faces, it is a cause of wonder, not that they are well taught, but that they learn anything at all. However, the teacher by an unconscious application of Montessori methods and by a generous use of the rod does after five years send out from his school boys who have a tolerable knowledge of the three Rs.’ Many boys it appears who leave school after three years soon forget to write anything but their names. But these have been sent to school, because the school provides a cheap and handy nursery.’ Now, Your Honour, is there any good in the Lower Primary instruction for over two lakhs of pupils? For the gift of being able to write one’s name is of doubtful advantage, and a thumb impression has been judiciously pronounced to be in every way a safer and superior method of connecting one’s self with what is written above it. The only justification given by Mr. Wathen is that the schools provide a ‘cheap and handy nursery.’ This remark, which has the beauty of being ingenious as well as ingenuous, is worthy of careful consideration. This ingenious explanation shows that the economic conditions prevailing in villages are such that they admit of even the conception of a nursery, while as a matter of fact an Indian child in a village ordinarily grows up more or less in the state of nature—altogether unrestrained by human in-

[Khan Bahadur Fazl-i-Hussain.]

interference. The expression 'cheap and handy nursery' also shows that the Inspecting Officer was not fully cognisant of the value of money as understood by the village folk, for the whole of the village constitutes but one nursery, and no supervising nurse is needed to hold charge of it. But there is a great deal of truth underlying this remark. It is this. Can you seriously say that the teachers employed in these Primary Schools are efficient? Can it possibly be said that they are efficient? If not, can it be seriously maintained that with their qualifications and their pay they can reasonably be expected to be efficient? The Director of Public Instruction is fully cognisant of the fact that over and above the pay these village school teachers get, they have no other means of eking out their subsistence, as are generally supposed to be available to other branches of service like those of Patwaris, subordinate police officials and even Ahlkars in Courts; and does he recognise the fact that 99 per cent. of his teachers would leave his department for any other of the departments maintained by Government on smaller pay, only if afforded the chance to do so? My point is that these schools if they are but nurseries in the sense used by Mr. Wathen, they should be called as such, and let the people know that they are but nurseries, and you will find that they are soon deserted, and the number of three lakhs will possibly dwindle down to one-tenth of what it is now. The villager, as has been once before remarked in this Council to-day, is not quite a fool. He knows that if by sending his boy to school, say, for three or five years, he gains thereby in the sense that that man is going to be economically a good investment, he will do it, but not otherwise. I contend that the villager will find some use even for the archin who cannot flick flies from his face. I think the educational movement is in serious danger of receiving a severe check and becoming more than ever unpopular if the villagers find that when they have spared their children from work for three or five years in the hope that the immediate loss will be made good by an increase in their future economic value, in their earning capacity, a hope which is quite reasonable and natural, and that there is no return for the money spent, surely the educational movement will receive a set-back. Under these circumstances, is not the Hon'ble Member-in-charge, in the interests of the present efficiency and future advancement of primary education, inclined to have this matter enquired into? Can he say that all is well and satisfactory? Can he explain why in his Primary Department out of three lakhs and thirty thousand pupils, only one-fifth are in the Upper Primary Department? Is it because these institutions are not efficient? I simply want to know. I have looked in vain into the departmental reports for enlightenment. My object is to find out whether our much-vaunted progress is real. What I have just said, I venture to think, establishes a *prima facie* case for a careful investigation into this matter.

"Now let me approach the Middle stage of education on the vernacular side. We notice that the standard of knowledge is not at all commensurate with the amount of time spent. The products of our schools are not as good as they used to be—this is the general complaint. How far the deterioration has gone it is very difficult to say, but it can hardly be said to be unexpected, inasmuch as the fall in the efficiency of the Primary Department was bound to be reflected in the Middle Department; and that in course of time will produce less efficient teachers, and thus things will tend to grow worse rapidly.

"Now let us for a moment examine the Anglo-Vernacular classes—the two Upper Primary and the three Middle classes. Here the study of vernaculars is in a most awful plight. In order to determine the position which the vernaculars should occupy in the scheme of studies in Anglo-Vernacular Schools, it should be remembered that the products of these schools are to act as channels for the inflow of western culture and thought, and this is the reason why the Indians want these schools to afford a good knowledge of English. Now it seems to me that when our object is that the products of these schools should

[*Khan Bahadur Fazl-i-Hussain ; the President.*]

through the medium of their vernaculars bring western knowledge to the Indian mind, how can any scheme of studies, which does not safeguard the achievement of this object be considered suitable? Let me just for a moment try to give you an impression of the knowledge of an average matriculate. He cannot write a fairly accurate letter in his own vernacular, and mistakes of expression and grammar one might have overlooked, but there are howlers of spelling, and the handwriting is something shocking. Very frequently he is not able to mend his own pen: and this is the man who without any further knowledge of his vernacular is expected to enrich it with all the sciences of the West. I may here remind the Hon'ble Members that the learning and teaching of vernaculars come to an end with the school course. The case of one who has been reading for his Bachelor or Master's Degree is still more deplorable. He has been for four or six years improving his knowledge of English, and laboriously gathering the store of western knowledge, and by the time he takes his Bachelor's or Master's Degree, his knowledge of his vernacular has, if anything, deteriorated, and the things have come to such a pass that his weakness is in evidence in official records that are prepared by Government officials. I am sorry my friend the Hon'ble Pundit Sheo Narain is not here to-day, otherwise I feel sure he would have given my resolution not only his weighty support, but also cited many specific instances of the howlers in the current judicial literature in vernacular, as he is gifted with a wonderfully retentive memory for them. My own intimate knowledge of the Punjab students enables me to say that things were bad enough fifteen years ago, but they are certainly worse now. I have been hearing this complaint for a number of years, and that was the reason why I sent in this resolution from the solitudes of Salogra, but I must confess that till the publication of the resolution I was not at all aware that the complaint is so very general and so keenly felt. The English Press has extended its sympathies to the Resolution, and the Vernacular Press, possibly from interested motives, has given it quite an ovation. If any more evidence is needed to establish a *prima facie* case for an enquiry, it is forthcoming from the Hon'ble Member-in-charge. In connection with the Educational Conference held in Allahabad in 1911, in his note on the Differentiation of the Curriculum in Secondary Schools, he wrote:—“In the Punjab scheme of studies one-third of the school time is assigned to English. The subsidiary subjects, except Mathematics, are of small account in comparison.” And again: “The supremacy of English must continue so long as a knowledge of the language is not merely a key to Government service and well paid private employment, but to the learning and literature of western countries.” This is to my mind a clear confession of the charge that I am bringing against the present state of affairs. I may mention in passing that the knowledge of the language by means of which the learning and literature of western countries are to be made accessible to the people is not given the importance which it deserves; in other words, the poor vernacular has been looked down upon and this is the charge I bring not only against the Government, but also against the people. It is fairly obvious that the general principles of hygiene and sanitation if known to the fifty thousand or so, who will be distributed over thickly-populated areas in towns, will be of no avail to the masses. Any scheme of studies for our schools which fails to give the forefront seat to the vernacular stands to my mind self-condemned. I have turned to the Annual Report of Progress of Education in the Punjab, but have not been able to detect any reference therein which would show that the subject is treated as one of some importance. Vernaculars have suffered from condemnable neglect on the part of all concerned, and now we have begun to reap the harvest of our mistakes. Even now it is time to put our house in order.”

