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Government of Madras
Local And Municipal
Department

1920

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GOVERNMENT OF MADRAS.
LOCAL AND MUNICIPAL (MUNICIPAL)
DEPARTMENT.

G.O. No. 839 M., dated 25th June 1920.

செப்பனியப் பவர் செயல்படுத்தக் கொள்ளப்பட்ட நாள்

in Council has resolved to and non-officials at Madras for the purpose of discussing the local fund and municipal Government in regard to the Conference will open the Conference la Achariyar will preside

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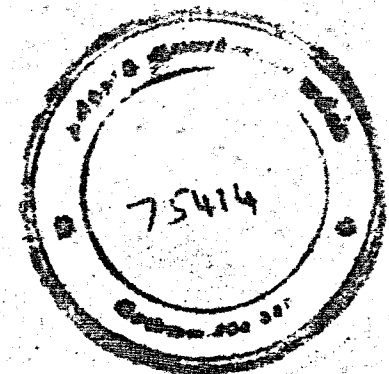
Annexure A to this order
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his order.

(et)

F. J. RICHARDS,
Acting Secretary to Government.

To the gentlemen concerned,
Editors' Table.

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ANNEXURE A.

List of persons invited to attend the Conference.

Serial No.	Name.
1	The Hon'ble Mr. R. A. Graham, I.C.S., Chief Secretary to Government.
2	Mr. F. J. Richards, I.C.S., Secretary to Government, Local and Municipal Department.
3	Mr. W. Hutten, Chief Engineer, Public Works Department (Buildings and Roads).
4	The Hon'ble Major-General G. G. Giffard, C.S.I., K.H.S., Surgeon-General with the Government of Madras.
5	Lieut.-Col. E. L. Perry, I.M.S., Sanitary Commissioner, Madras.
6	Mr. R. F. Stoney, Sanitary Engineer.
7	The Hon'ble Mr. R. Littlehales, Director of Public Instruction.
8	M.R.Ry. Rao Bahadur A. Vedachala Ayyar Avargal, Registrar of Co-operative Societies.

District.	Serial No.	Name.
1. Anantapur.	9	M.R.Ry. Diwan Bahadur P. Kesava Pillai Avargal, President, District Board, Anantapur.
	10	M.R.Ry. G. Rameswara Rao Garu, Chairman, Municipal Council, Anantapur.
	11	M.R.Ry. T. Sivasankaram Pillai Avargal, President, Taluk Board, Penukonda.
2. Arcot, North.	12	Mr. H. M. Hood, I.C.S., President, District Board, North Arcot.
	13	M.R.Ry. K. M. Krishnaswami Nayudu Garu, Chairman, Municipal Council, Vellore.
	14	The Hon'ble Mr. W. Vijayaraghava Mudaliyar Avargal, Chairman, Municipal Council, Walajapet.
3. Arcot, South.	15	M.R.Ry. Diwan Bahadur A. Subbarayalu Reddi Garu, President, District Board, South Arcot, and Chairman, Municipal Council, Cuddalore.
	16	M.R.Ry. S. Vadivelu Pillai Avargal, President, Taluk Board, Chidambaram.
	17	M.R.Ry. M. G. Parthasarathi Mudaliyar Avargal, President, Taluk Board, Vriddhachalam.
4. Bellary ...	18	M.R.Ry. H. Lakshmana Rao Avargal, President, District Board, Bellary.
	19	The Hon'ble Mr. P. Siva Rao Avargal, Chairman, Municipal Council, Bellary.
	20	M.R.Ry. Diwan Bahadur T. Kodandarama Nayudu Garu, Chairman, Municipal Council Hospet.
5. Chingleput.	21	M.R.Ry. Rai Bahadur M. Venkataraghavulu Reddi Garu, President, District Board Chingleput.

District.	Serial No.	Name.
5. Chingleput —cont.	22	M.R.Ry. P. B. Sambanda Mudaliyar Avargal, Chairman, Municipal Council, Conjeeveram.
	23	M.R.Ry. C. Muttayya Mudaliyar Avargal, President, Taluk Board, Chingleput.
6. Chittoor ...	24	M.R.Ry. T. V. Ranga Achariyar Avargal, President, District Board, Chittoor.
	25	M.R.Ry. M. Narayanaswami Reddi Garu, President, Taluk Board, Chandragiri.
	26	M.R.Ry. K. Krishnama Achariyar Avargal, Chairman, Municipal Council, Tirupati.
7. Coimbatore.	27	M.R.Ry. T. A. Ramalingam Chettiyar Avargal, President, District Board, and Chairman, Municipal Council, Coimbatore.
	28	M.R.Ry. C. S. Ratnasabhapati Mudaliyar Avargal, President, Taluk Board, Coimbatore.
	29	M.R.Ry. Rao Sahib Vital Doss Anandji Sait Avargal, Chairman, Municipal Council, Tiruppur.
	30	Khan Sahib Saiyid Diwan Abd-ur Razzaq Sahib Bahadur, Chairman, Municipal Council, Udumalpet.
8. Cuddapah...	31	M.R.Ry. Rai Bahadur T. M. Narasimha Achariyar Avargal, President, District Board, Cuddapah.
	32	M.R.Ry. B. P. Devarajulu Nayudu Garu, Chairman, Municipal Council, Cuddapah.
	33	M.R.Ry. A. Parasurama Rao Garu, President, Taluk Board, Rajampet.
9. Ganjam ...	34	M.R.Ry. Rai Bahadur T. Venkatakrishnayya Pantulu Garu, President, District Board, Ganjam.
	35	M.R.Ry. Rao Bahadur A. P. Patro Garu, Chairman, Municipal Council, Berhampur.
	36	M.R.Ry. M. Venkata Reddi Pantulu Garu, Chairman, Municipal Council, Chicacole.
10. Gōdāvari ...	37	M.R.Ry. Diwan Bahadur D. Seshagiri Rao Pantulu Garu, President, District Board, Gōdāvari.
	38	M.R.Ry. Diwan Bahadur K. Suryanarayana-murti Nayudu Garu, Chairman, Municipal Council, Cocanada.
	39	Mr. K. V. R. Swami, Chairman, Municipal Council, Rajahmundry.
11. Guntur ...	40	Mr. T. H. Hill, I.C.S., President, District Board, Guntur.
	41	M.R.Ry. P. C. N. Ethirajulu Nayudu Garu, Chairman, Municipal Council, Guntur.
	42	M.R.Ry. L. Sangameswara Rao Pantulu Garu, President, Taluk Board, Tenali.

District.	Serial No.	Name.
12. South Kanara.	43	The Hon'ble Rao Bahadur N. Subba Rao Avargal, President, District Board, South Kanara.
	44	M.R.Ry. B. Mahabala Hegde Avargal, Chairman, Municipal Council, Mangalore.
	45	The Hon'ble Khan Bahadur Haji Abd-ul-lah Haji Qasim Sahib Bahadur, President, Taluk Board, Coondapoor.
13. Kistna ...	46	M.R.Ry. Diwan Bahadur M. Ramachandra Rao Pantulu Garu, President, District Board, Kistna.
	47	The Hon'ble Rai Bahadur K. Venkata Reddi Nayudu Garu, President, Taluk Board, Ellore.
	48	Mr. J. W. Maidon, Chairman, Municipal Council, Masulipatam.
	49	M.R.Ry. D. V. Hanumanta Rao Pantulu Garu, Chairman, Municipal Council, Bezvada.
14. Kurnool ...	50	M.R.Ry. Rao Bahadur S. Venkatanarasimha Rao Garu, Vice-President, District Board, Kurnool.
	51	M.R.Ry. N. Ramaswami Ayya Garu, Chairman, Municipal Council, Kurnool.
	52	M.R.Ry. Rao Bahadur C. Venkataranga Reddi Garu, Member, District Board, Kurnool.
15. Madura ...	53	M.R.Ry. V. Srinivasa Achariyar Avargal, Chairman, Municipal Council, Madura.
	54	M.R.Ry. Rao Sahib J. A. Vedanayaga Tevar Avargal, President, Taluk Board, Usilampatti.
	55	M.R.Ry. K. Kuppuswami Ayyar Avargal, Chairman, Municipal Council, Dindigul.
16. Malabar ...	56	The Hon'ble Mr. V. Madhava Raja, President, District Board, Malabar.
	57	M.R.Ry. R. Sekhara Menon Avargal, Chairman, Municipal Council, Palghat.
	58	M.R.Ry. C. V. Narayana Menon Avargal, Chairman, Municipal Council, Calicut.
	59	M.R.Ry. Rao Sahib P. Raman Avargal, President, Taluk Board, Tellicherry.
17. Nellore ...	60	Mr. A. Galletti, I.C.S., President, District Board, Nellore.
	61	M.R.Ry. M. Narasimha Achariyar Avargal, Chairman, Municipal Council, Nellore.
	62	M.R.Ry. B. Perumal Nayudu Garu, President, Taluk Board, Kandukur.
18. The Nilgiris.	63	Mr. J. F. Bryant, I.C.S., President, District Board, The Nilgiris.
	64	Mr. E. F. Handcock, Chairman, Municipal Council, Ootacamund.

