

these engage cooks and bearers according to the size and requirements of the establishment.

The rapid and continuous increase in the number of bicycles both in the urban and rural areas has made the vocation of bicycle repairing much popular. No high skill is required for this job. Bicycle repairers are therefore found in every nook and corner of the district. Although slack during rainy season, the business remains brisk throughout the year particularly during the summer when persons with bicycle repair tools can be seen under the shade of trees by the roadside. On the other hand, the auto-mechanics have their shops only in urban areas.

In every town and a big village one comes across shops dealing in general merchandise. These goods comprise toilet articles (as combs, hair-brushes, mirrors, etc.), soaps, oils, tooth-pastes, tooth-brushes, shoe-polishes, hosiery articles, ready-made garments and sundries of daily use. They have flourishing business in the sense that with the rise in the standard of living there is an increasing demand for consumer goods and in fact new shops keep coming up into existence.

Every town and big village of the district has a number of *halwai* shops. In the old days their familiar sweetmeat preparations were *laddus* and *jalebis*. The development of communications and an increasing contact with other parts of the country have introduced some new sweetmeat preparations like *gulab jamuns*, *rasgullas*, *barfi* and *halwas* of variety. In urban areas sweetmeats prepared from milk are more popular. These shops are generally one-man units employing two or three or even more persons according to the requirements of the establishments. This business provides employment throughout the year.

*Pan-bidi* stalls are tiny shops which are a familiar sight throughout the district. These one-man units in towns which usually sell cigarettes also become social centres for people who stop to listen to the radio broadcasts and film music and talk about current events.

In old days every place of some significance had a unit which manufactured aerated drinks for local consumption. With bottled drinks being made available in many places by large manufacturing units, their number is on the decrease. In recent years coca-cola and other bottled soft drinks like gold spot have become very popular and it is fashionable to drink these with a straw put into the bottle. Such drinks are imported in the district both from Delhi and Chandigarh. In fact coca-cola has attained a sort of



established fame and it is freely offered in all big functions and marriage celebrations.

A grocer supplies the basic necessities of daily use. A number of such shops can be found in every locality. Although these are one-man establishments, generally a helper is also engaged. Every town has a number of shops selling vegetables and fruits. Enterprising people carry vegetables and fruits on their *rehris* and sell these to customers at their doors.

It is not unusual to come across a bakery even in a small town. The bakeries have gained popularity owing to the demand for their ready products. Such establishments are mostly one-man units. The proprietor engages one or two persons for preparing products as bread, cakes, biscuits, pasteries, etc. The bakery units sell their products in wholesale as well as in retail. Usually the grocers and hawkers buy these products wholesale and retail these to their customers along with other articles.

Different types of gold and silver ornaments are prepared in gold-smiths' shops. The ordinary goldsmith cannot afford to purchase or stock precious metals like gold and silver. These are, therefore, supplied to them by the customers who place orders for ornaments. However, richer goldsmiths have their own stock and they prepare ornaments even without taking the metal in advance from the customers. This business is very brisk at the time of marriages.

Beggars are to be seen everywhere. Some of them expose their crippled or wounded limbs to evoke pity for alms. At bus stands we see women and children showering their blessings and goodwill continuously in order to strike a generous chord in the heart of the giver. Others try to entertain the people by singing before they beg for money. Common jugglers usually earn their living by showing feats of jugglery and other tricks to an audience they manage to collect. Occasionally, we may find a *bandarwala* or *richh-wala* entertaining the people by showing the feats of monkeys or the bear he has trained for the purpose. The snake-charmer also belongs to this category. What these people collect in return for the entertainment they provide is anybody's guess. The quack who exhibits his medicinal stuff on the roadside and uses his powers of oratory to extol the potency of his medicines is a familiar sight everywhere. He is usually successful in palming off his stuff to credulous people and before long moves off to another station to avoid receiving complaints about his ineffective preparations.



## Chapter IX

### ECONOMIC TRENDS

#### INTRODUCTION

The Chapter on 'Economic Trends' is significantly designed to present the growing impact of economic forces on society, reflecting the development which has taken place in the livelihood pattern. Change has occurred in the socio-economic fields as a result of the implementation of the Five-Year Plans beginning with an era of planning in 1951. The strategy of development itself has varied prior to and after the reorganisation of the State since November 1966.

#### GROWTH OF AGRICULTURE

Agriculture has been for long the mainstay of livelihood of the majority of the people in the Karnal district. Almost throughout the first half of the present century the economy of the district was centred in the rural areas and it revolved round the agriculturist. Even according to the 1961 Census, 67 per cent of the total working population derived its sustenance from agriculture. The fact is borne out in the following table giving break-up of working population by industrial category :—

Industrial category	Number of workers			Per-centage to total number of workers
	Rural	Urban	Total	
1	2	3	4	5
1. As cultivators	2,86,563	7,006	2,93,569	57.56
2. As agricultural labourers	47,030	2,435	49,465	9.63
3. In mining, quarrying, livestock, forestry, hunting, orchard and allied activities	2,932	1,060	3,992	0.79

1	2	3	4	5
4. At household industry	33,910	8,279	42,189	9.25
5. In manufacturing other than household industry	7,898	11,391	19,289	3.73
6. In construction	4,523	3,476	7,999	1.57
7. In trade and commerce	12,805	14,634	27,439	5.50
8. In transport, storage and communication	1,800	4,713	6,513	1.38
9. In other services	38,465	20,163	58,628	11.59
Total :	4,35,926	73,157	5,09,083	100.00

It would be observed from the above table that 67 per cent of the total working population in the district, consisting of cultivators and agricultural labourers taken together were engaged in agricultural pursuits, 9.2 per cent depended on household industry, 5.5 per cent were engaged in trade and commerce and 11.59 per cent in other undefined services. The proportion of people engaged in other vocations was quite insignificant, ranging from 0.79 per cent in mining and quarrying, etc., to 3.73 per cent in manufacturing. Thus it is evident that agriculture has been the major source of income to the people of the district, it being the crucial sector not only from the point of view of livelihood but in the growth of agro-based industries.

Before Haryana was organised as a separate State, the implementation of Five-Year Plans projects as a whole was quite slow both in agriculture and industry. It was in 1967-68 that in view of its vast agricultural potential and prevalence of good agro-climatic conditions, the Karnal district was selected as one of the districts in the whole country for Intensive Agricultural District Programme (I.A.D.P.), popularly known as 'Package Programme'. This programme is devised to provide better facilities to the farmers through strengthened administrative structure and assured adequate supplies of inputs consisting of fertilizers, improved seeds, credit facilities and technical know-how. The following detailed programme of the State Agriculture



Department shows how the 'Package Programme' was to be carried out :—

- (a) Adequate and timely supply of credit, based on the production plans, to be made available through strengthened co-operative societies.
- (b) Adequate and timely supply of production requisites such as, minor irrigation works, improved seeds, fertilizers, pesticides, implements, machinery, etc.
- (c) Arrangement for marketing and other services to enable the cultivators to obtain full market price for their marketable surplus.
- (d) Adequate storage facilities for supplies such as, seeds, fertilizers, pesticides and implements, and for the farm produce.
- (e) Intensive educational efforts, particularly through scientific demonstrations, for dissemination of techniques of improved agricultural production.
- (f) Strengthening of transport arrangements to ensure mobility of supplies and staff.
- (g) Planning at the village level and cultivator-wise for increased production.
- (h) Establishment of agricultural implements workshops, seed and soil testing laboratories.
- (i) Analysis and evaluation of the programme from its initiation to its completion.

As a result of implementation of the Intensive Agricultural District Programme, popularly known as I.A.D.P., the total cropped area and the production of foodgrains have tremendously increased in the district. The total cropped area and the production of foodgrains which were 471 thousand hectares and 225.4 thousand metric tonnes respectively in 1950-51 rose to 887 thousand hectares and 931.7 thousand metric tonnes respectively in 1967-68. In 1969-70, the cropped area touched the peak level of 890 thousand hectares and attained the highest level of production of 1,224 thousand metric tonnes of foodgrains. It is anticipated that the total cropped area

may increase to 925 thousand hectares by 1973-74 due to double cropping, out of which 785 thousand hectares is expected to be devoted to the production of foodgrains. The following table presents an ever rising trend in the total cropped area and production of foodgrains in district Karnal :—

Plan year	Cropped area	Percentage increase over 1950-51	Production of food-grains	Percentage increase over 1950-51
	(Thousand hectares)		(Thousand metric tonnes)	
1950-51	471	..	225.4	..
1955-56	691	46.7	426.1	91.7
1960-61	777	64.9	646.2	186.6
1965-66	774	64.3	590.2	161.8
1966-67	822	74.5	663.4	194.3
1967-68	887	88.3	931.7	313.3
1968-69	805	70.9	895.1	297.1
1969-70	890	88.9	1,224.0	443.0
1973-74	925	96.4	1,250.0	454.5

Thus the tremendous increase in area and production has been mainly possible due to highly sophisticated inputs applied to the cultivated area under the I.A.D.P. and the High Yielding Programme. The consumption of fertilizers in the district during 1969-70 worked out to about 71 kg per cultivated acre, an achievement equalling that of I.A.D.P. Ludhiana (Punjab), which is considered to be one of the leading districts in I.A.D.P. throughout the country. During a short span of 3 years from 1967-68 to 1969-70, the consumption of fertilizers in the district has gone up from 58,380 metric tonnes to 1,05,628 metric tonnes and is likely to attain the all-time high record of fertilizer consumption of 2,60,000 metric tonnes by



1973-74 marking the end of the current Fourth Five-Year Plan.

The same is the case with the expansion of irrigational facilities in the district. A stupendous programme of energising of tubewells has led to an increase in the irrigated area from 20,000 hectares in 1967-68 to 1,78,000 hectares in 1969-70. The number of tubewells energised in the district has likewise gone up from 9,830 in 1967-68 to 24,550 in 1969-70.

The Soil Testing Laboratory in L.A.D.P. Karnal is working to its full capacity to interpret samples of soils received and recommend requisite doses of fertilizers. Approximately 30,000 samples are analysed annually against the capacity of 15,000 samples. Plant protection measures are being adopted systematically to safeguard the crops from insects, pests and other diseases.