His Honour the President:—“The Hon'ble Member's time is up.”

[*Khan Bahadur Fazl-i-Hussain ; Khan Bahadur Yusuf Shah ; Mr. Godley.*]

The Hon'ble K. B. Mian Fazl-i-Hussain :—" I will conclude my remarks, and beg to move as follows:—

"That this Council recommend to His Honour the Lieutenant-Governor that a Committee, including non-officials, be appointed to enquire whether the teaching and study of vernaculars in our schools are on a satisfactory basis, and if not, what defects exist, and what are their causes and remedies, more particularly in regard to the methods of teaching, preparation of text-books and the time devoted to the imparting of instruction in vernaculars."

The Hon'ble Khan Bahadur Khwaja Yusuf Shah :—" Your Honour,—I rise to support the main points of this resolution. In doing so it reminds me of my school days when English and Vernacular languages were taught simultaneously from the lowest form, when the study of our languages was sensibly followed. What was the result of all that? Vernaculars being easily grasped by the Indian mind, most of the people were well versed in them, thus there existed to a certain extent a common medium of expression amongst our people. Books were written and translated, songs composed to keep alive the cherished traditions of our land. Turning from that page of our history to the present day what a change do we find? Books and compositions apart, we now come across degenerate handwritings, slovenly passages, and in majority of cases men who can neither write a decent letter nor express their ideas in their own vernaculars. I have seen young men talking to their old and uneducated mothers and thrusting in English words to express their ideas. The reason is too obvious. Our vernacular study stops with the Middle standard, the foundation is weak, and hence the inability of most of our young students to express their ideas in their own languages. Little do we conceive of the immediate effect of this lack of proper training. It crushes the desire of appreciating new compositions in the vernaculars, and explains why in spite of the efforts of the Education Department to produce vernacular books, the results are not satisfactory. This shows, as the Hon'ble mover has put it in his resolution, that some defects exist in our methods of teaching, preparation of text-books, or the time devoted to imparting instruction in vernaculars.

"Now when it is said that young men in their manhood often throw their vernaculars aside, and that this fact shows the uselessness of their early study, it is much more true to say that it shows how completely the literature of our land would be forgotten, if our system of education did not keep up the knowledge of it. But it by no means shows that system to be useless, unless it followed that when a man laid aside his vernacular books, he forgot also all that he had ever gained from them.

"All this supposes indeed that vernacular instruction should be sensibly conducted. In order to carry out this resolution, and make it of an immediate practical use, I would, however, suggest a slight modification,—which, I hope the Hon'ble mover will readily accept,—that instead of appointing a committee, Government may be requested to refer this important matter to the Educational Conference, which I understand the Education Department is going to review sometime next winter, to which non-official members who generally take interest in the cause of education have always been invited. With this modification, Your Honour, I strongly support this resolution as it now stands.

The Hon'ble Mr Godley :—" Your Honour,—I am sure that most, if not all, of those who have to do with educational work in this country would agree with the Hon'ble Member that a thorough study of the vernacular is essential to sound education. There are, of course, people who believe that too much time is devoted to language teaching at present, and that some of this time might be given to forms of industrial training. But the fact remains that the learning of a language is universally accepted as fundamental to education, and it is a truism to say that one language, the home language for choice, ought to

[*Mr. Godley.*]

be learnt before other languages are attempted. I am afraid that I am unable to follow the Hon'ble Member's arguments about school attendance. This does not seem to have much bearing on the particular question of learning vernaculars. He draws attention to the fact that the period of school attendance is often very short in this Province, and that a large number of pupils learn little. I can assure him that this phenomenon is not limited to Punjab students. It is also to be found in other Provinces, and the period is, I believe, shorter in some of them. I fully recognise that longer school attendance is essential. It is certainly discouraging to find that the figures of literacy are so small, when compared with the figures showing the progress of education. But improvement will come in process of time. The Hon'ble Member has alluded to the predominance of English and to the way in which the vernacular has lost its former place. I may point out here that the best schools on which advanced instruction in the vernacular is given are the Vernacular Middle Schools, which are also the most unpopular. The Indian school boy has a great deal of trouble with languages. He starts with the study of a vernacular, but as he goes on to the higher classes the medium of instruction becomes English, because this is the only highway to Government service and to the knowledge of the literature of the West. His lot compares unfavourably with that of the English school-boy. But even in England, with only one language and one character to learn, the complaint is occasionally heard that boys complete their education without obtaining an adequate knowledge of English. So that it is not surprising that in this Province, where there are conflicting languages and vernaculars, the boy's knowledge of the vernacular is said to be insufficient. The Indian school boy has, in short, a hard time of it, and it is not so much a surprise that his knowledge is insufficient, as that he comes so well out of the ordeal which I have described. I have no doubt too that most people would agree with the Hon'ble Member that the teaching of the vernaculars in schools is improvable, that better teachers are wanted, and probably also that the knowledge of the vernacular is inferior to what it was formerly. These are points on which there cannot be much difference of opinion. As regards the deterioration, if it exists, possible reasons can be given for it. In the first place there is the fact that the quantity of teaching—the number of schools and pupils—has very largely increased in recent years. It is quite possible that one consequence has been a falling-off in the quality of the instruction, because good teachers are scarce. But perhaps a more probable reason is this: the teacher of the old school was more or less a specialist in one language, while the teacher of the modern type is expected to know a number of different subjects and to be versed in the methods of teaching them. The old-fashioned teacher knew one language well and taught it thoroughly, and the pupils probably learnt it well. Then we have the competing claims at the secondary stage of other subjects. As there are so many new developments in the teaching of Science, Geography, etc., the vernacular perhaps is less carefully studied than it was before. While such explanations can be given, I do not wish to be understood as disagreeing in any way with what the Hon'ble Member has said about the importance of the vernacular and the need of improving the teaching of it. On the other hand, when he suggests that a Committee should take this question in hand and endeavour to find a remedy, I am doubtful whether the method is the right one. We should, I think, have more evidence to go upon—some previous discussions in the press or elsewhere. The Hon'ble Member says that the Press has welcomed his resolution, but we might expect the subject to have been discussed previously to the resolution being proposed, not after, and I have not noticed any discussion in newspapers or educational periodicals, nor has the question been broached in the various "Headmasters' Associations of the Province. I think that the appointment of the proposed Committee should be preceded by discussion; and that at the present time it would be premature. I would suggest therefore that the resolution should be amended to the effect that the question should be placed