District.	Serial No.	Name.
19. Rāmnād ...	65	Mr. C. F. Brackenbury, I.C.S., President, District Board, Rāmnād.
	66	M.R.Ry. Rao Sahib K. Srinivasa Ayyangar Avargal, Chairman, Municipal Council, Srivilliputtur.
	67	M.R.Ry. Rao Sahib S. Tirumalai Ayyangar Avargal, Member of the Rāmnād District Board and Rāmnād Taluk Board.
20. Salem ...	68	Mr. P. Macqueen, I.C.S., President, District Board, Salem.
	69	M.R.Ry. R. M. Lokanatha Mudaliyar Avargal, Chairman, Municipal Council, Salem.
	70	M.R.Ry. S. N. Prabalani Pillai Avargal, President, Taluk Board, Sankaridrug.
21. Tanjore ...	71	The Hon'ble Rao Bahadur V. K. Ramanuja Achariyar Avargal, President, District Board, Tanjore.
	72	Mr. A. T. Pannirselvam, Chairman, Municipal Council, Tanjore.
	73	The Hon'ble Khan Bahadur A. T. G. M. Ahmad Tambi Marakkayar Sahib Bahadur, President, Taluk Board, Negapatam.
	74	M.R.Ry. B. S. Nataraja Sastri Avargal, Chairman, Municipal Council, Negapatam.
	75	M.R.Ry. Rao Bahadur K. G. Srinivasa Mudaliyar Avargal, President, Taluk Board, Mannargudi.
22. Tinnevely.	76	The Hon'ble Rai Bahadur T. N. Sivagnanam Pillai Avargal, President, District Board, Tinnevely.
	77	M.R.Ry. Rao Bahadur S. Kumaraswami Reddiyar Avargal, Chairman, Municipal Council, Palamcottah.
	78	M.R.Ry. Cruz Fernandez Avargal, Chairman, Municipal Council, Tuticorin.
	79	M.R.Ry. K. N. Kondalarayaswami Nayudu Garu, President, Taluk Board, Kovilpatti.
23. Trichinopoly.	80	The Hon'ble Diwan Bahadur T. Desika Achariyar Avargal, President, District Board, Trichinopoly.
	81	Mr. E. W. Legh, I.C.S., Member, District Board, Trichinopoly.
	82	P. Khalif-ul-lah Sahib Bahadur, Chairman, Municipal Council, Trichinopoly.
24. Vizagapatam.	83	The Hon'ble Mr. C. V. S. Narasimha Raju, President, District Board, Vizagapatam.
	84	The Hon'ble Mr. B. Venkatapati Raju, Chairman, Municipal Council, Vizagapatam.
	85	M.R.Ry. P. Appa Rao Chetti Garu, Member, District Board, Vizagapatam.

NOTE.--Mr. J. P. Kotilingam of Bellary was also subsequently invited for the Conference.

ANNEXURE B.

Provisional list of subjects to be discussed at the Conference.

- I. Provincial cadres for the service of local bodies.
- II. Co-ordinating the activities of local boards and municipal councils.
- III. Technical assistance to be rendered by the Government in connexion with schemes of water-supply, drainage and other large works maintained by local bodies, with particular reference to the working of filters and pumping stations.
- IV. The standardization of the salaries of municipal and local fund employees.
- V. The standardization of licence fees.
- VI. The need for 'costings' estimates for the several services for which local bodies are responsible.
- VII. The development of a loan policy to defray capital expenditure.
- VIII. The development of productive investments as sources of revenue.
- IX. Civic survey.

Demi-official—from F. J. RICHARDS, Esq., I.C.S., Secretary to Government, Local and Municipal Department.

No.—163-1 M./O.

Dated—Ootacamund, the 25th June 1920.

I am to enclose a copy of a Government Order of this date convening a Conference of officials and non-officials at Madras on the 17th July 1920 for discussing certain matters connected with local fund and municipal administration, and to request you to intimate to me at a very early date whether you will attend the Conference.

I am to inform you that, for your journey to and fro and for your detention in Madras in connexion with the Conference, you will be treated as a first-class officer under article 1004 of the Civil Service Regulations and will be granted the travelling and daily allowance admissible for officers of that class.

Brief notes on the subjects to be discussed at the Conference will be sent to you separately.

Demi-official—from F. J. RICHARDS, Esq., I.C.S., Secretary to Government, Local and Municipal Department.

No.—4714-1 M.

Dated—Fort St. George, the 10th July 1920.

In continuation of my demi-official No. 163-1 M/O., dated the 25th June 1920, I am to forward brief notes* on the subjects to be discussed at the Conference.

The Conference will meet at Senate Hall, Chepauk.

* These notes are printed in this pamphlet under the respective subjects. They were forwarded to the members with the following note.

NOTE.

The subjoined notes are intended to indicate to the members of the Conference some of the issues on which the Government particularly desire their opinion. The notes are by no means exhaustive, nor do they in any way represent the views of the Government or of any particular officers of the Government on any of the questions suggested for discussion.

F. J. RICHARDS—13-7-20.

Brief account of the Proceedings of the Conference.

The Conference met in the Senate Hall, Madras, at 11 a.m. on Saturday the 17th July 1920. His Excellency the Governor, Lord Willingdon, G.C.S.I., G.C.I.E., G.B.E., opened the Conference and explained its object. The Hon'ble Diwan Bahadur Sir P. Rajagopala Achariyar Avargal, K.C.S.I., C.I.E., proposed the appointment of committees of the Conference to consider and report on the several subjects placed before the Conference. The proposition was duly seconded and carried and a separate Committee was appointed for each of the several subjects. A full account of the proceedings of the Conference on the 17th July 1920 is given on pages 8 to 14. The meeting then dispersed. The Committee discussed the subjects referred to them and finished their labours between the 17th and 19th July 1920. The Conference met again in the Senate Hall at 11-10 a.m., on the 21st July 1920, discussed the reports of the Committees and passed resolutions. The report of each Committee and the discussion thereon and the resolutions passed finally by the Conference, are printed under the respective subjects.

OPENING PROCEEDINGS OF THE LOCAL AND
MUNICIPAL CONFERENCE HELD ON
17TH JULY 1920.

His Excellency in opening the Conference said:—

In welcoming you gentlemen to this meeting to-day, representing as you do local bodies in all parts of this Presidency, I wish to say at once that I do not propose to detain you with preliminary remarks for more than a few minutes, for I realize that the bill of fare that we have placed before you is one which will probably satisfy the most voracious appetite, and consume a considerable amount of time, but I think it well to place before you the chief reasons which impelled us to invite you to meet us here to-day, and to discuss the various points we have placed on the agenda, and any additional ones which you may see fit to bring forward, which have reference to questions connected with local and municipal administration at the present time.