The developmental efforts made by the present State Government in the Karnal district in the field of agriculture, have raised the level of production from a very low base which existed in the beginning of the century. It is now an agriculturally advanced district of the State. In 1970-71, it accounted for 30 per cent of the total foodgrains production of the State, three-fourths of its rice and over one-third of wheat. It is expected that an overall 8 per cent growth rate in agriculture will be achieved in this district as compared to an all-India growth rate of 5 per cent to be attained in this sector by the end of Fourth Five-Year Plan (1973-74).

#### GROWTH OF INDUSTRY

During the British regime there was no sustained effort for the growth of industries in the country. Whatever industries had come up were established around the presidency towns and no attempt whatsoever was made for the promotion of industries in the interiors. In 1947 when India became independent, there was no industrial base. The Karnal district was no exception to the general apathy on the part of the British rulers.

In the equitable growth and promotion of industries an attempt to remove regional imbalances was only made after 1947. The Constitution of India has provided a federal system of Government and has divided the subjects falling within the jurisdiction of the Union and State Governments. The subject of 'industries' is included in the Concurrent List in respect of which both the Union and State Governments are competent to legislate. As such, efforts were made by the State Government on its own as well as through the agencies of the Union Government towards the promotion of industries. But unfortunately, the developmental efforts to establish a



sustained industrial base were not significant in this part of the erstwhile Punjab which now comprises Haryana. It was after the formation of Haryana in November 1966 that the State Government began to develop its industrial potential concerning large, medium and small-scale industries in the State. To this effect, about Rs. 920 lakhs were allocated in the Fourth Five-Year Plan. The Karnal district which is centrally located, is also receiving attention of the State Government in establishing large, medium and small-scale industries.

The process of economic growth is slow in a backward country and it becomes even slower in backward areas. There is a natural tendency on the part of the entrepreneurs to cluster round the existing developed areas. There is reluctance to move to new areas, unless conditions are created under which industry can thrive and special inducements and concessions are given to make it worthwhile to undertake risks. This necessitates creation of social overheads as well as conditions of loan, power, credit and essential raw materials on equitable basis. In this context, the foremost measures adopted by the State Government were to develop industrial areas/colonies and urban and rural industrial estates. The establishment of industrial areas was necessitated primarily by the problem of rehabilitation of refugee entrepreneurs who migrated from West Punjab at the time of Partition in 1947. The refugees mostly from Shekhupura, Gujranwala, Multan and Muzaffargarh districts of West Punjab (now in Pakistan) settled in this district.<sup>1</sup> As a matter of fact, the State Government under a directive from the Union Government launched a programme of developing industrial areas where refugee entrepreneurs could be rehabilitated by allotting to them land and providing power and capital for the purchase of machinery and equipment. Accordingly, four industrial areas were established during 1948—50 in the region now forming Haryana State. One such industrial area was located at Panipat (district Karnal)<sup>2</sup> where 225.6 acres of land was acquired and split into 162 plots. According to the survey conducted by the Economic and Statistical Organisation, Haryana, in 1968-69, 151 plots had been sold through auction and the remaining 11 plots were reported to be still lying unsold. The findings of the survey further revealed that of the 151 auctioned plots, buildings had been constructed on 97 plots and were under construction on 17 plots. Again, of the 97 plots on which buildings had been constructed, industrial units started functioning only on 80 plots. This shows that

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1. The figure of refugee population according to the 1951 Census was 2,50,471.

2. The other industrial areas were located at Sonapat, Bahadurgarh (district Rohtak) and Yamunanagar (district Ambala).



in 20 years, only 50 per cent of the plots had been properly utilised. The progress was reported to be slow mostly due to lack of proper civic amenities.

In order to give fillip to the entrepreneurs, urban and rural industrial estates were established in 1955. Of the 6 urban industrial estates in Haryana, the urban industrial estate at Nilu Kheri (Nilo Kheri) in this district was set up in 1962.<sup>1</sup> The main criteria for the location of these estates in urban areas were the possibilities of developing industrially backward areas in which man-power supply was readily available. The idea was to encourage investment in these areas in the industrial sector by providing financial assistance and other facilities to the entrepreneurs desirous of starting industries. The distinct feature of these estates, however, is that before allotting plots, the necessary buildings in the shape of sheds of various sizes are provided by the Government to enable the entrepreneurs to start working without much difficulty. The survey of 1968-69 revealed that of the 14 sheds constructed by the Department of Industries at Nilu Kheri (Nilo Kheri), 4 were still lying vacant. Seemingly, lack of necessary infrastructure had stood in the way of fuller development of the industrial estate at Nilu Kheri (Nilo Kheri). The State Government spent Rs. 3,86,873 for the development of industrial estate there. It was concluded that a serious attempt for the promotion of industries in the district through the provision of infrastructure in the industrial estate was bound to encourage the industrialists from within and without the State to set up industrial units on the remaining plots more especially, in view of the recent incentives announced by the State Government in the form of concessions in sales-tax, octroi, inter-State sales-tax, duty-free generation of power, etc.

Likewise the establishment of the rural estates had been necessitated to cover the gap of seasonal unemployment in the agricultural sector and to provide an industrial base in the rural areas. Of the 9 rural estates in the State, 2 rural estates were established at Kaithal<sup>2</sup> and Kohand in 1963 and 1965 respectively. The former was completed on February 1, 1965 and the later on May 12, 1967. The State Government had spent Rs. 1,84,686, and Rs. 67,912 for the development of Kaithal and Kohand rural industrial estates respectively.

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1. The other five urban industrial estates were set up at Sonapat, Ambala, Hisar, Narnaul and Gurgaon.

2. In the Kurukshetra district since January 23, 1973.

The value of goods marked by the quality marking centre at Panipat set up to standardise the quality of products produced in the industrial estates rose from Rs. 9,59,766 in 1966-67 to Rs. 12,14,431 in 1967-68.

Although detailed information relating to various categories of industrial units set up under large/medium-scale and small-scale pattern has been provided in the Chapter on 'Industries', yet from the point of view of examining economic impact due mainly on account of growth of industries in the district, a brief mention here seems quite essential.

The Small Industries Service Institute, New Delhi, in collaboration with the Industries Directorate, Haryana, surveyed during 1967-68, the industrial potentiality of the Karnal district in order to study :

- (a) the economic facilities and resources available in the area;
- (b) the existing and future demand for manufactured items within the district;
- (c) the present position of existing industries ; and
- (d) the scope of existing industries and prospects of the development of new units. Besides, prospects of the development of handloom and woollen textile industries have been studied with the help of Regional Officers of the Textile Commissioner's Office at Amritsar.

It was observed that the small-scale industries in the district had not developed to an appreciable extent. The industrial activity in general in the district was mainly confined to the production of handloom goods, woollen yarn, agricultural implements, steel pipes, footwear, etc. Since there were not many large tracts of forests nor any mineral wealth available in the district, industries based on these resources were not developed. There were 5 large-scale units registered with the Director General of Technical Development. These units were engaged in the manufacture of card board, alcohol and its products, acid and chemicals, extraction of oil by solvent extraction process and sugar. The total investment in these units was Rs. 1.78 crores and they produced goods worth about Rs. 1.63 crores annually employing about 1,361 workers.<sup>1</sup>

The most important cottage industries in the district are : handlooms, carpet making, woollen blankets and leather footwear. Out of the 10,000

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1. *Report on Industrial Potentialities in Karnal District (Haryana)*, 1969.



handlooms in Haryana, about 8,000 (75 per cent) are located at Panipat in this district. The total investment in the industry is estimated at Rs. 1 crore and annual production works out to Rs. 4 crores. Since the industry is not well organised, the production is still 50 per cent of its installed capacity. However, the industry provides employment to about 15,000 workers and by and large this is the main source of livelihood of at least 1/3 of the population of Panipat. Likewise, carpet making industry is located at Panipat. There are three factories engaged in this industry with 37 looms employing 40 workers, which annually produce goods worth Rs. 2.5 lakhs. With regard to leather footwear, there are about 2,460 cottage and small-scale units engaged in the manufacture of leather footwear. They are working with an investment of Rs. 11.6 lakhs giving employment to 3,254 persons. The value of their production during 1967-68 was about Rs. 29 lakhs. These units are scattered throughout the district but their main concentration is in and around Karnal. The cottage units also do the tanning of hides and skins although by crude methods.

About 1,200 small-scale units, both organised and un-organised, are registered with the Director of Industries. The total capital investment in 350 of these small-scale units for which information is available is Rs. 213.61 lakhs and their estimated annual production is Rs. 316.54 lakhs. These small-scale units provide employment to 2,822 persons.

The table below provides a bird's eye view of a number of industrial units split up into two broad categories, viz. large/medium-scale and small-scale along with details relating to investment, value of production and employment generated in the industrial sector during the period 1966-67 to 1969-70 :

(i) Large/medium-scale Industries

Year	Number of units	Investment	Production	Employment
		(Rs. in lakhs)	(Rs. in lakhs)	
1966-67	5	128	163	1,300
1967-68	7	200	226	1,350
1968-69	8	300	400	1,400
1969-70	9	400	600	1,500

## (ii) Small-scale Industries

Year	Number of units	Investment (Rs. in lakhs)	Production (Rs. in lakhs)	Employment
1966-67	1,300	500	700	15,000
1967-68	1,350	550	800	16,800
1968-69	1,400	600	850	18,500
1969-70	1,500	650	1,000	20,000

It would be observed from the above table that the investment in large and medium-scale industries has substantially stepped up from Rs. 1.28 crores in 1966-67 to Rs. 3.00 crores in 1968-69. The increased investment has provided employment to the trained personnel which has gone up by 7.7 % (base 1966-67). Likewise, the value of production during the same period has risen from Rs. 1.63 crores to Rs. 4.00 crores during 1966-67 to 1968-69. The development of small-scale and cottage industries has made noteworthy strides and investment and value of production in this sector of industries have risen from Rs. 5.00 crores and Rs. 7.00 crores respectively in 1966-67 to Rs. 6.00 crores and Rs. 8.50 crores in 1969-70. Besides, the small-scale and cottage industries are catering employment for 18,569 persons on an average per annum.

It is only during the last one decade that industries, more especially in the small-scale and cottage industries sectors, have sprung up; prior to this there was a negligible industrial base in the district. There is a vast unexploited potential for development of industries and it is envisaged that on account of its pivotal situation in the State and proximity to the national capital for procurement of raw material and offtake of industrial products, the district is bound to flourish in the field of industries. At present only the work of repair and maintenance of a large number of tractors in operation under the I.A.D.P. provides technical employment to a considerable number of people. Large-scale developments in this area would, however, depend on various factors relating to the location of future industries projected by the State and the Union Governments.