[*The President ; Khan Bahadur Yusaf Shoh ; Khan Bahadur Fazl-i-Hussain.*] before a General Educational Conference in the first instance. We should then be able to test opinion, and find out what those who have had actual experience of the subject are thinking. The question of an improvement of the teaching of the vernacular in schools of course opens a very wide field of investigation. As the Hon'ble Member is aware, the teaching of the vernacular is the chief duty of the primary school teacher, and most of his time is devoted to it. An enquiry would involve a large number of problems. Thus the proposed Committee, if it were fully to perform the task allotted to it, would have to visit some of the Primary schools, inspect a Normal school, examine methods of teaching, and so forth : in fact the problems set before it would be very numerous and difficult to solve. What is apparently wanted now is some definite line of enquiry which the Committee, if one is necessary, could pursue, and this might be indicated by the deliberations of an Educational Conference. I am sure that Government would welcome any recommendations and advice which the Conference might have to offer."

His Honour the President :—"Can the Hon'ble Member suggest an amendment of the resolution?"

The Hon'ble Khan Bahadur Khwaja Yusaf Shah :—"Your Honour I have already suggested an amendment of the resolution to the Hon'ble Member that the appointment of the committee should be preceded by the General Educational Conference. I hope the Hon'ble Member will accept it."

The Hon'ble Khan Bahadur Mian Fazl-i-Hussain :—"I am very grateful to the Hon'ble Member in charge for the reception he has given to this resolution and for his acknowledging that there are very serious defects, and that all is not well with Primary education. He has pointed out that it would be better if a General Educational Conference precedes the appointment of a committee and expresses its opinion on the subject of this resolution. I fully realise the importance of the subject, and in view of that I am perfectly willing to amend the resolution as desired. I would place the amended resolution for the consideration of the Council—

"That this Council recommends to His Honour the Lieutenant-Governor that a General Educational Conference be summoned to report whether in their opinion the teaching and study of vernaculars in our schools are on a satisfactory basis, and, if not, whether a committee should be appointed to report what defects exist and what are their causes and remedies, more particularly in regard to the method of teaching; preparation of text-books, and the time devoted to imparting instruction in vernaculars."

The motion in its amended form was put and agreed to.

ADDRESS BY HIS HONOUR THE PRESIDENT.

His Honour the President :—"In closing the Simla Session, a practice for which I must accept responsibility, I should like to say something to you regarding affairs in the Province. They are fortunately so satisfactory that I need not take up much of your time. I will begin with the weather and the crops—two subjects which especially at this time of year force themselves on our attention.

"When I last addressed you at the Budget Meeting in April the agricultural situation was serious and in some districts critical. The spring harvest was little more than half the normal in outturn and the scarcity of fodder for cattle over most of the Province was acute.

"Fortunately the old stocks of grain were large owing partly to the Government restriction on export, partly to the high rates of freight. Hence in spite of the poor yield prices have remained easy, and though they have

[*The President.*]

lately shown a tendency to rise owing to the renewed demand for export they have not yet risen to a pitch likely to cause economic distress. Government is, however, carefully watching events, and if the situation demands it—which is not, I think, likely—I should have no hesitation in proposing to the Government of India measures similar to those which last year produced such salutary results in checking rash speculation and steadying prices. The fodder question was a more difficult one to tackle, but I think the action of Government in allowing concession rates—about $\frac{1}{4}$ th of the ordinary rates—for carriage of fodder by rail in 16 districts of the Province, has been successful in preserving the lives of hundreds of thousands of cattle and saving the people from enormous losses of their most indispensable form of capital.

“ I doubt if people are generally aware of the wide scope and great magnitude of the operations : altogether several millions of maunds of fodder were imported at concession rates and sold at rates averaging about 45 seers per rupee. The single station of Rohtak imported 900,000 maunds, Hissar 500,000.

“ The cost of the concession to Government in making up to the Railways concerned the difference between the concession rates and the ordinary rates amounted to over 20 lakhs for the Punjab alone. However, the money was well spent, and Government finds an ample reward in the gratitude of the people and in the knowledge that they are now in a better position to take advantage of the present bountiful monsoon.

“ We all anxiously awaited this monsoon hoping it would make up for last year's failure, and in spite of gloomy official prognostications it has so far fulfilled our highest expectations. Those of us who had the good fortune to travel through the Province within the last month have never seen better promise of abundant fodder and of copious harvests.

“ The Kharif crop is now practically assured over most of the Province, and given a parting visit from the Bay monsoon this month the Rabi sowings should break all previous records. Perhaps I may claim the privilege of an old Settlement Officer and repeat my advice to the Punjab zamindars that they should take advantage of the abundance of grass and fodder crops—which so often go to waste in a season like this—to lay up a store against future lean years.

“ Another matter on which the Province is to be congratulated is the total disappearance of plague. This year the deaths from plague have so far been only a few thousands. Last year in the first half of the year they were over 200,000. There have been practically no cases now for 5 or 6 weeks beyond a few in Rawalpindi and Gurdaspur, and this gives us reason to hope that even if the epidemic reappears in the cold weather it will be in a mild and limited form. Unfortunately, as usually happens at this time of year, cholera has broken out in various parts of the Province, and has already claimed about 1,000 victims, but the causes of and remedies for the epidemic are well known, and though the outbreak causes alarm, it soon succumbs to prompt treatment.

In regard to the political situation I am in a position to say that it is more satisfactory now than at any time during my term of office. I do not think this tranquillity can be regarded as the stagnation or sullen apathy produced by special measures of repression or coercion. Those measures as you know were applied in the interests of the public to crush the terrorist or revolutionary movement organised by a small section of returned emigrants and their adherents in the Central Punjab, and to extinguish the sudden flame of disorder in the South-West Punjab. They were supported by all who had the welfare and good name of the Punjab at heart, and they consequently met with prompt success.