The Madras Government are endeavouring with the assistance, and I gladly acknowledge it, of members of the Legislative Council, to pass a series of bills connected with local self-government, which have to do with all local bodies, from panchayats to district local boards and municipalities, in order that Ministers and Members of the Reformed Council may have a sound foundation of legislation on such matters to start with, from which they can advance in future years.

I take no credit for any of these measures myself, for they were most of them drafted and worked out during the period of administration of my predecessor, Lord Pentland, but I do wish to give my very grateful thanks to my Honourable colleague Sir Rajagopala Achariyar, to the Advocate-General and to the Secretary of the Department and all members of his staff for the untiring zeal and devotion with which they have applied themselves to the task of bringing all these measures up to date to meet present conditions, and to keep alongside the very rapid advance which we are witnessing of all questions connected with local self-government during the last few years.

But besides this legislation, as I have already said, there are various matters connected with the principles and policy of administration in municipalities and local boards, and particularly with regard to the relations of Government, with local bodies, which will come up for discussion during your Conference, and with regard to which I sincerely trust you will arrive at definite and unanimous conclusions.

Now I have no intention to-day to take you seriatim through the long list of subjects on the agenda, and to explain to you the reason for our wish to discuss each one. I merely want to make some very general observations with reference to a particular and, let me add, most important question, namely, how best we can secure the most efficient staff for the various branches of executive work which is under the control of local bodies, and to explain to you as clearly as I can the Government's position in the matter.

I can fully understand and entirely sympathize with the objections that might be raised by members of local bodies in these days to any scheme put before them by Government which appeared to increase centralized control over their executive actions, but I hope I may claim that my record in this country in regard to matters connected with local self-government should re-assure them on this point; if it does not, let me assure them that I have always felt and still feel that one of the most important things connected with our reforms is to increase the power and responsibility of local authorities over their affairs, for I think it is certain that the experience gained in local administration will in the future prove the most useful training ground for many of our citizens who will hold high office in future years in the administration of their country.

Yes, and I think I can claim too that my Honourable Colleague, Sir P. Rajagopala Achariyar, has clearly shown in his administration of this department his desire to give more responsibility, more freedom, and a fairer representation to local bodies in all parts of the Presidency. Indeed I can truly say that there is hardly a week goes by that I don't receive a file from him showing me that he has taken a further step in one of these directions. So please disabuse your minds of any idea that we want to establish further control. Indeed, I feel that it would be hardly decent for me, who have in the past years been working to secure greater liberty for local governments from the central government, if I were to come to you now with any suggestion of further centralization to the local government by local bodies. But what we do want to be sure of is that you will be able to secure the best possible men for your executive services, and my Honourable Colleague will lay before you certain proposals for your consideration. I have laid considerable stress on this matter, because I believe that of all the various heads, this is probably the most important that will come up for your consideration and decision to-day,

and further because I wanted to clear away any possible misconceptions which any of you may have had as to the Government's position.

Let me thank you once more for your presence here to-day to assist us in this important task, and let me express the profound hope that your deliberations will further establish relations of trust and confidence between the Government and local bodies, and prove of lasting benefit to the administration of local self-government within our Presidency.

The Hon'ble Sir P. Rajagopala Achariyar—

Your Excellency, we greatly appreciate Your Excellency's kindness in opening this Conference in spite of your recent illness. As we are now going into Committee to start the work of the day, may I venture to suggest that the representatives of newspapers here may be requested to be so good as to withdraw? They may come back at a later stage. Will Your Excellency kindly accept the proposal?

His Excellency—

I would ask the representatives of the press to withdraw.

The Hon'ble Sir P. Rajagopala Achariyar—

I wish to say a few words in regard to this Conference. My friend, Mr. Ramachandra Rao, will no doubt recall to his mind a Conference similar to this, of a thoroughly non-official character, started by him about four years ago. It was a most interesting Conference, and, I think, Sir Sivaswami Ayyar opened it. Mr. Ramachandra Rao will bear me out when I say that during the last few years I have more than once asked him to consider the advisability of making the Conference an annual function. But for one reason or another this wish of mine has not been realized. To-day we all meet here under the auspices of the Government. A Conference like this of representatives of local bodies will probably carry more weight than the one we had about four years ago. I do hope that this will become an annual function, so that you, gentlemen who represent local bodies, may feel that in all important matters your views carry predominant weight. And I, for one, recognize that, in all changes regarding your administration, the general wish of you all should as far as possible prevail.

Having said that, let me proceed to say at once that the question of improving the executive services under local bodies has become an urgent one. The necessity for placing the important services in your employ—the health service, the engineering service and the teaching service—on a satisfactory

footing demands immediate attention. When I go round, I meet in addition to the members of local boards and municipal councils a number of the people employed by them. I have come to the conclusion that, unless you put these services on a suitable footing—well-paid and with a reasonable sense of security in their tenure of office—efficient administration cannot be secured, however good the chairman or the president of the local body may be. The need for improving the services of our local bodies is therefore really an urgent matter. And I want to emphasize the need for some action being taken at once to improve the existing state of affairs. The provincial cadre that has been proposed, is one means of doing it. His Excellency has indicated to you that it is far from our intention in any way to interfere with the discretion allowed to local bodies by law in regard to their establishments. And even if we want to do it, we cannot, as the powers of municipal councils will be regulated by the District Municipalities Act already passed and the powers of the local boards by the Local Boards Bill which will shortly become law. The Government cannot frame any rules inconsistent with the law or take away from local bodies the powers which the legislature has conferred on them. You may rest assured that our wish is only to frame some scheme, which, while leaving with you the fullest measure of control, would give, at any rate to the higher officers of the local bodies, better prospects and a greater security of tenure. Personally I think a substantial general increase of pay will be necessary, but even quite as important as the increase of pay is the need for creating in the minds of your officers a feeling that their tenure is not insecure. If we have a provincial service, the president or chairman could say “we do not want such a man, can you transfer him elsewhere”? But we are working in water-tight compartments. The district board engineer and his assistant engineers cannot leave the district, and the result is that, when a particular employee cannot get on with his employer, either there is continuous friction or the employer has to get rid of the man by magnifying trivial charges against him. The position of the Government is even more difficult, when these matters are brought to their notice. Even when the Government consider that the particular officer has been dealt with unduly harshly there is no use sending him back to the particular local body: after what had happened it is too much to expect that he and his local body would get on smoothly. Nor can we send him to the service of another local body because we have no powers to do so. This evil should be abated by some arrangement

by which a particular man may be transferred from the service of a particular local body, if at any time the local body thinks his stay is detrimental to the public interest. It may happen that the man the head of a local body and servant of that body may disagree even though both of them are good. Under such circumstances it should be of advantage to have some system by which the two men may be separated with mutual advantage. I want you particularly to understand that I do not wish to force my ideas on you or to restrict your powers. All I want is to avoid the friction and inconvenience that now undoubtedly exist. Of course there is another point for you to decide, how far you should go in the direction of provincializing any service? You cannot for instance provincialize a whole service beginning from the district board engineer and ending with the lascars. The lower down you go the greater the latitude for the local body in matters both of appointment and of punishment. An incremental scale of pay will solve many difficulties. The moment a man's work becomes bad, his increment can be stopped. If we find that a district board engineer cannot get on in three or four places, our hands are strengthened, and we would be in a position to dispense with his services.

In regard to co-ordinating the activities of local boards and municipal councils you are all aware what endless discussions we get at times about the division of the toll revenue. If a local board and a municipal council disagree and do not come to a satisfactory settlement as to the division of the proceeds of a common gate, another toll-gate will be opened some 8 miles off an existing one, with the result that the cartman has to pay two tolls because these two sets of gentlemen cannot agree! The Government have very little power to interfere in such matters. All we can do is to advise—and to advise vehemently if need be—but if a local body would not follow the advice, we can do nothing further.