## EMPLOYMENT SITUATION

The economy of Haryana is denominated by agriculture with 82.85 per cent of the population (according to 1961 Census) living in rural areas. Full employment can become possible only after a considerable period of development in the conventional (agriculture) sector together with a well defined policy of diversion of surplus man-power from agriculture to industry. According to the 1961 Census, of the total 14.9 lakh persons only 5.09 lakhs formed the work force (33 % approximately) of which 3.4 lakhs were engaged in the conventional sector, *viz.* agriculture, and the remaining were engaged in other pursuits, *i.e.* mining and quarrying, household industry, manufacturing, construction, trade and commerce, transport, storage and communication and in other un-identified services.<sup>1</sup> The following table provides a broad idea of the involvement of working population in different categories of professions other than cultivation according to the 1961 Census :—

Category	According to 1961 Census		
	Total	Rural	Urban
Professional, technical and related workers	10,182	4,573	5,009
Administrative, Executive and Managerial workers	6,540	3,137	3,403
Clerical and related workers	5,646	1,561	4,085
Sales workers	25,899	12,396	13,503
Farmers, fishermen, hunters, loggers and related workers	11,016	9,864	1,152
Miners, quarrymen and related workers	219	146	73
Workers in transport and communication occupations	4,734	1,725	3,009
Craftsmen, production process workers and labourers, not elsewhere classified	84,281	56,994	27,287
Service, sport and recreation workers	17,173	11,600	5,573
Workers not classifiable by occupations	359	337	22

1. Already given at pages 243-44.

In the absence of any regular survey relating to the assessment of employment opportunities created in the meanwhile and also of the data collected in the 1971 Census, it is difficult to establish any trends of employment more especially, in the rural sector because of its diverse character. However, the Market Employment Service and National Employment Service provide regular sources of employment information regarding the urban areas. The information collected under these services suffers from a number of limitations, the major being its limited coverage relating only to a segment of the economy. These services also do not cover agricultural sector, self-employed persons, household establishments, defence forces and establishments in the private sector. However, partial data available from the Employment Bureaus can provide a broad idea of the employment market in the urban sector. From the figures available from the Employment Bureaus functioning in the district,<sup>1</sup> it has been observed that whereas the number of applicants on the Live Register is continuously on the increase, the actual placement for the employment seekers has been comparatively insignificant. The following details regarding the number of registrations made with the Employment Bureaus of the district vis-a-vis the number of applicants placed in employment from 1951 to 1969 will substantiate the above observation :—

Year	Registrants (Number)	Applicants placed in employment (Number)	Percentage of column 3 to column 2
(1)	(2)	(3)	(4)
1951	3,700	1,104	29.8
1952	5,660	1,875	33.1
1953	4,189	578	13.8
1954	7,623	3,087	40.5
1955	10,739	3,288	30.6
1956	9,943	2,422	24.3

1. A sub-regional employment exchange was started at Karnal in September 1947. Later on a sub-office was established at Panipat in 1948.



1	2	3	4
1957	6,396	1,664	26.0
1958	9,644	2,250	23.3
1959	9,339	1,807	19.3
1960	10,077	1,430	14.2
1961	13,198	3,913	29.6
1962	14,469	3,026	20.9
1963	15,002	3,527	23.5
1964	18,368	3,954	21.5
1965	16,795	3,344	19.9
1966	17,922	3,564	19.9
1967	18,375	3,549	19.3
1968	21,024	5,014	23.8
1969	19,523	3,406	17.9

It is paradoxical that employment situation in the country has been steadily deteriorating although new development schemes have created appreciable employment opportunities. In this context district Karnal does not appear to be an exception. A single factor responsible for large-scale unemployment despite the implementation of stupendous development programme may be the population pressure. Although the Family Planning Programme has been launched in a big way, yet it is not expected that the public action for family planning and other contributory factors will influence fertility so soon. It is assumed that from 1981 onwards fertility shall decline linearly over the following 30 years to half of its current level of population growth. The increase in employment in the district in the industrial sector is not so rapid as to meet the pressure of increased population on land as the following table shows :—

Year	Population (Approximate- ly)	Number of working factories registered under the Factories Act	Estimated number of workers em- ployed in registered working factories	Percentage of in- dustrial workers to total population
1965-66	17,13,700	212	5,350	0.31
1966-67	17,66,691	221	4,981	0.28
1967-68	18,21,807	204	4,948	0.27
1968-69	18,78,474	209	4,849	0.25
1969-70	19,38,009	221	4,767	0.24

It would be observed from the above table that the percentage of industrial workers employed in the registered working factories to total population is even less than 0.5 %. The pressure on land will be reduced as elsewhere when industrial growth increases and the Family Planning Programme gets well under way.

## PRICES AND WAGES

### PRICES

The importance of the study of prices and price movements cannot be exaggerated for prices form the fulcrum around which the entire economic activity revolves. The prices of commodities and services are an expression in monetary form of their individual and relative values.

The Economic and Statistical Organisation, Haryana, collects the data on wholesale prices for a large number of agricultural commodities from all the market committees of the Karnal district. The data are published in the 'Monthly Wholesale Price Bulletin of Haryana'.

The following table shows the average annual wholesale prices of various agricultural commodities in the district during the sixties. These are the average of 52 weeks of the year and for all the market committees of the district :—

Commodity	(Rs. per quintal)					
	1960-61	1965-66	1966-67	1967-68	1968-69	1969-70
	(Rs.)	(Rs.)	(Rs.)	(Rs.)	(Rs.)	(Rs.)
Wheat (Dara)	37.47	62.88	94.21	80.86	86.62	86.96
Jowar	29.12	58.07	60.28	57.38	43.53	58.24
Bajra	37.21	63.89	74.54	67.64	71.17	69.93
Barley	28.19	59.67	81.75	73.19	46.46	57.40
Maize	33.34	40.62	74.88	71.41	62.68	55.45
Gram	34.80	71.76	96.31	90.72	82.61	103.49
Groundnut	..	101.50	138.17	110.22	119.93	..
Gur	34.27	42.36	85.33	170.07	143.15	62.33
Potatoes	20.85	27.70	51.91	54.29	35.22	46.85
Cotton (Desi)	89.15	108.86	113.58	118.12	130.61	134.48
Cotton (American)	100.47	126.48	142.82	142.69	142.02	163.20



The prices of agricultural commodities continuously rose from 1960-61 and reached the maximum level in 1966-67. Thereafter the prices decreased in 1967-68 excepting in the case of *gur*, potatoes and cotton.

As regards individual commodities, the price of wheat rose from Rs. 37.47 per quintal in 1960-61 to Rs. 94.21 in 1966-67. It decreased in the subsequent year but again rose in 1968-69. Almost similar trend was observed in *jowar*, *bajra*, barley, maize, gram, groundnut, cotton and potatoes. The price of *gur* had doubled in 1967-68 (Rs. 170.07 per quintal) as compared to Rs. 85.33 in 1966-67. Thereafter it declined to Rs. 143.15 in 1968-69 and further to Rs. 62.33 in 1969-70, showing a fall of 60 per cent.

The following table shows the harvest prices<sup>1</sup> which prevailed in the district from 1960-61 to 1969-70 :—

Commodity	(Rs. per quintal)						
	1960-61	1961-62	1962-63	1963-64	1965-66	1966-67	1967-68
Wheat (Dara)	39.52	38.58	39.20	48.60	65.45	94.04	74.22
Jowar	27.81	36.44	27.70	33.00	50.94	84.67	57.22
Bajra	35.82	37.51	32.60	41.50	51.58	78.58	57.22
Barley	28.80	28.93	32.40	39.40	59.65	89.49	50.27
Gram	34.16	36.97	38.00	49.60	70.95	109.80	65.18
Maize	32.15	34.83	32.20	40.80	48.30	72.25	59.00
Sugar (raw)	50.90	52.51	57.00	90.20	52.57	113.50	180.40
Sesamum ( <i>oil</i> )	75.02	86.81	69.00	88.25	163.99	190.00	160.14
Groundnut	—	63.76	69.00	53.00	103.74	130.00	111.66
Rape	62.96	69.66	65.40	89.80	158.75	162.63	122.64
Mustard	—	—	—	87.20	105.42	135.91	102.40
Linseed	60.28	61.62	50.38	80.00	103.00	161.11	150.12
Toria	56.93	68.59	61.80	81.60	150.12	160.00	114.15
Tobacco	194.24	182.19	200.00	105.00	158.50	264.69	301.66
Cotton <i>Desi</i> (Unginned)	68.00	72.87	56.70	58.60	110.30	115.50	110.15
Cotton American (Unginned)	76.36	88.41	76.80	73.00	125.95	130.50	128.80

1. The harvest prices are the average wholesale prices at which the commodities are sold by the producer in the villages during the harvesting period.



The above table shows that harvest prices like the wholesale prices, also followed a similar trend. The prices kept on increasing and reached the highest level during 1966-67 and thereafter eased to some extent.

There is a time lag between the movement of wholesale and retail prices. The reaction of the wholesale prices is quicker than that of retail prices. It is because the market information regarding the movement of prices flows down to the retailer comparatively at a slow pace. The following table shows the average annual retail prices<sup>1</sup> of important commodities from 1964 to 1969 which prevailed at the district headquarters town of Karnal :—

Commodity	(Rs. per kilogram)					
	1964	1965	1966	1967	1968	1969
	(Rs.)	(Rs.)	(Rs.)	(Rs.)	(Rs.)	(Rs.)
Wheat (Dara)	0.55	0.61	0.73	0.99	0.76	0.84
Wheat Atta	0.63	0.66	0.77	1.09	0.81	0.92
Rice Coarse	0.70	0.63	0.64	0.92	1.00	0.72
Maize Atta	0.51	0.59	0.61	1.03	1.01	0.76
<i>Moong</i> Whole	1.10	1.23	1.35	1.83	1.63	1.53
<i>Mash</i> Whole	0.93	0.95	1.28	1.92	1.76	1.48
Gram Whole	0.62	0.58	0.74	1.03	0.87	1.04
<i>Massar</i> Whole	0.94	1.17	1.18	1.52	1.46	1.21
<i>Desi</i> Ghee	7.86	9.44	10.57	12.31	12.82	13.37
<i>Vanaspati</i> Ghee (2 kilogram)	8.20	8.82	11.70	11.68	9.96	11.69
Tea Lipton (500 gram)	6.25	6.33	6.68	6.88	7.44	7.49
Milk	0.72	0.81	0.90	1.08	1.34	1.37
Potato	0.59	0.48	0.50	0.78	0.60	0.45
Onion	0.30	0.36	0.40	0.38	0.59	0.52
<i>Gur</i>	1.08	0.73	0.66	1.89	2.21	1.19
Soft Coke (40 kg)	3.58	3.69	3.87	4.25	5.93	6.07
Kerosene Oil (per litre)	0.44	0.46	0.56	0.54	0.56	0.62
Firewood (40 kg)	3.91	4.01	4.88	5.25	5.96	6.99

1. The annual prices are the average of weekly prices during the year.

The above table reveals that the average retail prices like wholesale prices also rose considerably. Wheat price increased from 55 paise per kilogram in 1964 to 99 paise per kilogram in 1967 and thereafter it declined to 84 paise in 1969. The prices of other commodities also moved in a similar way.