[*The President.*]

As regards the South-West Punjab you have heard to-day in reply to questions of an Hon'ble Member that the improvement in the relations between the two communities has been so marked—as shown by settlement of accounts through arbitration, by the absence of serious crime and in other ways—that the punitive police imposed on the offending villages a year ago have now been removed. There is every reason to hope that the improvement is permanent, and I take the opportunity of acknowledging the admirable work of reconciliation which has been effected since my visit to Jhang and Muzaffargarh last November by the combined efforts of the local leaders of both communities and of the officers of Government. Of the revolutionary conspiracy in the Central Punjab I think we can safely say that it is dead; and though it would be unwise to assume that all those who returned to the Punjab some two years ago to raise the standard of rebellion and anarchy have given up their insane and criminal ideas, there is good reason to believe that the exemplary punishment of those who were convicted in the conspiracy cases, and the hopelessness of an enterprise which the people of the Punjab repudiated with horror or contempt have restored the great majority to sanity and wisdom. We are, accordingly, now that the outlook is clearer, steadily pursuing the policy of releasing the men who were interned under the Ingress Act or the Defence of India Act as dangerous to the public safety. In April I was able to tell you that out of a total of 292 persons interned, only 134 were still under confinement. Since then the number has been reduced to 92 and by the end of September it will have been further reduced to 70. I may explain that the men interned are periodically visited in jail by experienced officers, and if it appears that they have abandoned their criminal designs and are likely to settle down in their old homes as peaceable citizens recommendations are made for their release. Government is only too glad to accept these recommendations, even though a certain risk is involved, trusting to the influence of their surroundings and relations to complete the cure.

In regard to other forms of crime the position generally is this. Last year owing to the political unrest, scarcity, and high prices, there was a substantial increase in offences against property, though curiously enough, there was at the same time a marked falling-off in serious offences against the person—murder, culpable homicide, rioting. This year so far there has been a steady if not very marked reduction in all forms of crime. In the first quarter there had been 50 dacoities, in the next 4½ months only 22, or 72 up to date, against 228 up to the same date last year; and as the police have now more time for the investigation of ordinary offences and are receiving much more support from the people, the administration is meeting with much more success in punishing the criminal. Our knowledge of the men and the methods by which organized crime—dacoity, robbery and burglary—is carried out is steadily growing, and we have succeeded in tracing much of it to gangs of hereditary criminals—often from other provinces—working in collusion with local bad characters. Many of these gangs have been rounded up, several have been already dealt with by the Courts, and our punitive measures have been on the whole decidedly successful.

But it is not enough to punish the criminal. We wish, if possible, to prevent the crime, and to do this we desire to take in hand the criminal tribes whether settled or wandering, to endeavour to provide them with the means of earning an honest livelihood—for it is the want of that which often drives them to crime—and thus wean them, if possible, and at all events their children, from their hereditary tendency to prey upon their neighbours.

For this purpose we have worked out a scheme of reformatory, industrial, and agricultural settlements for criminal tribes. The scheme which is now almost complete will be a costly one, and will require the sanction of higher authority, so I must not yet speak of it as a *fait accompli*. The peculiar, and I

[*The President.*]

think the most hopeful, feature in connection with it is that we propose to manage those settlements not through Government agency, but through the various communities and associations who are interested in the noble work of raising and reforming those hereditary criminals. Government undertakes to provide the buildings, the plant, the land and to meet the cost of establishment up to a reasonable limit ; but the working of the scheme will be left to philanthropic effort under the general control of a special officer of Government. I am happy to say that every community has expressed its desire to take a share in this noble, but difficult, enterprise—the Anjuman-Islamia, the Ahmadiya community, Sanatan Dharm, Khalsa Diwan, Arya Samaj and the Salvation Army—and the conditions are now being arranged with them by Pandit Hari Kishan Kaul, an officer with unique knowledge of the subject, who has been put on special duty for the purpose. I am fully aware of the difficulties of the scheme. I am prepared for initial failure and set-back in certain cases, but I rely on the philanthropic spirit and practical ability which has never been found wanting in the Punjab to carry it through to ultimate success. After all there could be no higher ideal than the regeneration of at least 50,000 souls who are now the scourges of society.

“ To turn to other matters.

“ Several of the questions asked to-day touched on questions of local self-Government and the replies given have, I think, cleared up certain misconceptions. The pre-occupations of the last year have prevented Government from taking as prompt action as it desired on the Government of India Resolution of April 1915. But the subject has not been lost sight of. Enquiries are being made at the instance of Government as to the expediency of extending the elective system in the 30 municipal towns, where it does not at present exist ; and where local opinion favours the change and local conditions are suitable for it Government will be glad to take action accordingly. The policy of Government is the same in regard to the District Boards of the Multan and Pindi Divisions, where, excepting Gujrat, the elective system is not yet in force, but the local conditions are more difficult. In most of those districts the rural organization is based on a rough but still vigorous tribal system which is recognised in the present system of nominations, and in those districts it is advisable to avoid any sudden change which might stimulate the feuds and factions for which those districts are notorious.

“ As regards the smaller towns, whether notified areas or not, which are not ripe for the full machinery of municipal government a Bill on simple and workable lines is now being drafted which aims at endowing them with a form of local self-Government suitable to their needs and aims. As I pointed out at the April meeting the difficulty in extending local self-Government is mainly one of finance. In most of these small towns people do not desire further measures of local self-Government beyond those they already enjoy if they entail pecuniary sacrifices. The Bill therefore—which will in due course be circulated widely for opinion—only contemplates very modest beginnings, and we must wait for the spread of education and the development of public spirit for further extensions.

“ Another advance which I am glad to announce to-day is in connection with the Budget Committee. As you know the strength of the Council has recently been raised by 4 members—3 elected and 1 nominated,—and it has been decided to raise the number of non-official members on the Budget Committee from 3 to 5, the number of officials being similarly raised. This measure will give a larger number of members an insight into our financial system and indirectly into the general working of the administration.

“ I would like to refer to another matter which I was glad to see raised by an Hon'ble Member in the Council to-day—the cleansing of the public

[*The President.*]

services from bribery and extortion. The answer given to the Hon'ble Member will show how anxious Government is to secure the co-operation of all classes in dealing with this evil, and it is a real satisfaction to see that public opinion is awakening to a sense of its duty. Government will not hesitate to impress on its officers in all departments their responsibility towards the public; and Government expects in return that the public will do their duty by setting their face against the bribe-giver whatever his status in society and the bribe-taker whatever his grade in the public service.