Similarly about the expenditure on hospitals: some local boards contribute very reasonably to the maintenance of municipal hospitals while others decline to do so. This question also will have to be considered by you carefully. You have to devise some system by which such disputes could be quickly and finally settled.

Another question is about the technical assistance rendered by the Government. It is a difficult question. I hope my friend Mr. Hutton will bear me out when I say that technical assistance in regard to pumps, filters and similar things is rendered for the reason that our local bodies have no qualified men in charge of them but they not infrequently

come into collision with our technical officers. I want you to look into that question carefully and devise some system by which large works may be kept going efficiently.

The question of the standardization of the salaries of municipal fund and local fund employees is another matter that you have to deal with. The pay now offered to such employee is very low in a large number of places and I would earnestly advise you to look into the matter most closely. There is no use in saying that we are poor people and we cannot afford to pay adequate salaries. If you local bodies say you are poor, you must not forget that the other man—your employee—is also in the same position and he *must* be given a living wage. You need not standardize all services but the pay of the more important classes of officers like engineers may be standardized.

Another question is about the standardization of licence fees. My acquaintance with licence fees is very feeble and I do not propose to offer any advice, but it does occur to me—after a perusal of pages 11, 13, 14, 15 and 16 of the notes—that there exists a large amount of variation in the levy of licence fees. Is it not desirable that these variations should be minimised as much as is practicable?

In regard to a loan policy, it is a matter that I have been pressing upon the attention of every local body I have met. It is wrong in principle that a work like that of bridging a river—whose benefit to the public will last for 30 or 40 years—should be a burden on the tax-payers of two or three years only. My friend Mr. Ramachandra Rao should be of great help in connexion with this subject.

Then in regard to costings accounts, productive investments and civic survey, I shall not say anything now. The notes placed in your hands indicate what questions you have to consider in relation to them.

We propose that the Conference should now break up into a number of committees who will sit and deal with these questions. The distribution list of committees has been placed in the hands of all of you and I hope you will be so good as to accept the distribution. These committees will start work at once. After finishing their labours, they will present their reports. We shall again meet in full Conference on Wednesday and take the reports into consideration. It is open to any member then to discuss any subject. I would beg of you provisionally to accept this arrangement. It is intended to facilitate your task.

The Hon'ble Rai Bahadur K. Venkata Reddi Nayudu in proposing a vote of thanks to His Excellency spoke highly

of the liberal measures adopted for the development of local self-government during His Excellency's regime.

The proposition was seconded by the Hon'ble Mr. A. T. G. M. Ahmad Tambi Marakkayar and supported by Mr. Kotilingam and the Hon'ble Diwan Bahadur T. Desika Achariyar and carried.

The Mysore representatives M.R.Ry. H. Rangaswami Ayyangar Avargal and Muhammad Oosman Khan Sahib Bahadur and the Hyderabad representative Ghulam S. Ahmad Khan Sahib Bahadur thanked His Excellency heartily for giving them an opportunity of watching the deliberations of this Conference and thereby enabling them to go back to their States with improved knowledge.

The Hon'ble Sir P. Rajagopala Achariyar then proposed that the balance of work might be left in the hands of the Chief Secretary, the Hon'ble Mr. Graham: and added that Mr. Richards and Mr. Gopalaswami Ayyangar would give such help to the members as they wanted.

His Excellency said that in the early morning he doubted whether he would be able to be present at that function at all owing to his state of health and that he thanked the members of the Conference for the generous terms in which the members had referred to him. He then added that before his term of office in this Presidency expired a great deal more would be achieved in regard to giving responsibility and liberty to all local bodies and that he wanted the Conference to realize to the full that in matters relating to local self-government, he owed a deep debt of gratitude to his Honourable Colleague Sir P. Rajagopala Achariyar, to whom the credit belonged for all the progress and success that had been achieved in that direction during His Excellency's administration.

In reply to what the Mysore and Hyderabad representatives had said His Excellency hoped that the policy of co-operation and help between this Government and the two States—of which their presence here was evidence—would always continue.

His Excellency then read a letter from Mr. Gray, Secretary to the Health and Welfare Association, inviting the members of the Conference to a tea party on the following day at Victoria Gardens.

A group photo was then taken.

Then the Hon'ble Mr. R. A. Graham, Chief Secretary to Government, presiding, continued the Conference and the time for the sitting of the various committees was decided upon.

SUBJECT I.

PROVINCIAL CADRES FOR THE SERVICE OF LOCAL BODIES.

(1)

Secretariat Note.

4. It is difficult to recruit health officers under present conditions. Only one municipality in the Presidency has a qualified man, though 15 posts have been sanctioned. The new District Municipalities Act contemplates the compulsory appointment of health officer to every municipality with an ordinary income of Rs. 1,00,000 or more. Of these in 1918-19 there were 20.

On the other hand, between 1914-20 only two students passed the degree which qualifies for a first-class health officer, and only ten passed the second-class health officers' test. Of the ten, six were from Bengal. No candidates have appeared for either test during the past ten years. What is the cause of this failure in men? Is employment under local bodies unpopular? If so, why?

What can be done to make the career of health officer attractive?

Is the pay sufficient? If not, what should it be?

Is the uncertainty of tenure a deterrent factor? If so, how can it be remedied? Should the English system be followed? (See extract from the Graham Committee's Report below.)

Would the formation of a provincial cadre of health officers save the situation? If not, what alternative have local bodies to offer? How do they propose to induce men to qualify and to stimulate recruitment?

B. The sanitary inspectors are asking for the provincialization of their service. How should their demands be met? What can be done to allay the discontent which they express? What proposals have local bodies to put forward to render the career of a sanitary inspector attractive, and to induce men to qualify themselves for this responsible work?

C. What objections have local bodies to provincial cadres of medical officers? What complaints have they regarding the existing cadres of assistant surgeons and sub-assistant surgeons? Can these objections be met by the Government; if so, how? What control should Government exercise

over the posting of such officers, and to what extent should control be delegated to local bodies? Is a provincial cadre of women medical officers needed? How can the paucity of lady doctors in public employ be made good?

D. Is recruitment of secondary schoolmasters satisfactory? Is their service capable of improvement? If so, in what direction? Can any guarantee of re-employment be given to those who are compelled to relinquish their posts under any particular local body?

E. Do the conditions of service of local fund engineers and local fund overseers require improvement? If so, in what direction? Is the service sufficiently attractive? Is the type of assistant engineer recruited competent to take district charge when vacancies arise? Is there any difficulty in recruiting qualified overseers? How is the request for a provincialized cadre to be met?

Extract from the Graham Committee Report—Paragraph 8.—Even in England it has been found that, in order that the best results may be obtained, some measures must be taken to protect the higher officials and to lessen their dependence on their councils, and to make them in a sense the agents of the central authority.

* * * *

“A county medical officer of health cannot be removed from office without the approval of the Local Government Board; nor can the medical officer or inspector of nuisances in the employ of any other local authority, if any part of his salary is paid out of money voted by Parliament; and the promotion of security of tenure is one of the objects with which, in all urban and rural districts and some boroughs, one-half of the salary of these offices is paid from funds supplied from the security of tenure for the surveyors employed by local authorities under the Ways and Communications Bill now before Parliament, and it may be said that the tendency is to secure the same privilege for all officers who have responsible duties to perform; and for the purpose of still further improving their position, the introduction of superannuation schemes towards which the State will contribute, is under discussion. It stands to reason that insecurity will tend to prevent the best men entering the employment of local bodies or giving them their best services; and we are of opinion that under the new conditions which will prevail in India any fresh legislation on local self-government should provide specifically for control over

the appointment, removal and salaries of the principal officials of the local bodies. If necessary, this control may be based on the payment by Government of a part of their salaries in view of the probability that many of them may be required to undertake work for Government.”

(2)

REPORT OF COMMITTEE No. I—PROVINCIAL CADRES FOR THE SERVICE OF LOCAL BODIES.