The Economic and Statistical Organisation started compiling monthly cost of living index numbers for working classes from the year 1956-57, in respect of important industrial towns in the State. Panipat was one of them. The relevant data regarding cost of living index numbers are given below, yearwise, from 1956-57 to 1966-67. Thereafter the series was discontinued. These index numbers are based on the weekly retail prices that prevailed in Panipat town in respect of 101 commodities/services which were mostly consumed by the working classes :

Year	(Base 1950-51 : 100)	
	Food	General
1956-57	92	97
1957-58	94	99
1958-59	104	109
1959-60	106	111
1960-61	103	113
1961-62	105	118
1962-63	107	120
1963-64	118	130
1964-65	142	145
1965-66	141	148
1966-67	186	181

The above table indicates that the price level during the years 1956-57 and 1957-58 was lower than that of 1950-51, the base year. From 1958-59 the prices rose continuously till 1966-67. In 1958-59 the rise was over 9 per cent but it was moderate in 1959-60 to 1962-63. Again in 1963-64, it rose by 8 per cent and in 1964-65 by 12 per cent. But



fortunately the prices rose by only 2 per cent in 1965-66. The price rise was, however, tremendous in 1966-67 when in a single year it rose by 22 per cent beating all the previous ten-year record. During the period of sixteen years from 1950-51 to 1966-67, the price level had increased by 81 per cent in Panipat. This state of affairs was not, however, peculiar to Panipat alone. During the same period, in other parts of the State, the prices had risen by 99 per cent in Bhiwani<sup>1</sup> (Hisar district), 114 per cent in Rewari<sup>2</sup> (Gurgaon district) and 100 per cent in Ambala Cantt. (Ambala district). The position in the country as a whole, was almost similar. The all-India working class cost of living index number was 191 in 1966-67 with 1949 as the base.

The economy of the Karnal district or any other part of the State is not a closed one. The price movement and the price policy in the country have, therefore, affected the price level in the district. The following are some important reasons which have led to increase in the prices in the country:

- (i) Expansion in the money supply from Rs. 2,868.81 crores in 1960-61 to Rs. 4,529.39 crores in 1965-66 and further to Rs. 6,353.65 crores in 1969-70.
- (ii) Heavy investments on projects with long gestation period.
- (iii) Great increase in population and consequent greater demand for consumer goods than their supply.
- (iv) Chinese aggression in 1962-63 followed by Indo-Pak conflict in 1965 and thereafter the prevalence of drought conditions and industrial recession.
- (v) Devaluation of Indian currency.
- (vi) Artificial scarcity created by hoarders.
- (vii) Existence of black money.

## WAGES

Due to rising trend in prices, the wage level in the district also showed an upward trend during the last six decades. The tendency of wages to keep pace with prices has been more persisting during the 1961-70 decade, whereas previously the wage level generally lagged behind the price level. The average daily wage rates of skilled and unskilled workers which prevailed in the

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1. Now in the Bhiwani district since December 22, 1972.

2. Now in the Mahendragarh district since December 22, 1972.

district from 1909 to 1959-60 are given below :

Year	Skilled	Percentage increase over 1909 level	Un-skilled	Percentage increase over 1909 level
	Rs. As. Ps.		Rs. As. Ps.	
1909	0.4.0	—	0.3.0	—
1912	0.5.0	25	0.4.0	33
1917	0.12.0	200	0.8.0	167
1922	1.0.0	300	0.8.0	167
1927	1.2.0	350	0.10.0	233
1932	0.12.0	200	0.6.0	100
1937	1.0.0	300	0.6.0	100
1943	2.2.0	750	..	..
1950-51	4.0.0	1,500	..	1,500
1951-52	4.0.0	1,500	1.13.0	867
1954-55	4.0.0	1,500	2.0.0	967
1955-56	3.0.0	1,100	2.0.0	967
1956-57	4.0.0	1,500	2.0.0	967
1957-58	4.0.0	1,500	2.0.0	967
1958-59	4.0.0	1,500	2.0.0	967
1959-60	5.0.0	1,900	2.0.0	967

In 1909, a skilled worker in the district earned four annas and an unskilled worker three annas a day. In 1927, it rose to Rs. 1.2.0 for the former and to 10 annas for the latter. In 1932, it came down to 12 annas and 6 annas respectively due to the great depression. Thereafter the rising trend started. During the fifties, the wages were stabilized at Rs. 4 per day for a skilled worker and Rs. 2 for an unskilled worker. The year 1955-56 was the only exception when a skilled worker earned a lower wage of Rs. 3



per day. In 1959-60, the wage rate for skilled labourer went up to Rs. 5 per day but in the case of unskilled worker it remained at Rs. 2, the same as in 1954-55.

Wages for farm labourers are mostly determined by prevalent customs and conventions. Besides, the law of supply and demand plays its part in determining the wages. During the busy season, the wages are high, while during the slack season, labour can be hired at lower wages. The agricultural labour wages per day in the Karnal district during the sixties were as follows :—

(For men only)

Year	Plough- ing	Sowing	Weed- ing	Har- vesting	Pick- ing of cotton	Other agri- cultural opera- tion	Black- smith	Carp- enter
	(Rs.)	(Rs.)	(Rs.)	(Rs.)	(Rs.)	(Rs.)	(Rs.)	(Rs.)
1960-61	2.00	1.50	1.40	—	—	2.00	5.00	5.00
1965-66	2.45	2.45	2.56	—	—	2.44	5.75	5.75
1966-67	2.50	2.50	2.50	5.00	—	2.50	5.78	5.87
1967-68	4.41	4.08	3.00	4.54	3.00	3.36	6.82	6.82
1968-69	5.50	4.50	3.13	5.59	3.44	4.20	9.09	9.09
1969-70	6.75	6.50	4.25	7.34	3.97	5.70	10.00	10.00
1970-71	6.48	6.24	5.28	7.23	4.58	5.91	9.73	9.74

[(1) The wage rates are in respect of village Ugra Kheri, a representative village.

(2) The wages are the average of 12 months.

(3) The wage rates are for a normal working day of eight hours.

(4) The wages include payment in cash and cash equivalent of commodities paid in kind.]

The above table shows that the wages kept on increasing from 1960-61 onwards in respect of all agricultural operations and also for skilled workers like blacksmith and carpenter. The wages were more than treble in 1970-71

as compared to 1960-61 for ploughing and weeding, four times for sowing and about three times for other agricultural operations. In the case of skilled workers the wages had only doubled during the decade as compared to the wages of unskilled labour which had risen by three to four times approximately.

## COMMUNITY DEVELOPMENT

The Community Development was conceived, planned and initiated as an aided self-help programme for the individuals and for the collective welfare of the vast rural population. The object was to inculcate a sense of self-reliance in the individuals, to create an initiative drive in the village community and to generate and develop collective thinking and combined action.

This programme has to play a significant role with its focus on developmental activities in the rural areas. The major responsibility for both social progress and economic development is to be shouldered by the Government (Development and Panchayat Departments). The emphasis is on agriculture which is the mainstay of the people; but other aspects of life namely, health, sanitation, housing, education, recreation, rural arts and crafts, etc., also occupy an important place in this programme.

A block has been recognized as a unit of planning and development. Every tahsil has been divided into three to four blocks which have to pass through various phases, viz. Pre-extension phase of one year, Stage I of 5 years and Stage II of another 5 years after which every block passes through a Post-Stage II phase. During the Pre-Extension phase, the work is confined to preliminary surveys and planning and agricultural development. During Stage I of 5 years, every block is provided with funds to the tune of Rs. 12 lakhs to be spent on various developmental activities. During Stage II, every block is given Rs. 5 lakhs for 5 years to continue the intensive development programme of the first stage. During these two stages, a major portion of the funds is shared by the Government of India. In Post-Stage II, the entire burden is borne by the State Government. The block budget is not rigid and is intended to serve more as a guide for chalking out the programmes based on the desires and aspirations of the local people and their requirements. Besides, the Panchayat Samiti of the block has its own sources of income, e.g. professional tax, cycle license fees, income from ferries and cattle ponds, income from cattle fairs,<sup>1</sup> etc. This

1. The organisation of cattle fairs in the State has been taken over by the Government since November 1970.



money also is utilized for developmental activities. The departments concerned with the developmental activities (Agriculture, Animal Husbandry, Fisheries, Education, etc.) place some funds at the disposal of the Panchayat Smiti.

In Haryana, the Karnal district has the right claim to be one of the originators of Community Development Programme for the Pilot Project intended at Nilu Kheri (Nilo Kheri) in 1952 ushered the Community Development Programme in India in a big way. The district has, at present, 15 blocks<sup>1</sup> which are in Stage II and Post-Stage II as shown below;

Stage II	Post-Stage II
Kaithal	Thanesar
Madlauda	Nilu Kheri (Nilo Kheri)
Rajaund	Gula (Guhla)
Nisang	Panipat
Samalkha	Ladwa
Asandh	Gharaunda
	Shahabad (Shahbad)
	Pundri
	Karnal

Although self-help implies an awareness of a problem, a desire to change, a capacity to analyse problems and experience in weighing alternative solutions, these kinds of changes that are attitudinal and value-oriented come only from continued and sustained efforts. At the same time, it was a completely new idea for the people to think of governmental funds budgeted for the community block as being resources to help the people solve their problems. Anyhow, it is as yet difficult to analyse and evaluate the results of Community Development Programme since no fool-proof methods for testing its performance have been developed. Nevertheless the people have been motivated to implement programmes of development and the pace of their participation has been accelerated.