Gentlemen, I have detained you longer than I intended, but before I sit down I must add a few words about the War. It is two years since at the commencement of that great struggle this Council passed a Resolution assuring the King-Emperor of their loyal devotion and of their determination to serve him in every form in which their help might be required against the enemies of the Empire. As I have repeatedly pointed out, we in the Punjab may well be proud of the manner in which that assurance is being fulfilled. In April I told you that from the beginning of the war of 127,000 recruits raised in the Indian Empire the Punjab had provided 70,000. I will now bring figures up to date. In the two years ending 31st July the total number of recruits to the Indian Army was 189,000. Deducting the 28,000 gallant Gurkhas raised in Nepal the balance was 161,000, and of these 90,000 or well over half, were recruited in our province. The leading figures are—

Punjabi Muhammadans...	...	...	39,000
Hindustani Muhammadans	...	...	3,000
Pathans ...	...	...	1,500
Sikhs ...	...	...	27,000
Dogras ...	...	...	8,000
Jats ...	...	...	10,000
Others ...	...	...	2,000

“ Besides these, thousands of Punjabis have gone to Mesopotamia, Egypt and East Africa in Camel Corps, Mule Corps and Labour Corps.

“ It is a striking testimony to the spirit and valour of our people that while in the first year of the war 38,000 recruits joined the colours, in the second year the number rose to 52,000, and I can say from personal experience that whether among the Punjabi Muhammadans of the North Punjab or the Sikhs of the Central Districts or the Jats of the South-East, the loyal enthusiasm of the people, so far from diminishing as the dangers and sacrifices of this prolonged war became known, has steadily grown stronger and stronger. At the same time the conviction of the righteousness of our cause and the assurance of the final success of our arms have spread among the civil population. For this I would like to say a word of acknowledgment to the Press—English and Vernacular—for their patriotic services and also to the War News Association which has done such valuable work in bringing the true facts before the public. And, finally, the splendid generosity and forethought of the people of the Punjab have shown in alleviating the lot of the thousands of sick and wounded and in providing comforts for the troops at the front are fine examples of the unity of the province in devotion to the common cause. The events of the last few months in every theatre of war have brought us nearer to the final and complete victory, and we can survey the future with hope and confidence. When the triumph does come—and, please God, it will not be long deferred—we shall share in it with more joy if we can say that we, each in his own way, have done something to achieve it.”

ADJOURNMENT.

The Council adjourned *sine die*.

SIMLA :

S. W. GRACEY,

The 2nd September 1916. }

Secretary, Legislative Council, Punjab.

Appendix A.—(SEE ANSWER TO QUESTION NO. 7.)

Statement showing results of recruiting for the Indian Army from 1st August 1914.

Serial No.	District.	Tahsil.	A. SIKHS.		B. MUHAMMADANS.				C. HINDUS.							D. OTHERS.		Total.	Remarks.
			Jat Sikhs.	Others.	Baluchis.	Punjabis.	Hindustanis.	Rajputs.	Others.	Dogra.	Rajput.	Jats.	Brahmans.	Abirs.	Gujars.	Others.	Christians.			Other religions.
1	Hissar	Hissar	...	...	...	...	9	92	21	...	15	308	3	3	2	40	...	1	494
2		Hissar	...	...	5	3	1	228	60	...	31	385	36	7	1	16	...	...	772
3		Hissar	44	...	...	...	...	162	28	...	173	440	35	15	4	29	...	...	885
4		Fatehabad	7	...	...	...	...	...	13	...	29	270	1	2	...	13	...	...	397
5		Sirsa	106	27	...	...	1	...	2	4	...	5	90	4	1	...	17	...	246
6	Rohtak	District Total	149	34	5	4	10	502	125	...	253	1,483	79	23	7	114	...	1	2,705
6		Rohtak	...	2	...	...	20	605	20	3	41	630	130	2	5	55	...	...	1,520
7		Jhajjar	...	...	25	...	60	73	57	...	64	1,084	162	427	7	19	...	...	2,009
8		Gohana	...	...	2	...	23	123	9	...	7	474	47	4	11	29	...	...	709
9		Sonepat	...	...	...	...	11	13	18	...	10	571	71	...	...	...	...	...	731
10	Gurgaon	District Total	...	2	27	...	114	814	102	3	112	2,769	410	433	24	150	...	1	4,306
10		Gurgaon	...	...	...	...	131	16	13	...	181	167	44	277	184	25	6	...	1,013
11		Rawari	...	...	...	...	10	130	6	...	95	167	16	479	11	29	...	...	876
12		Palwal	...	...	...	...	22	18	3	...	4	106	...	37	4	...	...	...	194
13		Nah	...	...	...	...	373	7	22	...	74	93	4	35	42	...	...	...	658
14	Ferozpur	Ferozpur	...	...	...	...	247	...	...	...	3	3	3	2	1	...	...	...	573
14		...	...	...	...	27	...	3	1	...	50	55	5	...	281	2	...	592	
15		Balloo Garh	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
16	Karnal	District Total	...	...	...	...	816	180	67	...	374	521	72	791	557	58	5	...	3,440
16		Karnal	...	...	...	...	3	6	...	...	...	6	9	...	...	...	...	...	15
17		Patilpat	...	...	...	...	8	12	11	...	...	160	2	...	12	...	...	...	204
18		Kaithal	...	...	...	...	6	6	...	...	...	9	63	4	...	1	...	...	118
19		Thanesar	...	...	...	...	8	2	...	...	...	1	8	2	...	13	...	...	98
20	Ambala	District Total	33	55	...	...	21	34	11	...	10	216	16	...	13	22	...	...	435
20		Ambala	39	24	...	...	...	2	2	...	3	4	5	...	...	6	...	...	91
21		Jagdhri	10	4	...	...	...	2	2	...	...	9	1	...	...	1	...	...	30
22	Ambala	Naraina Garh	...	...	...	...	...	...	...	...	...	...	...	...	2	4	...	...	76
23		...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...

44 Sarwas and 15 Mohitars are not included.

97 Sarwas are not included.

Under Degras are included Raj-
puta, Rathis, Brahmins, Jats
and Ghuribs, &c.