MEMBERS OF THE COMMITTEE.

1. The Hon'ble Mr. R. A. Graham (Chairman).
2. Mr. W. Hutton.
3. The Hon'ble Major-General G. G. Giffard.
4. Lt.-Col. E. L. Perry.
5. The Hon'ble Mr. R. Littlehales.
6. M.R.Ry. Diwan Bahadur P. Kesava Pillai Avargal.
7. The Hon'ble Mr. W. Vijayaraghava Mudaliyar.
8. M.R.Ry. Diwan Bahadur A. Subbararayalu Reddi Garu.
9. The Hon'ble Mr. P. Siva Rao.
10. M.R.Ry. Rai Bahadur M. Venkataraghavalu Reddi Garu.
11. „ T. V. Ranga Achariyar Avargal.
12. „ T. A. Ramalingam Chettiyar Avargal.
13. „ Rai Bahadur T. M. Narasimha Achariyar Avargal.
14. „ Diwan Bahadur D. Seshagiri Rao Pantulu Garu.
15. „ B. Mahabala Hegde Avargal.
16. The Hon'ble Khan Bahadur Haji Abd-ul-lah Haji Qasim Sahib Bahadur.
17. The Hon'ble Mr. V. Madhava Raja.
18. M.R.Ry. Rao Sahib S. Tirumalai Ayyangar Avargal.
19. „ M. G. Parthasarathi Mudaliyar Avargal.
20. Mr. H. M. Hood.
21. M.R.Ry. G. Kameswara Rao Avargal.
22. „ P. C. N. Ethirajulu Nayudu Garu.
23. „ N. Ramaswami Ayya Garu.
24. „ K. Kuppuswami Ayyar Avargal.
25. „ Rai Sahib K. Srinivasa Ayyangar Avargal.
26. „ H. Lakshmana Rao Avargal.

27. M.R.Ry. Diwan Bahadur K. Suryanarayanamurti
Nayudu Garu.
28. " V. Srinivasa Achariyar Avargal.
29. " C. V. Narayana Menon Avargal.
30. Mr. E. F. Handcock.
31. M.R.Ry. R. M. Lokanatha Mudaliyar Avargal.
32. The Hon'ble Rai Bahadur T. N. Siva-
gnanam Pillai Avargal, } Secretaries.
33. P. Khalif-ul-lah Sahib Bahadur, }

As arranged for in the general conference the Committee met at the Senate Hall at 3-10 p.m. with the Hon'ble Mr. R. A. Graham in the chair. Almost all the members were present and the meeting was also well attended by other members of the general conference who participated in the discussions.

Health officers.—The first subject that was considered at the meeting was the provincialization of health officers. The Hon'ble Major-General G. G. Giffard started the discussion by pointing out the absolute necessity for the same, referred to the dearth of persons properly qualified for the post and attributed the same to the present non-provincialization and the consequent unattractiveness of the post. In this connection he called the attention of the members present to the fact that there were only two health officers in the whole Presidency whereas there was provision for as many as 19. He also referred to a meeting of specialists that was recently held by him, where the opinion was unanimous that the service of health officers must be provincialized. He further referred to the circular issued to all local and municipal bodies, the replies to which he pointed out were merely categorical without assigning specific reasons. He therefore invited the members present to give reasons, if any, against provincialization. Finally he drew the attention of the Committee to the fact that the same difficulty was experienced in England and that the only solution arrived at after a long consideration of over 40 years was to centralize the service. He wound up his argument by saying that either we must be prepared to provincialize the service or not to get any one properly qualified person for the post.

A general discussion then took place and Mr. T. A. Ramalingam Chettiyar objected to the provincialization on the basic principle that he who pays must have the choice. Mr. M. Ramachandra Rao said that he would have no objection if some real control is given to the local and municipal bodies.

The Hon'ble Rao Bahadur V. K. Ramanuja Achariyar and Rai Bahadur T. M. Narasimha Achariyar spoke in favour of provincialization. Mr. C. V. Narayana Menon strongly objected to the new proposal and referred to certain difficulties which he had himself experienced in actual administration. Mr. R. M. Lokanatha Mudaliyar then spoke in support of provincialization and said that any inherent defects in the actual administration may be avoided by framing suitable rules.

Mr. T. A. Ramalingam Chettiyar moved a formal resolution that the post of health officer may be provincialized subject to the condition that the chairman will be consulted before appointing or withdrawing him. In reply, the Surgeon-General drew the attention of the Committee to section 72 of the new Municipalities Act by which the power of appointment is bestowed actually upon the local council. Thereupon Mr. P. Khalif-ul-lah remarked that there was not much objection to the provincialization of the health officers and added that our object would be better gained by raising the scale of pay so as to make the profession really attractive.

The majority opinion was that the post of health officer should be provincialized, a few being decidedly against it.

Regarding pay, the unanimous opinion of the Committee was that the present scale was low and unattractive and that steps should be taken to increase the salary in such a manner as to make it really attractive.

Sanitary inspectors.—The next subject that was taken up was the question of the provincialization of sanitary inspectors. Messrs. E. F. Handcock and H. M. Hood, M.R.Ry. T. A. Ramalingam Chettiyar, M.R.Ry. C. V. Narayana Menon, M.R.Ry. K. Kuppaswami Ayyar, M.R.Ry. M. Ramachandra Rao, M.R.Ry. R. M. Lokanatha Mudaliyar and Mr. P. Khalif-ul-lah were decidedly against the provincializing of sanitary inspectors. M.R.Ry. B. Mahabala Hegde and Lt.-Col. E. L. Perry spoke in favour of provincialization. The almost unanimous opinion of the Committee, however, was against provincialization of sanitary inspectors. The Committee was unanimous in recommending an increased scale of pay to the sanitary inspectors. They were also fully agreed that more centres should be opened for the training of sanitary inspectors. The Surgeon-General conceded that there was a real necessity for more training centres and said that the matter would receive his best attention.

Cadre of women medical officers.—The Surgeon-General in his introductory remarks stated that the formation of such a cadre was not practicable at present on account of the unwillingness of the present women doctors to join such a service and also on account of their social habits. He then referred to the attempt that is being made by some of the missionaries at Vellore and said that, as a result of their endeavours, we may expect some 25 women medical officers in about two years' time. The Committee agreed with the Surgeon-General and resolved that the matter must lie over for some time.

Secondary schoolmasters.—The next question that was taken up was the provincialization of secondary schoolmasters. M.R.Ry. Rai Bahadur T. M. Narasimha Achariyar began the discussion and spoke against provincialization of secondary schoolmasters but proposed to standardize their pay and to provide some local allowance for unhealthy localities. The Hon'ble Mr. Littlehales then read extracts from a communication sent to him from the South Indian Teachers' Association, Madras, which was strongly in favour of provincialization of secondary schoolmasters and increase of pay. Then M.R.By. Diwan Bahadur M. Ramachandra Rao spoke on the disadvantages of provincialization and strongly advocated a system of district service for all local and municipal schools, under the management of a joint committee composed of municipal councillors and district board members. He added that, in order to make the profession attractive, the scale of pay must be increased. Several others spoke in favour of Mr. M. Ramachandra Rao's proposal. Mr. K. Kuppuswami Ayyar was against the inclusion of municipal teachers in the district service. Mr. P. Khalif-ul-lah supported this suggestion.

The almost unanimous opinion of the Committee was that provincialization was not necessary and that instead a district service may be organized for secondary schools maintained by district and taluk boards. It was also unanimously resolved that the scale of pay of municipal and local board schoolmasters should be revised and increased.

Local fund engineers, assistant engineers and overseers.—The Hon'ble Rai Bahadur T. N. Sivagnanam Pillai read a small paper strongly advocating the provincialization of district board engineers and assistant engineers only. As regards overseers and sub-overseers he said that, though no good case could be made out for their provincialization, he was of opinion that their pay was rather low and that it

should be increased and made more attractive. Rai Bahadur T. M. Narasimha Achariyar strongly supported the proposal of the Hon'ble Rai Bahadur T. N. Sivagnanam Pillai. Mr. R. M. Lokanatha Mudaliyar requested that municipal engineers also may be included in the scheme.