The number of *panchayats*, villages and population covered in each block is given in Table XXXI of Appendix.

#### COMMUNITY DEVELOPMENT TRAINING

Community Development Programme is an important adjunct of scholastic education. Through its demonstrative and practical approach to the

1. The following blocks are now in the Kurukshetra district : Kaithal, Thanesar, Gula(Guhla), Ladwa, Shahabad (Shahbad) and Pundri.

problems of good training and efficient work, it seeks to bring about social and economic regeneration in rural areas through the agencies of National Extension Service. In order to train various functionaries of the Programme, three institutions, viz. State Community Development Training Centre, Extension Education Institute and Integrated Training Centre for Extension Officers (Industries) were started at Nilu Kheri (Nilo Kheri) which has the privilege of being the first community development block in the country.

**The State Community Development Training Centre, Nilu Kheri (Nilo Kheri).<sup>1</sup>**—A Social Education Organisers' Training Centre was established at Nilu kheri (Nilo Kheri) in April 1953, to impart job training to Social Education Organisers. The following year Block Development Officers' Training Centre was also established. These centres catered to the needs of all States in the northern and central regions of the country. In September 1958, the name of Development Officers' Training Centre was changed to Orientation and Study Centre. In April 1962, the Social Education Organisers Training Centre and the Orientation and Study Centre were amalgamated with two separate wings; orientation wing and social education wing. The institute functioned under the Government of India till March 1967, when it was transferred to the Government of Haryana and its name changed to State Community Development Training Centre.

The institute provides a 2 weeks' general course for Block Development Officers, Extension Officers, District Level Officers and non-officials and a 12 weeks' job course for Block Development Officers. The social education wing of the institute provides a 6 months' job courses for Social Education Organisers, a 6 weeks' refresher course for Social Education Organisers and a 4 weeks' orientation course for teacher-educators of junior basic teachers training institute.

**Extension Education Institute, Nilu Kheri (Nilo Kheri).**—In view of the growing need to train well-qualified multipurpose Village Level Workers, it was thought that the teachers of the Integrated Extension Training Centres should also develop greater skill in producing efficient Village Level Workers. In order to help these teachers to develop methods and techniques for improving the standard of teaching, this institute for applied learning was started in September 1959.

During the course of training, emphasis is laid on high quality, scholastic performance and effective methods of instruction. Special stress

1. In 1969, the training centre was shifted to Hisar.



is laid on the demonstration of team work and all-round co-operation between the staff and the students.

By March 1970, the institution conducted 23 courses for Principals and Instructors of Gramsevak/Gramsevika Training Centres ; 13 Integrated Courses for Extension Officers (Agriculture & Animal Husbandry) ; 44 Refresher Courses for Senior Village Level Workers ; 13 Village Artisan Courses for Agricultural Implements ; and 13 other courses. The duration of these Courses and the number of participants are given in Table XXXII of Appendix.

**Integrated Training Centre for Extension Officers (Industries), Nilu Kheri (Nilo Kheri).**—The Khadi and Village Industries Commission started a Khadi Gramodyog Vidyalaya for training of Extension Officers (Industries) in 1956. In April 1965, the Government of India took over Khadi Gramodyog Vidyalaya and established an Integrated Training Centre. It is one of the two centres set up in the whole country for the training of Extension Officers (Industries) of the community development blocks. It provides 12 months' integrated training in village and small-scale industries. Various State Governments depute their trainee officers to this centre. The syllabus of the course has been devised to train the Extension Officers to work for the promotion, organisation and extension of industries (cottage, village and small-scale) in rural areas.

The centre also arranges a short-term refresher course for those Extension Officers (Industries) who had undergone such a training in Khadi Gramodyog Vidyalaya or Small Industries Service Institutes and are working on rural industrial development programmes to acquaint themselves with the changing pattern of industries, and the technological changes in the village and small-scale industries which tend to increase rural incomes and productivity and create employment. The number of persons who completed training in integrated and refresher courses at this centre up to March 31, 1970 was 276 and 111 respectively.

## Chapter X

### GENERAL ADMINISTRATION

#### ADMINISTRATIVE DIVISION

In 1969, the Karnal district as an administrative unit<sup>1</sup> consisted of five tahsils namely ; Karnal, Panipat, Thanesar, Kaithal and Gula (Guhla)<sup>2</sup>. There were 11 towns and 1,429 villages (1,357 inhabited and 72 un-inhabited)<sup>3</sup>. The number of towns, villages<sup>4</sup> and police stations in each tahsil was as follows :—

Tahsil	Towns	Villages			Police Stations	Police Posts
		In-habi- ted	Un- inhabi- ted	Total		
Karnal	3 [Karnal, Gharaunda and Nilu Kheri (Nilo Kheri)]	400	24	424	6 (Sadar Karnal, City Karnal, Gharaunda, Nisang, Bhutana and Indri)	1 Nilu Kheri (Nilo Kheri) (Permanent)

1. (i) The Karnal district has been bifurcated on January 23, 1972, and the new district of Kurukshetra comprising the tahsils of Thanesar, Gula (Guhla) and Kaithal, has been carved out of it. In this adjustment, 77 villages, formerly in the Kaithal tahsil, have been shifted to the adjoining areas, viz. 22 to the Karnal tahsil of the Karnal district; 44 of the Jind tahsil, 5 to the Safidon tahsil and 6 to the Narwana tahsil of the Jind district.

(ii) For historical background to the administrative set-up, Chapter I may be referred.

2. Gula (Guhla), earlier a sub-tahsil of Kaithal, was raised to the status of a tahsil on August 13, 1968.

3. According to the 1961 Census, the total number of villages in the Karnal district was 1,415 (1,350 inhabited and 65 uninhabited). For other details footnote 3 on page 56 may be referred.

4. A village refers to an area for which a separate record of rights is maintained, or which has been separately assessed to land revenue, or would have been so assessed if the land revenue had not been realised or compounded or redeemed, or which the State Government had otherwise declared as an 'estate'. This definition of village is identical with that of *mauza* under section 3(1) of the Punjab Land Revenue Act, 1887. The definition applies to a demarcated area of land and not to a residential site.



Tahsil	Towns	Villages			Police Stations	Police Posts
		In-habi- ted	Un- inhabi- ted	Total		
Panipat	1 (Panipat)	169	16	185	4 (Sadar Panipat, City Panipat, Samalkha and Utlana)	1 Naultha (Permanent)
Thanesar	4 [Thanesar, Shahabad (Shahbad), Ladwa and Radaur]	414	15	429	5 [Sadar Thanesar, Sadar Shahabad (Shahbad), Ladwa, Radaur and Thaska Miranji]	4 Thanesar (Permanent) Shahabad (Shahbad) (Permanent) Pipli (Temporary) Kurukshetra University (Temporary)
Kaithal	2 (Kaithal and Pundri)	207	13	220	5 (Sadar Kaithal, City Kaithal, Pundri, Rajaund and Asanli)	2 Pundri (Permanent) Chika (Temporary)
Gula (Guhla)	1 (Pehowa)	167	4	171	2 [Gula (Guhla) and Pehowa]	—
Total :	11	1,357	72	1,429	22	8

On the principle of decentralization of authority in the administrative set up, the district is divided into sub-divisions, each coinciding a tahsil area<sup>1</sup>. The object is to promote efficiency in administration and to ensure better supervision over public affairs through decentralization of powers. Kaithal sub-division was created in 1896 while the remaining three sub-divisions were created in the post-Independence period, viz. Panipat in 1955, Thanesar in 1960 and Karnal in 1964. The sub-division at Karnal was abolished in March 1967 but revived in August 1968.

1. Of the five tahsils, Gula (Guhla) was the only one where a sub-division had not been created. It was under the Sub-Divisional Officer, Kaithal.

The strength of sub-division and tahsil officers in 1969-70 was as follows:—

Tahsil	Officers	Strength
Karnal	Sub-Divisional Officer (Civil)	1
	Tahsildar	1
	Naib Tahsildars	2
Panipat	Sub-Divisional Officer (Civil)	1
	Tahsildar	1
	Naib Tahsildars	2
Thanesar	Sub-Divisional Officer (Civil)	1
	Tahsildar	1
	Naib Tahsildars	2
Kaithal	Sub-Divisional Officer (Civil)	1
	Tahsildar	1
	Naib Tahsildars	2
Gula (Guhla)	Tahsildar	1
	Naib Tahsildar	1

In addition, there were 4 Naib Tahsildars (Agrarian)-one each for Karnal, Panipat and Thanesar and one for Kaithal and Gula (Guhla), one Naib Tahsildar for Low Income Group and Middle Income Group Housing Loans and one Naib Tahsildar for Land Development Schemes.

#### DISTRICT AUTHORITIES

**Deputy Commissioner.**—The general administration of the district is vested in the Deputy Commissioner, who for administrative purposes, is under the Commissioner, Ambala Division, Ambala. In other words, the State Government's general authority descends through the Divisional Commissioner to the Deputy Commissioner, who performs a triple function. He is at once the Deputy Commissioner, the District Magistrate and the Collector. As Deputy Commissioner, he is the executive head of the district with multifarious responsibilities relating to development, *panchayats*, local bodies, civil administration, etc. He has a special role to play in regard to Panchayati Raj. In addition to keeping an eye on the working of Panchayati Raj institutions, he also guides the *panchayats*, Panchayat Samitis and Zila Parishad<sup>1</sup> in dealing with their problems and overcoming their difficulties.

1. The institution of Zila Parishad has been abolished since June 13, 1973.



As District Magistrate, he is responsible for law and order and heads the police and prosecuting agency. As Collector, he is the chief officer of the revenue administration and is responsible for collection of land revenue and all dues recoverable as arrears of land revenue, and is also the highest revenue judicial authority in the district. He acts as the District Elections Officer and the Registrar for registration work. He exercises over-all responsibility on other Government agencies in his district. While he co-ordinates their activities wherever necessary, he does not interfere in their internal administration and the procedures, methods and policies of their departments. He is, in short, the head of the district administration, a co-ordinating officer among various departments and a connecting link between the public and the Government insofar as he executes the policies, administers the rules and regulations framed by the Government from time to time, and also looks after the welfare, needs and requirements of the people.