23	Khannar	299	124	...	16	...	29	6	...	23	16	6	...	...	14	...	5	535
24	Rupar	377	65	...	...	...	20	31	...	...	...	...	...	...	...	...	5	524
	District Total	732	233	...	16	...	55	43	...	70	28	26	...	4	32	1	5	1,250
25	Simla	...	...	...	...	...	...	15	...	...	...	...	...	...	...	...	...	15
26	Kathkahi	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
27	Bohar State	...	...	...	...	...	...	...	221	100	8	80	...	3	...	...	...	425
28	Rachar State	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	5
29	Nahargarh State	...	1	...	...	...	...	...	...	8	...	3	...	...	...	...	...	20
	District Total	...	1	...	...	...	1	15	221	114	3	80	...	3	13	...	...	475
30	Palampur	...	...	...	...	...	...	...	895	...	...	...	...	...	...	...	...	895
31	Hanrigrar	...	...	...	...	...	...	...	1,172	...	...	...	...	...	...	...	...	1,172
32	Dehra	...	...	...	...	...	...	...	431	...	...	...	...	...	...	...	...	431
33	Kangra	...	...	...	...	...	...	...	515	...	...	...	...	...	...	...	...	515
34	Sirpur	...	...	...	...	...	...	...	303	...	...	...	...	...	...	...	...	303
	District Total	...	...	...	...	...	...	...	3,317	...	...	...	...	...	...	...	...	3,317
35	Una	60	40	...	...	...	...	6	15	276	18	45	...	3	18	...	...	482
36	Gerhankur	262	32	...	...	...	64	23	2	184	31	9	...	...	...	...	...	692
37	Ro-hirpur	373	134	...	...	...	67	72	6	477	10	12	...	21	63	2	13	875
38	Dangya	175	374	...	...	...	37	82	...	...	...	...	...	...	73	...	9	1,079
	District Total	876	469	...	...	...	161	183	23	953	72	83	...	24	251	2	22	3,129
39	Jallandhar	357	209	...	...	...	53	175	...	5	...	19	...	...	15	3	37	936
40	Phulbar	172	93	...	64	...	10	...	...	3	13	1	...	...	11	...	...	322
41	Nakhar	173	61	...	13	...	6	17	...	...	6	7	...	...	19	5	...	293
42	Navashahr	233	148	...	21	...	29	4	...	14	...	...	...	...	34	...	1	541
	District Total	955	501	...	103	...	98	203	...	23	19	31	...	...	73	8	35	3,032
43	Ladhiana	788	129	...	...	...	40	123	...	...	...	26	...	...	64	...	...	1,150
44	Samaria	340	33	...	39	...	17	10	2	6	...	12	...	...	20	1	...	470
45	Jagmon	431	128	...	38	...	20	55	...	...	...	4	...	...	25	3	1	765
	District Total	1,559	290	...	67	...	77	188	2	6	...	42	...	...	109	4	1	3,325
46	Ferozepore	136	9	...	4	...	8	21	...	...	...	...	...	...	23	...	14	9
47	Zira	79	15	...	...	...	13	44	...	...	...	...	...	...	1	...	...	260
48	Ladhiana	262	2	...	5	...	...	...	...	...	...	3	...	...	...	...	...	100
49	Ferozepore	433	155	...	...	...	...	...	...	...	...	...	...	...	...	...	...	120
50	Moga	74	37	...	14	...	1	2	47	...	...	...	...	...	24	7	...	234
51	Fazilka	5	7	...	...	...	...	...	...	...	...	14	...	...	...	...	...	685
52	Abohar	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	136
	District Total	929	227	...	23	...	1	23	113	1	6	21	...	...	42	11	39	1,432

Statement showing results of recruiting for the Indian Army from 1st August 1914—concluded.

Serial No.	District.	Tahsil.	A. SIKHS.		B. MUHAMMADANS.				C. HINDUS.						D. OTHERS.		Total.	REMARKS.	
			Jat Sikhs.	Others.	Baluchis.	Punjabis.	Hindustanis.	Raj put.	Others.	Dogra.	Rajputs.	Jats.	Brahmans.	Ahm.	Gujars.	Others.			
102	Jhang	Jhang	3	12		
103		Chinot	...	...	...	...	...	...	...	...	...	...	...	...	...	...	4
104		Shorkot	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
		District Total	...	...	3	...	...	4	...	...	...	...	...	...	...	...	16
105	Multan	Multan	6		
106		Makhi	...	...	2	...	...	...	...	...	...	...	...	...	...	...	2
107		Kaiforia	...	3	...	...	...	...	...	...	...	...	...	...	...	...	3
108		Shahdai	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
109		Lodhran	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
		District Total	3	...	3	...	...	...	...	...	...	...	...	...	...	...	11
110	Murafangarh	Leiah	10	12	25		
111		Swawan	...	...	...	6	...	...	...	...	...	...	...	...	...	...	1
112		Alipur	...	...	10	...	...	...	...	...	...	...	...	...	...	...	16
113		Murafangarh	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
		District Total	...	...	20	18	...	...	...	...	...	...	...	...	...	...	42
114	Dera Ghazi Khan	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
		GRAND TOTAL	9,582	4,548	412	15,900	907	7,129	8,102	3,725	2,404	5,225	1,298	1,253	633	1,621	718	730	64,363

Appendix—B.—(SEE ANSWER TO QUESTION 23.)

Statement showing deaths registered from fevers in urban and rural areas in the Punjab in each of the last five years.

Years.	FEVERS.		
	Urban.	Rural areas.	Total.
1911	30,886	271,451	302,417
1912	20,989	254,651	275,040
1913	26,295	305,403	331,698
1914	26,795	318,706	345,501
1915	23,265	261,519	284,784
Total death rate ... 31·83			
Urban.		Death rate for respiratory diseases.	
36·09		Urban.	Rural.
		5·0	2·00

Appendix C.—(SEE ANSWER TO QUESTION 26 (a).)