Mr. M. Ramachandra Rao said that provincialization should be conditional upon the Government contributing a moiety as in the case of the health officers. The Chairman in reply remarked that the question of contribution was a different one altogether and ought to be considered separately.

The Committee then unanimously came to the conclusion that a provincial cadre should be provided for district board engineers and assistant engineers and municipal engineers of equal standing.

It was considered that provincialization was not needed for local fund and municipal overseers and sub-overseers.

It was resolved that the following draft resolutions should be placed before the Conference for approval:—

DRAFT RESOLUTIONS.

(1) *Health officers.*—That the post of health officer be provincialized and that the scale of pay be so increased as to make the service really attractive.

(2) *Sanitary inspectors.*—That the provincialization of sanitary inspectors is unnecessary, but that the scale of pay be increased and that more centres of training be opened.

(3) *Women medical officers.*—That the formation of a cadre for women medical officers is not practicable at present and that as such the matter may lie over for future consideration.

(4) *Secondary schoolmasters.*—That provincialization of secondary schoolmasters is unnecessary and that instead a district service be organized for secondary schoolmasters serving district and taluk boards and that the pay of secondary schoolmasters under municipalities and local boards be increased.

(5) *Local fund engineers, assistant engineers and overseers.*—That a provincial cadre be provided for the district board engineers and assistant engineers and municipal engineers of equal standing and that provincialization is not needed for local fund and municipal overseers and sub-overseers.

T. N. SIVAGNANAM PILLAI,
P. KALIF-UL-LAH SAHIB,

Secretaries.

R. A. GRAHAM,
Chairman.

PROCEEDINGS OF THE LOCAL AND MUNICIPAL
CONFERENCE WHICH RESUMED ITS SITTING
AT THE SENATE HOUSE AT 11-10 A.M., ON
WEDNESDAY, THE 21ST JULY 1920, THE
HON'BLE SIR P. RAJAGOPALA ACHARIYAR
PRESIDING.

In opening the proceedings, the President said that, before proceeding with the final deliberations, he wished to know the views of the members as to whether they would like the press to be present during the discussions or whether it would suffice if, at the end of the discussion the resolutions of the Conference as finally adopted were communicated to them.

Mr. J. P. Kotilingam proposed that the resolutions might be communicated after the deliberations were over, for they were practically sitting in committee and there would be no set speeches to report.

Mr. Cruz Fernandez seconded the proposition.

The proposition was put to vote and carried. The members of the press were then asked to withdraw.

The President presumed that it was the wish of the Conference to go on with the business in the order furnished by the printed report, but before doing so he wanted to give the members of the Conference an opportunity of saying anything they might wish to say in regard to the existing provincial cadres of medical officers and added that several members of local bodies whom he had met, while objecting to the provincialization of other branches, had urged that the existing provincial cadres of civil surgeons, assistant surgeons and sub-assistant surgeons were not working satisfactorily. He thought therefore that if there was any way in which any inconvenience felt in the matter could be set right, he would give the members of the Conference an opportunity of offering suggestions on the subject.

Rai Bahadur T. M. Narasimha Achariyar said that it was his desire to bring before the Conference the fact that the existing state of affairs with regard to the medical service was not quite satisfactory and that the medical officers in the district did not look up to the presidents of local boards as their immediate superiors in matters of administration. It was not the wish of the presidents of local boards or chairmen of municipalities to trench upon the professional

aspect of the department but it was only with reference to the administrative aspect. He requested the Government to issue strict orders to those officers that they should look upon the president and chairman respectively as their immediate head in administrative matters.

Mr. T. A. Ramalingam Chettiyar referred to the discussion that took place in committee firstly with regard to the posting of sub-assistant and assistant surgeons and secondly with regard to withdrawing them from the local bodies and said that, whatever the provisions in the Act might be, the present practice was for the Surgeon-General to post officers to districts and to withdraw them without any consultation with the presidents of local boards and that that had led to inconvenience and probably to inefficiency also to some extent. He thought that that difficulty would be removed if the presidents of local boards and chairmen of municipalities were consulted and that it would cause no great inconvenience to the Surgeon-General himself. The Act provided that three months' notice for these things was necessary, but no such notice was given at present and he urged for the removal of the inconvenience as early as possible. He gave an instance in which a certain dispensary in the Coimbatore district was without a medical officer for some weeks, without his knowing it.

Mr. S. V. Narasimha Rao said that, so long as the service was a provincial one, he did not see the practicability of making the transfer of those officers depend upon the wishes of the respective heads of local bodies, that they could not get efficient sub-assistant surgeons and that it was not possible to make any improvement in that direction.

The Hon'ble Mr. C. V. S. Narasimha Raju, while agreeing that the service might be continued as a provincial one as at present, remarked that the posting was being done by the Surgeon-General to a particular place in a district and that that might be left to the president of the district board to be done in consultation with the District Medical and Sanitary Officer, for the importance of the place and the peculiar qualifications of the candidate were matters better known to local officers.

Diwan Bahadur P. Kesava Pillai pointed out that, so far as the sub-assistant surgeons were concerned, they were placed at the disposal of presidents of district boards and that it was left to them to post those officers to suitable places.

Diwan Bahadur M. Ramachandra Rao Pantulu said that he had given notice of a resolution that rules should be framed for the regular consultation of presidents of local boards and chairmen of municipal councils before officers of the provincial service were posted and withdrawn. Disagreeing with the remarks of Mr. Narasimha Rao, he thought that there would be no difficulty whatever in the Surgeon-General's previously obtaining the views of the local authorities concerned as to the desirability of withdrawing from, or retaining in, particular stations Medical officers or any other members of the provincial service. He considered that the question was one of great importance as they were going to consider the question of provincialization of other services in the employ of local bodies. There was considerable local feeling in the matter and cases had also arisen where the local authorities desired the transfer of a particular medical officer. He pointed out that they had a right to be consulted and that the request was a reasonable one, because they were the authorities who employed most of the members of the sub-assistant surgeon class. His recollection was that in one of the committees which sat some two years ago, this question had been discussed and that the Surgeon-General consented to do something of the kind.

The Surgeon-General said that it was quite easy to make complaints but that it was extremely difficult to carry out the duties of the Surgeon-General without offending somebody. When he was appointed Surgeon-General, he knew that there was great discontent amongst the personnel of the department as well as amongst the presidents of local boards. So, he took the whole thing into his hands and every move was made by himself with the greatest possible care to try and fit everybody in the proper places. At present one-third of the appointments were Government appointments and two-thirds were spread over the local bodies with varying degrees of attractiveness. Consultation before every move was not possible, because the move had to be sometimes made quickly owing to the illness or death of one man or some similar reason. In order to give equality of opportunity to every man in the service, the Surgeon-General has laid down a rule that an assistant surgeon or a sub-assistant surgeon should not ordinarily remain in a district for more than five years because some of the districts are highly favoured by Medical officers whilst others are very unpopular. The Surgeon-General has also worked out a scheme by which unpopular duties should be taken up by

every man in rotation so that no man would be favoured unless he shows some unusual merit or aptitude for particular work.

As regards the point raised, viz., that the members of the provincial service did not look to the presidents of local boards and chairmen of municipal councils as their administrative heads, he pointed out that it was the duty of every president or chairman to enforce his own discipline as laid down by statute. As far as administration was concerned, he could not interfere and never interfered; but where the matter was a professional one, the case must be referred to him as they were not supposed to know the rights and wrongs of the case.