**Sub-Divisional Officer.**—The Sub-Divisional Officer is the general designation of the chief civil officer of the sub-division. In fact, he is a miniature Deputy Commissioner of his sub-division. He possesses adequate powers to co-ordinate work in the sub-division. He exercises direct control over the Tahsildars and their staff. He is competent to correspond direct with Government and departments at the district level on routine matters. His main duties, like those of the Deputy Commissioner, include revenue, executive and judicial work. In revenue matters the powers of Collector have been delegated to him. His executive duties pertain to the maintenance of law and order, development, local bodies, motor taxation, passport, renewal of arms licenses, sub-divisional establishment, etc. As Sub-Divisional Magistrate, he exercises certain judicial powers under certain sections of the preventive chapters of Criminal Procedure Code. Appeal from the orders of the Sub-Divisional Magistrate in such cases lies with the District and Sessions Judge.

**Tahsildar/Najib Tahsildar.**—The Tahsildar and Naib Tahsildar are Assistant Collectors II Grade. While deciding partition cases, the Tahsildar assumes the powers of Assistant Collector I Grade. Their main task being revenue collection, the Tahsildar and Naib Tahsildar have to tour extensively in their areas. The revenue record and the crop statistics are also maintained by them. They assist the development staff in their various activities like execution of development plans, construction of roads, drains, embankments, soil conservation and reclamation, pavement of streets, filling of depressions and disposing of work connected with rural reconstruction. They help the Block Development and Panchayat Officers in

enlisting the maximum co-operation of the people in rural areas to make the Panchayati Raj a success.

Tahsildars and Naib Tahsildars in the district are assisted by the following revenue staff :—

Staff	Strength
Sadar Kanungo <sup>1</sup>	1
Office Kanungos	5
Field Kanungos	17
Patwaris	339
Assistant Patwaris	4

The actual preparation of village records and revenue statistics rests with the Patwaris; hence division of the district into 339 *Patwar* circles, each circle being looked after by a Patwari who works under the immediate supervision of the Field Kanungo<sup>2</sup> concerned.

The Lambardar is another important functionary in the administration. He is responsible for the collection of land revenue. Revenue deposits were previously made in the Government treasury under the charge of the tahsil officers. These are now made in the State Bank of India at Karnal and its subsidiary branches at Kaithal, Panipat and Thanesar. In addition to his duties of land revenue collection, the Lambardar looks after law and order in his area and any breach thereof is reported by him to the nearest police station and to the Deputy Commissioner's agency. He is assisted in his work by the village chowkidar. The Lambardar is paid *pachotra* at the rate of 5 per cent of the land revenue.

#### DEVELOPMENT ORGANISATION

To administer the numerous schemes of development, the district has been divided into 15 Blocks, each being a consolidated unit comprising rural population of about 68,000.<sup>3</sup> The Block was previously under the

1. He is in charge of the district headquarters record room and exercises general supervision over the maintenance of revenue records.

2. The work of checking statistics prepared by the revenue agency is now-a-days done by the District Statistical Officer.

3. For details see Chapter on 'Economic Trends'.



charge of a Block Development Officer but with the merger of the Panchayat Department with the Development Department, the Block Development Officer has been re-designated as the Block Development and Panchayat Officer and has been invested with powers of Panchayat Officer under the Punjab Gram Panchayat Act, 1952. With the introduction of the Panchayati Raj in 1961, the development of the Block is looked after by an elected body known as the Panchayat Samiti. The Block Development and Panchayat Officer functions under the administrative control of the Panchayat Samiti and is its *ex-officio* Executive Officer.

Each Block has been provided with Extension Officers from the Industries, Agriculture, Co-operative and Panchayat Departments who function under the control of the Block Development and Panchayat Officer. This arrangement helps to co-ordinate development activities in the Block.

The co-ordination of development works of various Panchayat Samitis is done by the Zila Parishad<sup>1</sup> at the district level.

*Panchayats* have been constituted at the village level. These mainly look after the development works. Their other functions include criminal, civil and revenue (judicial) work within specified limits.

#### GENERAL ARRANGEMENT FOR DISPOSAL OF BUSINESS

In addition to sub-division, tahsil and Block staff, the Deputy Commissioner is assisted by the General Assistant and the District Development and Panchayat Officer. The Assistant Commissioner/Extra Assistant Commissioners (under training) are temporarily appointed from time to time with varying degrees of powers—magisterial (executive) and revenue. These officers relieve him of the detailed and routine activities of his office and thus enable him to concentrate on his general managerial duties of co-ordination, direction, superintendence and control in all spheres of the district administrative functions.

**General Assistant.**—He is the principal administrative officer under the Deputy Commissioner and assists him in all executive and administrative functions. Not required to tour in the district, he stays at the headquarters to supervise the working of the office. He is competent to correspond with Government and other Departments on routine matters. All the branches in the Deputy Commissioner's Office except the Development Branch function through him. He is also required to function as the District Electoral Officer.

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1. The institution of Zila Parishad has been abolished since June 13, 1973, and its functions have been assumed by the Government.

In addition to the above, the General Assistant attends to a lot of miscellaneous work as detailed below :

- (1) Complaints and enquiries received from public and Government.
- (2) Urban and rural rehabilitation work.
- (3) Work of occasional nature, e.g. arrangements in connection with the celebration of Independence day, Republic day, Vana Mahotsava, visits of V.I.P.s., District Relief Fund, etc.
- (4) Miscellaneous work, e.g. work of semi-official and non-official bodies, among others that of District Soldiers', Sailors' and Airmen's Board, District Red Cross Society, Bharat Scouts and Guides, District Sports Association, Home Guards, Civil Aviation and Local Bodies.
- (5) Flood relief work.
- (6) Arms and Motor Licensing, Civil Home Defence, Small Savings.
- (7) District Office establishment.

**District Development and Panchayat Officer.**—He is the Deputy Commissioner's principal officer who helps him to carry on the community development and welfare programmes. He deals with the following subjects :—

- (1) Work relating to development, five-year plans and local development works.
- (2) Zila Parishad, Panchayat Samitis and *Panchayats*.
- (3) Middle and Low Income Group Housing Schemes.

## ELECTIONS

The conducting of General Elections to the Parliament and State legislature is supervised by the General Assistant who is also District Electoral Officer. Work relating to the conduct of municipal elections is done in the Local Fund Branch while that of Panches and Sarpanches in the Development Branch.

## DISTRICT COMMITTEES

A number of committees/boards have been constituted to advise and help the administration to discharge its duties efficiently. These



committees normally work under the stewardship of the Deputy Commissioner but sometimes the Commissioner or a State Minister attends their meetings if the matter under consideration is of emergent importance. Whenever necessary, some non-officials are also associated with these committees to stimulate a co-operative response from the general public towards the working of various departments and the implementation of development schemes.

#### OTHER STATE AND CENTRAL GOVERNMENT OFFICERS

Other State and Central officers in the district are listed below. They are administratively under the control of their respective Heads of Department but the Deputy Commissioner has been given powers to co-ordinate their activities and exercise a general control over them. The long list given below emphasises the multifarious fields requiring the attention of the Deputy Commissioner :

#### STATE GOVERNMENT OFFICERS

1. Executive Engineer (P.W.D.), Public Health Division, Karnal
2. Superintending Engineer (B&R), Karnal Circle, Karnal
3. Executive Engineer, Karnal Division, Western Jumna (Yamuna) Canal, Karnal
4. Executive Engineer, Pehowa Division, Kaithal
5. Superintending Engineer, Drainage Circle, Karnal
6. Executive Engineer, Karnal Drainage Division, Karnal
7. Executive Engineer, Mechanical Drainage Division, Karnal
8. Executive Engineer, Investigation Drainage Division, Karnal
9. Executive Engineer, Tubewell Division, Karnal
10. Superintending Engineer, Haryana State Electricity Board, Karnal
11. Executive Engineer, Haryana State Electricity Board, Karnal City Division, Karnal
12. Executive Engineer, Haryana State Electricity Board, Suburban Division, Karnal
13. Executive Engineer, Haryana State Electricity Board, Operation Division, Kurukshetra

14. Executive Engineer, Haryana State Electricity Board, City Division, Panipat
15. Executive Engineer, Haryana State Electricity Board, Suburban Division, Panipat
16. Executive Engineer, Haryana State Electricity Board, Kaithal Division, Kaithal
17. Executive Engineer, Haryana State Electricity Board, Shahbad Division, Shahabad (Shahbad)
18. Chief Medical Officer, Karnal
19. Malaria Officer, Karnal
20. District Industries Officer, Panipat
21. District Education Officer, Karnal
22. District Food and Supplies Controller, Karnal
23. District Animal Husbandry Officer, Karnal
24. District Statistical Officer, Karnal
25. District Sports Officer, Karnal
26. District Language Officer, Karnal<sup>1</sup>
27. Treasury Officer, Karnal
28. District Welfare Officer, Karnal
29. District Public Relations Officer, Karnal
30. District Employment Officer, Karnal
31. District Excise and Taxation Officer, Karnal
32. Superintendent, District Jail, Karnal
33. Deputy Registrar, Co-operative Societies, Karnal
34. Assistant Registrar, Co-operative Societies, Karnal
35. Assistant Registrar, Co-operative Societies, Kaithal
36. Assistant Warden, Fisheries, Karnal

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1. The office of the District Language Officer was wound up in April 1970.



37. Deputy Director, Agriculture (I.A.D.P.), Karnal
38. Divisional Forest Officer, Karnal
39. Land Reclamation Officer, Karnal
40. District Probation Officer, Karnal
41. Labour Officer-cum-Conciliation Officer, Karnal
42. Commandant, Home Guards, Karnal

The Inspectors dealing with weights and measures and shops also function in the district.

#### CENTRAL GOVERNMENT OFFICERS (EXCLUDING MILITARY OFFICERS)

1. Superintendent, Post Offices, Karnal
2. Sub-Divisional Officer (Telegraph), Karnal Sub-Division, Karnal
3. Income Tax Officers (3), Karnal
4. Director, National Dairy Research Institute, Karnal
5. Deputy Assistant Director General, Medical Store Depot, Karnal
6. Assistant Agricultural Officer, Research Sub-Station, Karnal
7. Executive Engineer (C.P.W.D.) Electrical, Karnal
8. Executive Engineer (C.P.W.D.) Construction, Karnal

#### POLICE

The police administration in the district is under the Superintendent of Police who, next to the Deputy Commissioner, is responsible for the maintenance of law and order. He functions under the administrative control of the Deputy Inspector General of Police, Ambala Range, Ambala Cantt.<sup>1</sup> In 1969-70, there were 22 police stations and 8 police posts in the district as detailed earlier.