Division.	District.	Duration of Settlement (Years).	Total cost of Settlement.	Old dem.-nd.	Ultimate new demand.	Ultimate increase.	Part of last column deferred. (fixed and revenue only).	Initial increase.
Ambala	Hissar	4½	Rs. 5,37,043	Rs. 8,03,305	Rs. 8,38,902	Rs. 2,29,597	Rs. 56,882	Rs. 1,72,735
	Rohak	5	5,75,900	9,52,430	11,83,020	2,83,590	1,17,306	1,16,284
	Gurgaon	5	7,26,727	11,70,810	13,47,310	1,76,500	57,092	1,19,418
	Karnal	6	8,25,895	10,87,955	13,69,135	3,01,180	86,951	2,14,229
	Kangra (Kala Sub-Division)	3½	59,943	1,10,067	1,38,550	28,483	...	28,483
Jalandhar	Dehra Hamirpur	4½	4,59,265	3,34,324	9,69,404	35,080	...	35,080
	Hoshiarpur (including Una)	4	5,95,878	14,40,425	18,05,561	4,25,435	62,308	8,03,667
	Ludhiana	3	3,77,233	11,05,352	14,99,972	3,94,620	1,49,412	2,45,208
	Ferozepore	4½	4,74,576	12,47,843	18,90,983	6,43,125	2,87,010	9,56,115
	Amritsar	3½	3,25,237	12,70,252	15,97,981	3,37,729	44,657	2,83,072
Lahore	Murdépur	5	7,09,782	15,38,130	18,55,346	3,37,310	34,108	2,93,110
	Gujranwala*	4	4,35,486	7,15,716	9,30,024	2,14,808	40,876	4,48,156
	Hafizabad	5	2,74,795	3,52,281	6,24,801	2,72,520	...	...
	Rawalpindi	5	6,20,085	5,46,101	6,75,400	1,29,299	2,777	1,26,523
	Mianwali {Jas Khol}	4½	5,19,900	4,21,593	5,24,480	1,02,887	117	1,02,770
Multan	Mianwali {Mianwali}	9½	3,34,398	4,00,000	4,98,477	98,477	10,846	86,581
	Bhakkar Leiah	1½	...	...	...	...	...	...

*Gujranwala, Wazirabad and Sharapur.

Appendix D.

Statement (See answer to question No. 38).

The figures are given in Statement II, Part I, attached to the Report on the Administration of Civil Justice for those years :—

Years.		Numbers.
1902	...	3,537
1903	...	2,977
1904	...	3,601
1906	...	4,947
1907	...	4,465
1908	...	4,310
1913	...	5,081
1914	...	5,118
1915	...	4,472

Appendix E.

(See answer to question No. 39.)

Press Communiqué.

As the *Press Communiqué* of June 14th, 1915, showed the question of the constitution of a High Court in the Punjab has been under the consideration of the Secretary of State and the Government of India for some time. The Governor-General in Council is now authorised to announce that after the close of the war and so soon as financial considerations permit, the necessary steps will be taken for the conversion of the Punjab Chief Court into a High Court. This announcement will give great satisfaction throughout the Province.

Appendix F.

(See answer to question No. 56.)

No. 2872, dated 21st July 1916.

From—The Deputy Commissioner, Ferozepore,

To—The Revenue Secretary to Government, Punjab.

IN continuation of my telegram dated the 18th July 1916, on the subject of the damage done at Muktsar owing to excessive rainfall, I have the honour to submit the following report.

2. Muktsar, which is the head-quarters of the tahsil of that name, is about 30 miles from Ferozepore and it is connected by rail with Ferozepore by the Bombay-Baroda and Central India Railway *via* Kot Kapura, and also *via* Fazilka. The town of Muktsar was founded at a time when there were

no canals, and the people depended for their drinking water on pools fed by rain and in such cases towns were usually built in a hollow. Muktsar is no exception to the rule and is also built in a hollow with high ground to the north and south-east and so, whenever it rains, the tendency of the water is to flow towards the town and eventually reach the sacred tank which is situated in the heart of the town and the area of which is 12 acres.

The railway line which has a high embankment passes to the north of the town. Muktsar has grown in recent years and a grain market, a factory and other houses have been built across the railway line to the north of it. The population of Muktsar is about 10,000 of which about one-tenth is to the north of the railway line and the rest in the old town.

3. It commenced raining about 10 P.M. on the night of the 13th July and heavy rain continued up to 3 A.M. on the early morning of the 14th. During these 5 hours, 9 inches of rainfall were registered.

The flood came both from the north and the south-east with the result that the sacred tank was filled and the water level continued to rise till it found an outlet towards the village of Rohuri-nwali about 3 miles to the south-west of Muktsar. This village with a population of 1,000 has also suffered. The water from the north and the south east came also through two openings under the railway embankment on either side of the Muktsar Railway Station. These could not be closed as the railway line here would have been badly breached and the buildings to the north of the railway would have been entirely destroyed.

4. The first information of the flood reached me on the 15th July by wire at Moga. On receipt of the telegram I at once directed Mr. Connor, Sub-Divisional Officer, Fazilka, who was nearest to Muktsar, to proceed to Muktsar at once. He reached there on the 15th and I myself reached Muktsar on the evening of the 16th. The Tahsildar had been attending a District Board meeting at Ferozepore on the 14th July and he could not return to Muktsar till the 15th as the railway line on both sides of Muktsar had been breached and was not repaired till the 15th. On my arrival at Muktsar I found that the poor had been fed free for one day and that a cheap grain shop had been promptly opened. The immediate need was some cheap form of shelter for the people and I immediately arranged for *shouldaries* from Ferozepore which came before I left Muktsar on the morning of the 19th and for *sirki* from Fazilka and Jakalabad. While at Muktsar I held a meeting which was attended by officials and towns people and a strong committee was formed for the purpose of working the cheap grain shop, the distribution and location of *sirki* and *shouldaries* and the distribution of the Relief Fund for which voluntary subscription lists have been opened in all tahsils. This meeting served the useful purpose of proving to the people that Government officials were sympathetic, that the local officers had done every thing possible under the circumstances and that the damage done was due purely and simply to an act of God, especially as at the time of the last flood, 6 years ago, the rainfall was only 3 inches. People said that no such flood as the recent one had been known for 35 years. A meeting is being organized by the leading residents of Ferozepore to-morrow in connection with the Muktsar Relief Fund.

5. The Tahsil, Sub-Treasury, Police Station, Post and Telegraph Office are undamaged as they were on high ground, but several District Board buildings have suffered :—

- (a) *Veterinary Dispensary*.—This was a katcha building and has been practically completely destroyed, arrangements have been made to carry on the work in another building.
- (b) *Hospital*.—Considerable damage has been done. Two blocks have fallen and one is dangerously racked. Work, however, is being carried on.
- (c) *Rest House*.—This has been partly damaged and will be unfit for use for some time.
- (d) *School*.—One room has partly fallen and in other parts of the building there are cracks. I estimate the damage done to District Board buildings at Rs. 5,600.

6. About 1,300 buildings, large and small and mostly katcha, have either fallen or have been damaged. These include grain stores. In money value the damage done to grain stores may be put at about 2 lakhs and to property about 2 lakhs, in all 4 lakhs.

7. The local officials, the Naib Tahsildar, the Munsiff, the Sub-Registrar with the Municipal and District Board Overseers did every thing possible under the circumstances and directed their energies towards getting the people and animals out of the houses, with the very successful result that only one old man, who insisted on returning to his house, lost his life owing to the house falling on him. Efforts were made to save him by digging him out, but the water, the darkness and the necessity of attending to the rest of the town prevented more time being spent on him. Some persons, more sensible than others, made dams in front of their houses and so saved them.