As regards the postings of officers, he said that he never posted them to individual dispensaries but that the postings were done by the presidents of district boards in consultation with the District Medical and Sanitary Officers. For the last six years, the department had been working with the greatest difficulty owing to the depletion of hands in the cadres on account of the war. It even so happened that superannuated men and bad men had to be kept on in districts and several little dispensaries had also to be closed. Though he was quite willing to consult the local authorities at any time before a move, he thought it would reduce the whole thing to an impossibility. As regards Mr. Ramachandra Rao's remark that there was absolutely no difficulty in consulting heads of local bodies, he could demonstrate it to him if he would sit in his office for a few days and realize what enormous difficulties there were for him to do so. He assured the Conference that he was trying the best he could by giving his personal attention to the matter.

The Hon'ble Rai Bahadur K. Venkatarreddi Nayudu raised the question whether the principles involved in the resolution of the Government of India of 1915, reiterated in the famous joint report, and reiterated in the resolution of the Government of India of 1918, viz., that so far as the local matters were concerned Government control would be reduced and popular control increased, were adopted and whether during all that period anything had been done in that particular department in which it might be said that a certain portion of Government control had been removed and popular control substituted. He was of opinion that even in that branch not much had been done. As regards the remark of the Surgeon-General that the presidents of district boards had power under the existing law to punish

their subordinates, Mr. Venkata Reddi said that so far as he was aware he had not come across any case in which the presidents had punished those officers. To avoid the difficulties arising from dual control, he wanted that steps should be taken to place the power of transfer in the hands of the heads of local bodies.

Mr. R. M. Lokanatha Mudaliyar in supporting the proposition put forth by his predecessor submitted that the man on the spot had to be consulted because he was in a better position to know the real nature of the man. He agreed with the Surgeon-General that some delay would be caused if he were to consult the local bodies as regards transfers and postings. He realized that there were difficulties on both sides and suggested that some arrangement should be come to. If the Surgeon-General wired to the local bodies concerned as to the changes which he contemplated, much delay would be avoided.

Mr. E. W. Legh said that if they were to have a provincial service, it did imply dual control. As the Surgeon-General had pointed out, he was exercising the minimum control in the matter of postings and transfers, all that he did being, to post given officers to given districts. On the other hand, if they were not to have a provincial service they would be obliged to entertain and arrange for their own medical officers in their own districts. That would be no real benefit to the medical service and to the public.

Mr. Patro referred to the frequent transfers of assistant and sub-assistant surgeons from one place to another at short intervals without consulting the convenience of the local bodies concerned. He also referred to the necessity of the local bodies having to pay the travelling allowance to these sub-assistant surgeons and their families consequent upon their transfer.

The Hon'ble Mr. Ahmad Tambi Marakkayar enquired whether a portion of the salary of these officers whose services were provincialized would be contributed by the Government.

The Hon'ble Sir P. Rajagopala Achariyar said that this would be considered later on.

The Hon'ble Rao Bahadur N. Subba Rao said that he was in favour of provincializing the medical service on the condition that the local bodies should be consulted whenever transfers are made from one district to another.

Diwan Bahadur A. Subbarayulu Reddiyar, while agreeing with the idea that the local bodies should be consulted by

the Surgeon-General, pointed out that there would be some difficulty if the Surgeon-General and the local bodies did not agree in the matter of transfer or posting of these medical officers.

The Hon'ble Sir P. Rajagopala Achariyar referred to the three stages in the relationship of medical officers with the local bodies, namely,

(1) the stage at which these medical officers go to a local body,

(2) the stage at which they stay with the local body, and

(3) the stage at which they leave the local body.

As regards the first stage the powers of local bodies had been laid down by law and it was for the heads of local bodies to exercise them and it was not competent for the executive Government to lay down codes or rules to meddle with the powers conferred by the legislature.

As regards the posting and transfer of men, the President agreed that it would be convenient if that were done in consultation with the local body but, if consultation were made a rigid rule, it would not be workable unless it was understood that consultation did not mean concurrence.

As regards the important question raised by the Hon'ble Mr. Ahmad Tambi Marakkayar, the President said that the Conference would be justified in asking the Government to contribute a certain percentage of the pay of these provincialized medical officers, and also the whole cost incidental to the transfer of these provincial men from one area to another.

The Hon'ble Rai Bahadur T. N. Sivagnanam Pillai said that he had no objection to accepting the proposals provided the conditions referred to above were complied with.

The Hon'ble Diwan Bahadur T. Desika Achariyar urged that the charges of transfer of the medical officers from one district to another should be borne from provincial revenues.

The Hon'ble Sir P. Rajagopala Achariyar then moved the following resolution:—

“Resolved that the existing provincial cadres of medical officers should continue, it being understood that the powers of control over their servants vested in local bodies and their heads by the law shall not be prejudicially affected and the Surgeon-General should, when possible, consult local bodies when posting or transferring men, it being also understood that all expenses on account of transfers shall be charged to provincial revenues.”

Mr. T. A. Ramalingam Chettiyar suggested the substitution of the words "as far as possible" for "when possible".

Mr. D. Hanumanta Rao said that it would be better to omit the expressions "as far as possible" and "when possible".

The Hon'ble Mr. R. A. Graham pointed out that it would not be practicable.

Mr. Patro suggested that the words "should ordinarily consult the local bodies" should be substituted for the words "should when possible"

The last amendment was put to the vote and carried.

The resolution as finally adopted ran as follows:—

"Resolved that the existing provincial cadres of medical officers should continue, it being understood that the powers of control over the servants vested in local bodies and their heads by the law shall not be prejudicially affected and the Surgeon-General should ordinarily consult local bodies when posting or transferring men, it being also understood that all expenses on account of postings and transfers should be charged to provincial revenues."

Health officers.—The Conference then took up the consideration of the resolution that the post of health officer be provincialized and that the scale of pay be so increased as to make the service really attractive.

It was suggested that the following words "subject to the same condition in regard to control, postings and transfers as in the case of medical officers" should be inserted in the resolution.

The resolution as thus amended ran as follows:—

"Resolved that the post of health officer be provincialized subject to the same condition in regard to control, postings and transfers as in the case of medical officers."

The resolution was put to the vote and carried.

Sanitary inspectors.—The provincialization of sanitary inspectors was considered unnecessary by the Committee and this was agreed to by the Conference.

Women medical officers.—The Honourable the Surgeon-General pointed out that, under the existing circumstances, women when married had to follow their husband's fortunes and they could not be got to move from one place to another when transferred. Therefore there was no use in provincializing these officers at present.

This was unanimously agreed to by the Conference.

The next resolution considered was that regarding the provincialization of secondary schoolmasters.

The Hon'ble Mr. Littlehales invited the attention of the Conference to the fact that the question was considered by two Committees, viz., No. I and No. IV, and that they had come to contrary conclusions.

The Hon'ble Diwan Bahadur T. Desika Achariyar said that Committee No. IV thought that headmasters should be provincialized as they occupied quite a different position from the assistant masters. For the posts of headmasters, men of exceptional qualifications and approved ability would be required and they could not expect such men to come on the ordinary scale of Rs. 80-5-100-10-150. So Committee No. IV came to the conclusion that the service of headmasters in high schools should be provincialized.

Mr. Kotilingam pointed out that a district service was very limited as there were few schools under the control of local bodies and that it gave no scope for men being transferred from one place to another on promotion, and that there was no provision made for undesirables to be removed to places where they might find more congenial environments. If there were difficulties in the way of provincialization of headmasters, he suggested a *via media* that a service covering every educational inspectorial circle should be organized so that the teachers in three or four districts might be grouped together and transferred from one district to another and their prospects thereby increased.

Mr. T. A. Ramalingam Chettiyar thought that if a district service were organized it would to some extent remove the difficulties of local boards who had a number of schools under their control, whereas the difficulties of the municipalities would remain as they had generally only one school.

Rai Bahadur T. M. Narasimha Achariyar said that it was impracticable to bring all the teachers in local board, municipal, private and missionary schools under the provincial cadre, but he was of opinion that so far as the headmasters of high schools alone were concerned, the service should be provincialized.