#### JUDICIARY

Before the separation of the judiciary from the executive, the administration of civil justice in the district was headed by the District and Sessions Judge, Karnal, who was assisted by the Senior Sub-Judge, Karnal, and three Sub-Judges, one each at Karnal, Kaithal and Panipat. An additional

1. For more details about Police, refer to Chapter on 'Law and Order and Justice'.

Sub-Judge III Class was appointed at Karnal in 1965. The criminal justice was controlled by the District Magistrate, Karnal, who was assisted by Additional District Magistrate, Karnal, three Magistrates I Class at Karnal, General Assistant, Karnal, Sub-Divisional Officers (Civil) at Panipat, Kaithal and Thanesar, and Resident Magistrates at Panipat and Kaithal. After the separation in October 1964, criminal justice has also been placed under the control of the District and Sessions Judge, Karnal.<sup>1</sup> The District Magistrate is now responsible for law and order and Executive Magistrates under him try only security cases.

#### DISTRICT ATTORNEY

Prior to the appointment of a District Attorney in the Karnal district in 1961, the criminal business and civil business on behalf of the Government was done by the Public Prosecutor and Government Advocates respectively. Now the District Attorney conducts civil business in all the district courts and criminal business only in the courts of District and Sessions Judge and Additional District and Sessions Judge. He functions under the general control of the Legal Remembrancer and is not allowed any private practice. He is assisted by an Assistant District Attorney. With the appointment of an Additional Sessions Judge (II), Karnal, in March 1967, one more Assistant District Attorney (II) has been appointed.

#### OFFICIAL RECEIVER

There is [an Official Receiver at Karnal appointed by Government on the recommendations of the District and Sessions Judge. He is in charge of the Insolvency Estates. In case a person applies for insolvency, his property is put under his charge and he disposes it of according to the orders of the Insolvency Court, keeping 7½ per cent of sale proceeds as his remuneration. He also acts as Court Auctioneer and gets 4 per cent commission on the auction proceeds.

#### OATH COMMISSIONERS

In 1969-70, there were 21 Oath Commissioners, 18 at Karnal including Official Receiver who was an *ex-officio* Oath Commissioner, and one each at Panipat, Kaithal and Thanesar. They charged Re.1 as attestation fee for each affidavit attested.

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1. For more details about Judiciary, refer to Chapter on 'Law and Order and Justice'.



## REGISTRATION

The Deputy Commissioner is the Registrar responsible for registration work in the district. Previously there were four Honorary Sub-Registrars, one in each tahsil [except Gula (Guhla)], but in 1964 this institution was abolished. Now the Tahsildar, and in his absence the Naib Tahsildar, performs the functions of Sub-Registrar.

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## Chapter XI

### REVENUE ADMINISTRATION

#### HISTORY OF THE REVENUE ADMINISTRATION

Lying in the path of invaders from the north-west, the Karnal area did not know established government and steady civil order over long periods of its history. During the eighteenth century the southern part of the district was a no-man's land, seized sometimes by the Sikhs and sometimes by the Marathas and their adherents. "Revenue administration there was none; the cultivator followed the plough with a sword in his hand; the Collector came at the head of a regiment; and if he fared well, another soon followed him to pick up the crumbs."<sup>1</sup> The northern part of the district was parcelled out between a number of Sikh chieftains. Their revenue system consisted in squeezing the weak and getting as much as they could out of the strong.

When more settled conditions obtained in the early 19th century, the people who had taken shelter in larger villages, returned to their fields and hamlets, and those who had left the district altogether, gradually came back; but the habits which nearly a century of anarchy and confusion had engendered were not easily eradicated. The oppressive manner in which the British conducted their revenue administration merely delayed the process. For the first few years, revenue matters were practically in the hands of the people who had been assigned different parts of the district. But soon after, the British began to assess summarily the annual revenue to be paid by each village. By 1824, the process of summary settlement of the then Panipat district, except that of the tract assigned to Mandal family, was more or less complete. These summary settlements were extremely oppressive in well developed villages. Half the gross produce was assessed besides taxes on grazing and cattle. In the erstwhile Thanesar district which included Thanesar tahsil, Kaithal tahsil and Indri pargana, various component territories, as they escheated to the British were summarily settled. The assessment in these cases was also oppressive.

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1. *Karnal District Gazetteer*, 1918, p. 144.



## REGULAR SETTLEMENT

Regular revenue settlements were taken up in various parts of the district on different dates.<sup>1</sup> A detailed account of the first regular settlement and the first revised settlement is given in Ibbetson's *Settlement Report of the Panipat Tahsil and Karnal Parganah*, 1883, and Douie's *Settlement Report of Karnal-Ambala*, 1891.

The last regular settlement in the district sanctioned for 30 years was carried out between the years 1904-09 and came into force from *Kharif* 1909.

Each of the tahsils was divided into assessment circles roughly corresponding to their physical configuration:

Tahsil		Assessment Circles	
(1)		(2)	
Panipat		Panipat	
		Khadar	
		Bangar	
Karnal		Khadar Karnal	
		Bangar Karnal	
		Nardak Karnal	
		Khadar Indri	
		Bangar Indri	
		Nardak Indri	
Thanesar		Khadar	
		Bangar	
		Bet Markanda	
		Northern Chachra	
		Southern Chachra	

  

1. Territory	First Regular Settlement as sanctioned		First Revised Settlement as sanctioned		Second Revised Settlement as sanctioned	
	From	To	From	To	From	To
Panipat tahsil and part of Karnal tahsil	1842	1872	<i>Kharif</i> 1879	<i>Rabi</i> 1909	<i>Kharif</i> 1909	<i>Rabi</i> 1939
Mandal tract	1856					
Rest of the district (Indri, Kaithal tahsil and Thanesar tahsil)	1856	1879	<i>Kharif</i> 1886-88	<i>Rabi</i> 1906-08		

(1)	(2)
Kaithal	Nardak Bangar Kaithal Bangar Pehowa
Gula (Guhla) (Sub-tahsil) <sup>1</sup>	Naili Andarwar Powadh

Each assessment circle was further sub-divided according to qualities of soil and facilities for irrigation.

During Ibbetson's settlement conducted in 1872-1880, the village maps of Panipat tahsil and Karnal pargana were prepared by means of the plane-table. The unit of measurement employed was the *gatha* of 99 inches, and areas were recorded in the *pakka* or Shahjahani *bigha* which is three times the size of the ordinary *kachcha bigha* used by farmers in most parts of the district. The measurements during the settlement operations conducted by Douie in 1882-1889 in Indri pargana and the Kaithal and Thanesar tahsils were made on the square-system; the unit of measurement being the *karam* of 57 inches, and the area being recorded in *kachcha bighas*. Since there had been little extension of cultivation in a large portion of the district, re-measurement was dispensed with wherever feasible and the existing maps were corrected. Karnal pargana was re-measured on the square-system with the *kachcha bigha* as the unit of area in order to secure uniformity with the rest of the Karnal tahsil. In the Panipat tahsil, the old Shahjahani *bigha* was retained in revising the measurements, but as the area in the adjoining tahsils of the then Delhi district had been recorded in *kachcha bighas*, the settlement of Panipat was recorded in both *pakka* and *kachcha bighas*. Thus *kachcha bigha* was adopted as the unit of area for the whole district.

The standard of assessment was fixed by the Government at half the rental or net assets calculated on the basis of rents either in cash or produce paid by tenants-at-will to their landlords. Suitable assessment for the whole circle was made and the rates for each class of soil were also proposed. At the same time, to assist the distribution of revenue over villages, crop rates were devised on the basis of the rates given by the produce estimate. For the assessment of canal lands, the government ordered that the *nahri* (irrigated

1. Gula (Guhla) sub-tahsil was raised to the status of a tahsil on August 13, 1968.



from canal) rates sanctioned should be applied not to any average irrigated area but to the area recorded as *nahri* in the record-of-rights.

The following table shows the total results of the re-assessment. The demand actually announced is compared with the demand of the last year of the terminative settlement :—

Tahsil	* Circle	Old fixed demand	Final new demand	Increase per cent of column 4 on column 3
(1)	(2)	(3)	(4)	(5)
		(Rs.)	(Rs.)	
Panipat	Panipat town	25,605	32,805	28
	Khadar	1,20,034	1,49,974	25
	Bangar	1,62,912	1,96,000	20
	Total tahsil :—	3,08,551	3,78,779	23
Karnal	Khadar Karnal	48,752	59,005	21
	Karnal town	8,093	13,000	51
	Bangar Karnal	32,747	42,600	30
	Nardak Karnal	33,662	53,212	58
	Khadar Indri	80,915	88,046	8
	Bangar Indri	49,875	55,315	11
	Nardak Indri	23,901	27,555	15
	Total tahsil :—	2,77,945	3,38,733	22
Thanesar	Khadar	27,400	31,035	13
	Bangar	41,068	42,674	4
	Bet Markanda	94,464	1,19,960	27

1	2	3	4	5
	North Chachra	51,070	64,994	27
	South Chachra	26,492	35,145	33
	Total tahsil :—	2,40,494	2,93,808	22
Kaithal (including Gula)	Nardak	53,756	1,14,225	112
	Bangar Kaithal	69,075	1,16,735	69
	Bangar Pehowa	12,067	15,480	28
	Naili	61,465	62,675	2
	Andarwar	16,234	16,630	2
	Powadh	28,368	32,070	13
	Total tahsil :—	2,40,965	3,57,815	49
	Total district :—	10,67,955	13,69,135	28

In villages where the increase was large, the whole demand was not imposed immediately. Part of the assessment was deferred for five and, in some cases, for ten years. The amount of assessment thus deferred, reduction on account of *muafis* (revenue free) and protective leases for wells and roadside trees are shown below :

Tahsil	Deferred assessment			Reduction on account of			Total
	1st	2nd	Total	muafis	protective lease for		
	five years	five years			wells	roadside trees	
	(Rs.)	(Rs.)	(Rs.)	(Rs.)	(Rs.)	(Rs.)	(Rs.)
Panipat	7,796	3,225	11,021	..	1,374	30	12,425
Karnal	8,904	3,038	11,942	144	2,817	256	15,159
Kaithal (including Gula)	38,715	10,216	48,931	10	1,769	..	50,710
Thanesar	6,010	1,275	7,285	697	1,529	..	9,511
Total :	61,425	17,754	79,179	851	7,489	286	87,805



The date of payment of the revenue instalment for *rabi* was fixed 15th June for the whole district except Nardak and Bangar circles of the Kaithal tahsil where it was 15th July. For *kharif* instalment, it was fixed 15th December for the Kaithal tahsil (except Powadh circle), Bangar, Panipat, Nardak, Indri and three circles of Karnal pargana, and 15th January for the rest of the district.