The Muktsar Branch of the Sirhind Canal which passes round the town at a distance of 2 miles unfortunately overflowed and burst its embankment, but the water that came from this source was small and the breach was soon repaired. By the morning of the 14th the whole place was one vast lake with the water gradually making its way to Rohurianwali village. The only dry spot in the town was the platform at the Railway Station and people crowded on to this. The Railway authorities at Muktsar allowed the use of empty waggons and as there was no firewood, they allowed their coal to be used. The people are now busy digging up their fallen houses and there was never any panic. I do not consider that the distress is very great. Coolies are in great demand for restoration work and can get about Re. 1 per day. In some cases houses fell owing to the stupidity of the owners in erecting pacca upper storeys on top of a katcha first storey. I am having the letters H. F. L. (High Flood Level) 1916 placed in various quarters of the town in order to guide people when the houses are being rebuilt so that the ground floor of the houses might not be lower than the High Flood Level of this year.

8. I do not believe that, considering its position, Muktsar town can ever be safe in the case of such heavy rainfall as was recorded on the night between the 13th and 14th of July, but to avoid as much damage as possible in the future, a suitable inlet will be arranged for the sacred tank so that it may carry away the water as quickly as possible into the tank, and the outlet from the tank will have to be enlarged so that it may convey the water away from the town either in a south-westerly direction towards Rohurianwali or towards Tibi Sahib in the north-westerly direction. The committee has had some such scheme pending for some years and proceedings regarding it are being expedited.

9. When all worked so well, it is difficult to select any persons for special commendation, but I especially wish to bring to your notice the names of M. Himayat Ali, Naib Tahsildar, the Munsiff, Sardar Bhagat Singh, Sub-Registrar, Mr. A. N. Nasir, Senior Auditor, who chanced to be in Muktsar, and the Sub-Overseers of the District Board and the Municipal Committee, Muktsar. These gentlemen worked all night in getting people out of their houses, in repairing the breach in the canal and in leading the water out of the town, and the next morning they arranged for free feeding of the poor.

Muktsar town is also greatly indebted to the Railway officials at Muktsar Station for their practical sympathy shown by allowing the use of the waggons and the platform and for giving coal to the people.

**Copy of a note recorded by His Honour the Lieutenant-Governor
on the 8th August 1916.**

"I visited Muktsar on the 5th instant and went over the scenes of the floods and the ruined houses with the Tahsildar, Municipal Committee, etc.

Over 1,000 houses, mostly all kacha and mostly in low-lying ground outside the original town and bazar (which have suffered little damage), have been levelled to the ground. Fortunately only one life was lost, but there has been much loss of property, especially of grain. Temporary arrangements for the housing of the homeless people are being made. *Shouldaris* have been lent from the district office and thatching grass, matting, etc., purchased from Fázilka; but these are inadequate and I suggested to the Deputy Commissioner that he should ask other districts in the division or adjoining it to lend *shouldaris*. Private Secretary will also send some from the Government House stock.

Many of the poorer people will need assistance in rebuilding their houses and this might be arranged through the Municipal Committee. So far only a small sum of Rs. 150 has been subscribed locally—a quite inadequate sum for a well-to-do town—but the Deputy Commissioner informs me that he has received about Rs. 1,000 in subscriptions from outside, chiefly the Native States of Panra and Bhavnagar. I suggested to him and to the Municipal Committee that they should estimate what would be required in the form of pecuniary help, state what has been raised locally in the town—it is hoped that this will run to some thousands of rupees—and then appeal to the charitable public within and without the district for help. The Municipal Committee should be able to assist in the purchase of materials and their supply at cost price and if necessary Government will give them a loan at easy rates.

The Municipal Act gives the Committee very wide powers in the matter of relief and in providing for the health, safety and convenience of the people within municipal limits and the Committee might be guided by what was done in a similar emergency by the adjoining town of Fázilka some years ago. On that occasion, I think, the Municipal Committee took up land and arranged for the rebuilding of part of the town on a safer and healthier site. Before rebuilding begins it would be well that a committee consisting of the Executive Engineers of the Irrigation and Roads and Buildings, the Sanitary Commissioner or his Assistant and the Deputy Commissioner should meet and go into the question whether it is expedient to rebuild on the old site, and to advise on the arrangements necessary to prevent the recurrence of such a calamity. Deputy Commissioner should arrange for this with the various departments. The Irrigation Branch is interested because the breaching of a distributary aggravated the floods and the question of syphoning the flood water under the canal is one of those that has to be considered. In view of the danger to health from the great accumulation of foul stagnant water in the numerous depressions the Sanitary Commissioner or his Deputy should visit the place without delay and advise as to the action to be taken to prevent an epidemic of malaria or cholera."

Appendix G.

(See answer to question No. 79.)

District.	Number of Kanungos appointed in the district staff during the last one year.	Men on Rs. 50 and upwards granted extension on District staff after completing 55 years during the last 2 years.	REMARKS.
Ambála	2	Since retired.
Gurgaon	
Karnál	1	1	Sadr Revenue Accountant, Rs. 60.
Simla	1	Superintendent, Vernacular Office.
Rohtak	2	District Nazir, Rs. 75, and Reader Rs. 60.
Hissar	3	On Rs. 50 and over.
Jallaudar	5	On Rs. 50 in the whole Division.
Lahore	2	
Amritsar	2	
Sialkot	2	One has since retired.
Gurdáspur	1	
Gujránwála	5	Includes 2 Extra Assistant Commissioners.
Gujrát	1	District Nazir on Rs. 80, since retired.
Shahpur	2	
Jhelum	1	Drawing Rs. 70.
Ráwalpindi	4	2 in 1914 and 2 in 1915.
Attock	2	
Mianwáli	
Muzaffargarh	
Multán	8	For the whole Division, 2 since retired and one dead.
Total	1	44	Out of this 6 men have retired and one is dead.

Appendix H.

(SEE ANSWER TO QUESTION NO. 80 (a).)

Statement showing the expenditure and income of the Hansi Agricultural Station for the years 1914-15 and 1915-16.

Year.	Expenditure.	Income.	REMARKS.
	Rs.	Rs.	
1914-15	10,736	2,008	The expenditure figure is much higher than it will be in future years, as much money was spent in the years in question on the initial buying out and equipment of the farm, which will not have to be repeated. It includes half the salary of the Deputy Director of Agriculture stationed at Hansi.
1915-16	12,769	4,757	