#### THE WORKING OF THE SETTLEMENT, 1909

The settlement worked well for some time. In the thirties the district came into the grip of depression because of the drop in water-table by 7 to 8 feet in Andarwar circle and a part of Naili circle and the accentuation of water-logging after the construction of the Sirsa Branch of the Western Jumna (Yamuna) Canal. In 1936, the forecast report made out the district as an economically invalid, in the grip of depression and stagnancy, and thus the then Deputy Commissioner anticipated a reduction of about 25 per cent in the overall demand as compared with the demand fixed at the time of settlement of 1909. The circumstances changed thereafter. The prices began to rise in 1941 and rent rates increased exorbitantly.

The general physical features of the district have also undergone a change. The Chautang, the Saraswati and some of the other hill torrents and streams have been diverted to new courses resulting in a well-regulated diversion of inundation through inundation canals and bunds. Besides, the perennial supplies from the Narwana Branch of Ist Bhakra Main Line have removed the hardship of rotational closures of Western Jumna (Yamuna) Canal during *rabi* and thus secured the area against drought. There has thus been a significant increase in canal irrigation with salutary effect on the tract.

A considerable increase in the number of wells from 9,058 in 1909 to 16,190 in 1966-67 resulted in the extension of *chahi* irrigation from 1,49,091 to 15,87,576 acres. The cultivated area increased from 10,93,623 at settlement to 15,87,576 *i.e.* by 45.16 per cent (4,93,953 acres). The Government was very keen to reclaim the culturable waste to promote the Grow More Food Campaign and a scheme was devised under the East Punjab Utilization of Lands Act, 1949. As a result, the culturable waste land in the district which accounted for 174 thousand hectares in 1952-53, was reduced to 29 thousand hectares in 1966-67 and 17 thousand hectares in 1969-70.

The incidence of land revenue from 1952 to 1969 may be seen in Table XXXIII of Appendix.

## SPECIAL ASSESSMENT ON LAND PUT TO NON-AGRICULTURAL USE

In the case of agricultural land, the return to the State is fixed under the land revenue settlements, having regard to factors such as soil, yields, prices, rainfall, rental statistics and economic conditions of the area. But when land is put to non-agricultural uses like constructing a residential building or erecting an industrial plant, the owner of the land gets an unearned increment particularly if the land is situated within or in the vicinity of growing towns and cities. This increment in land values can generally be attributed to the expenditure incurred out of public revenues in constructing roads and railways and general development of the area. The landowners are not fully entitled to this increment in values and it is only fair that this increment should be shared with the Government. It was with this object that the Punjab Land Revenue Act of 1887 was amended by the Punjab Act XIII of 1952 which provided for special assessment of land "put to use different from that for which an assessment is in force or when the land has been put to use for non-agricultural purposes such as brick-kilns, factories, houses, landing grounds and other similar purposes". The work of special assessment of non-agricultural lands was started in July 1955.

*Ad-hoc* special assessment under Punjab Land Revenue Act No. 6 of 1956.—Since a very elaborate procedure was provided for carrying out the special assessment operations which were to take a number of years, it was decided to levy special assessment on *ad-hoc* basis as a multiple of the existing land revenue with effect from *kharif* 1955.

Punjab Land Revenue Act XIX of 1958.—While the work of special assessment was in progress a defect was observed in the Punjab Act XIII of 1952 in as much as it did not permit the levy of special assessment on land put to non-agricultural use if it was not already assessed to land revenue. In other words, the town sites escaped assessment. Accordingly, the Punjab Act XIX of 1958 was passed to provide assessment of lands except village *abadi deh* (inhabited site of village) whether or not already assessed to land revenue. Certain exemptions were also provided.

Section 48 of the Act XIX of 1958 provides that pitch of special assessment on a category and class of sites of land put to non-agricultural use in an assessment circle or part thereof shall not exceed  $\frac{1}{4}$ th of the average net letting value ; or exceed 2—4 per cent of the average market value ; and in the case of sites lying vacant and out of use, exceed 1 per cent of the average market value.



The net letting value is derived after making the following deductions from the present annual rent of such sites :—

- (i) fair remuneration at 6 per cent for the capital invested on building or machinery or both after deducting the depreciation on their value ;
- (ii) house tax ;
- (iii) property tax ; and
- (iv) maintenance charges not exceeding one month's gross rent.

On publication of the preliminary assessment reports a number of representations were made to Government against harshness of the levy. Government, therefore, took the following decisions on April 4, 1961 :—

- (i) The rate of levy at present should not be up to the maximum limit of 25 per cent prescribed in the Punjab Land Revenue (Amendment) Act, 1958 ; it should not exceed  $6\frac{1}{2}$  per cent of the estimated average net letting value. Where, however, this levy has to be made according to the market value, as provided in the Act, it should be modified also in the same proportion, as above.
- (ii) Exemption should be given to the following cases :—
  - (a) All hilly areas notified as such by Government.
  - (b) Sites on which new factories are built, for a period of 10 years (*i.e.* each factory will be exempted for 10 years from the start of working of the factory).
- (iii) Substantial relief should be given in the following cases :—
  - (a) Compound and courtyard areas surrounding the building and used for purposes such as flower-beds, kitchen garden, grassy lawns, fruit plants, etc.
  - (b) The owner-occupied residential houses and bungalows.

To give effect to the decision No. (iii), the following proposals were formulated and approved :—

- (i) The rate of levy on owner-occupied houses and bungalows shall be  $\frac{1}{2}$ th of the rate otherwise leviable, *i.e.* if the building was rented,

- (ii) The rate of levy on compound and courtyard areas shall be  $\frac{1}{4}$ th of the rate charged on the building itself.

Since the general rate of levy had already been reduced from 25 per cent to  $6\frac{1}{2}$  per cent of the net letting value, the rate of owner-occupied houses and bungalows would come to  $\frac{1}{16}$ th of the original rate, and in the case of compound and courtyard areas of owner-occupied houses/bungalows, it would come to  $\frac{1}{64}$ th of the original rate.

In addition to exempting hill areas which term included sub-montane areas and factories (for a limited period of 10 years), the following exemptions were also provided :—

- (i) Use of land for purposes of a garden ;
- (ii) Use of land for purposes of an orchard ;
- (iii) Use of houses occupied for agricultural purposes or for purposes subservient to agriculture ;
- (iv) Use of land for small-scale cottage industries ;
- (v) Use of land for public, charitable or religious purposes ; and
- (vi) residential houses/bungalows in occupation of owners with an annual rental value not exceeding Rs. 300.

As already mentioned, the work of special assessment in the district was started in 1955. Special assessment in a district ordinarily lasts for a period of 10 years and remains in force till a new assessment is made. The work of special assessment in areas outside *lal lakir* (line to demarcate the inhabited site of village, not assessed to land revenue) was completed and the amount was realised until *kharif* 1964 when for various reasons it was suspended.

#### COLLECTION OF LAND REVENUE

Before the British, the revenue collection was the responsibility of the Lambardar and there used to be one headman for each *panna*. He had enormous authority. The distribution of revenue was wholly in the hands of the *thapa* and village council, of which he was the head. His office was hereditary, though fitness was an essential requisite, and the next heir would be passed over, if incapable, in favour of another member of the same family. When the British acquired the tract the same arrangement was per force continued for many years, as no record of individual rights or liabilities existed. But the hereditary nature of the office, and the authority



attached to it, were lost sight of. All the leading men of the village were admitted to sign the engagement for the revenue, and all who signed it, were called headmen. The allowance given to these men, took the form of a deduction from the last instalment of revenue if paid punctually, and was divided by all the engagers. In fact, it is even said that "all the owners shared it proportionally, and that it practically took the form of a mere abatement of revenue in which the whole community had a common interest."<sup>1</sup>

The mode of collection was as vexatious and extortionate as the assessment was oppressive. The collections were made in February and September, long before the harvest, and the cultivator was thus 'forced to part with his grain at a ruinous sacrifice'. Guards were appointed to watch the crops in the interest of Government, but at the cost of the owner; and directly the revenue was overdue, horse and foot were quartered in the village at its own expense. A vivid description of the mode of collection in the beginning of the 19th century is given in the report of the Board of Revenue: "A pernicious practice prevails of overwhelming the villages with swarms of hired servants furnished with orders of demand for the instalments of the land revenue, without any regard to the means of the people, the state of the crops, the powers of the village, or the number of hired servants so employed. In this way native officers provide for hungry dependents; and men of every bad description, idle, lazy loiterers, are scattered over the land, and find employment in forbearing to realize the monies they are sent to collect."<sup>2</sup>

In 1830, a field-to-field record was introduced and an attempt was made to limit the number of headmen, it being ruled that people were to elect new headmen every year, who alone were to enjoy the allowance. This plan was not carried out in its entirety. At the settlement of 1842, the number of headmen was still inordinately excessive and the Settlement Officer was directed to reduce the numbers largely, taking as a general standard, one headman for every Rs. 1,000 of revenue. He found that among the crowd of so-called headmen, there were generally some who had enjoyed the office, either personally or through their ancestors, for a considerable period. These he selected; and, as far as possible, gave one headman at least to each sub-division of a village.

In Kaithal, the number of headmen recognised in the first settlement was excessive. In the settlement of 1856, the evil was met in many villages by a somewhat clumsy device of confirming existing holders in their

1. Denzil Charles Jelf Ibbetson, *Report on the Revision of Settlement of the Panipat Tahsil and Karnal Parganah of the Karnal District, 1872-80*, p. 93.

2. *Ibid.* p. 47.