Diwan Bahadur M. Ramachandra Rao said that in most of the questions that were being discussed the question of finance was involved. The scale proposed for headmasters, viz., Rs. 250 to Rs. 400, was very much above the present resources of local bodies. He would consent to the provincialization of the headmaster-service as well as all other provincial services such as engineers and assistant engineers

on the distinct understanding that any extra expenditure involved was found by Government. He added that his resolution to the effect that a definite contribution towards the pay and pensionary charges of these officers should be paid by the Local Government had a bearing on most of the proposals made by the Committees.

The Hon'ble Rao Bahadur N. Subba Rao said that the question of schoolmasters stood on a different footing from that of a health officer and that he was not in favour of provincialization of schoolmasters though he wished that their pay should be increased on the condition imposed by Mr. Ramachandra Rao, namely, that Government should bear a portion of the cost.

Mr. S. V. Narasimha Rao was in favour of the provincialization of headmasters only as otherwise it would be difficult to get efficient men and said that the extra cost should be borne by the Government.

The President interrupting said that it would be convenient first to take up the question of the provincialization of headmasters and afterwards the provincialization of teachers on the same conditions already laid down in regard to medical officers. Then the following resolution, viz., "Resolved that a provincial service be constituted of headmasters of high schools subject to the same conditions as regards control, postings and transfers as in the case of medical officers," was put to vote and carried unanimously.

The provincialization of other teachers was next considered. The President pointed out that the recommendation of the Committee was that they should be left alone and should not be provincialized.

The Hon'ble Mr. Narasimha Raju asked what chance the teachers had got of being absorbed in the provincial cadre of headmasters if they were efficient.

The Hon'ble Mr. Littlehailes replied that there would be no difficulty in efficient men being taken into the provincial cadre after consultation with heads of local bodies as to the efficiency of the men.

The President said that, as the members of the Conference were very anxious that no breach should be created between headmasters and teachers, he would suggest a provision being made to the effect that the provincial cadres of headmasters be recruited ordinarily from the other teachers. He hoped that this would meet the wishes of the Conference.

The following resolution "Resolved that it is unnecessary to provincialize other teachers of secondary schools, but

that the latter should be the class from which the provincial service of headmasters should be ordinarily recruited" was put to vote and carried.

The next question for consideration was that of the formation of a district cadre of assistant masters. Mr. Ramachandra Rao explained that it would be necessary to co-ordinate the activities of secondary education and permit for the sake of efficiency transfers from one set of taluk board schools to another. At present the question of secondary education was entirely within the scope of each taluk board and he proposed that for the purposes of control and transfer all the secondary schools might be placed under one management. If that was not agreeable to the presidents of taluk boards, he would not press it.

Mr. Ramalingam Chettiyar said that the best solution would be to place all the secondary schools in a district under the control of the district board.

The Hon'ble Mr. Narasimha Raju proposed that, though there would be a lot of difficulty in the actual working of the suggestions of Mr. Ramachandra Rao, all secondary schools in the district outside municipal areas should be under the control of the district board.

The Hon'ble Mr. Littlehailes agreed in that view and pointed out that the Government had already allowed the local authorities to make private arrangements as to whether the taluk boards would retain complete high schools or transfer them to the respective district boards.

The President observed that the Government had pursued the policy of leaving that matter to be decided by each district board for itself and he believed that the tendency had been for the secondary schools to be transferred to the district board. If that policy were persisted in, in a few years all the schools would automatically come under the control of the district board. But it was not likely that municipalities would agree to transfer their schools to district boards.

The Hon'ble Sir P. Rajagopala Achariyar then asked whether the Conference agreed to the resolution of the Committee regarding local fund engineers, etc., or whether they wanted to amend it.

It was suggested that the same conditions as in the case of medical officers should be stipulated here also.

It was pointed out that there was no head to manage the provincial engineering service just as there was the Surgeon-General to manage the medical service.

The Hon'ble Mr. R. A. Graham replied that somebody will be appointed for the purpose ; either the Minister or the Chief Engineer would look after the matter.

The Hon'ble Sir P. Rajagopala Achariyar said that the engineer would be appointed by the authority which managed the cadre and that if the local bodies wanted to retain the power of appointment it was quite open to them to give up the provincialization of the service in which case they would not get contribution from Government.

Mr. D. V. Hanumanta Rao suggested that a list of engineers might be prepared and circulated to local bodies so that they could select from the list whomsoever they pleased.

The Hon'ble the Surgeon-General remarked that in that case they would have to keep a large number of unemployed engineers with them.

The Hon'ble Mr. N. Subba Rao pointed out that the case of health officers was quite different from that of district board engineers as the former had by statute to be appointed by Government. If the engineers also were to be appointed by Government, it meant that the local body would be relieved of the power of appointing and controlling these subordinates. No doubt there was the pious hope that the local bodies would be consulted in the matter of these appointments but it was a mere shadow as it would be difficult for the controlling authority to consult all the district board presidents and chairmen of municipal councils.

The Hon'ble Rai Bahadur K. Venkatarreddi Nayudu said that inasmuch as the local bodies had given up the power of appointing headmasters of schools, there was no objection in giving up the power of appointing engineers also. There was the consolation that these subjects would be dealt with by the Ministers and it would be time enough to examine whether their administration was right or not.

Diwan Bahadur M. Ramachandra Rao said that there must be some understanding as to who should be the controlling authority.

The Hon'ble Mr. Graham replied that as the services had not yet been provincialized it was not possible to say who the controlling authority should be, but it was quite open to the Conference to suggest who that authority should be.

Diwan Bahadur M. Ramachandra Rao apprehended some difficulties in this arrangement and suggested the constitution of a federated service by which the affairs of these services might be managed by a small board elected by the local bodies. He considered that an experiment in this direction

in the matter of the engineering service was worth consideration. He accordingly moved the following amendment to the resolution in the shape of an addition:—

“That the District Board Engineers and assistant engineers be organized into a federated service to be managed and controlled by a small committee elected by municipal chairmen and presidents of local boards with one or two experts co-opted to the committee.”

Mr. Ramalingam Chettiyar said that the object of provincializing these services was that a portion of the cost of these services would be met from provincial revenues and it was not certain whether this system would not cost more to local bodies later on. The solution now offered by Mr. Ramachandra Rao though not entirely free from difficulties would still obviate some of the difficulties that had been felt. If this experiment were found successful it might be extended to other services also. He therefore commended this proposal for the consideration of the conference.

Mr. Hutton remarked that this arrangement might be tried first in the case of health officers and then it might be extended to engineers.

Mr. Mahabala Hegde pointed out that the proposal was unworkable and that the management of these services might be safely left in the hands of the Minister who would be a popular man and proposed that the provincialization of the service might be left to the centralized form of Government.

Mr. Patro said that the above proposal was due to a fear which some of the members of the Conference entertained, namely, that they were parting with the powers of a local body without consulting the members thereof. He was however of opinion that the officers of Government would be the proper persons to administer the services.

The Hon'ble Mr. V. K. Ramanuja Achariyar opposed the proposal as the board so constituted would not be capable enough to judge the capacity of an engineer, or a teacher.

The Hon'ble Mr. T. Desika Achariyar also pointed out that the idea of a board was unworkable and that that body would not be in a position to judge the requirements of any locality. He therefore considered that the constitution of a federated service was a very inefficient substitute for a Chief Engineer and that he did not see any objection to the Chief Engineer being in charge of the whole department.

The Hon'ble Mr. N. Subba Rao opposed the proposal that the scheme would be unworkable and that the board would not be competent to settle disputes between several local bodies in the matter of these services.

Mr. K. Kuppuswami Ayyar pointed out that the board would be too big a body for considering such a small establishment as the engineer service. If the board were to be entrusted with the management of the other provincial cadres, there was no harm. Otherwise it would involve great expenditure. If Mr. Ramachandra Rao would formulate a scheme which would give a larger work to that body, it would be worth considering.

Mr. R. M. Lokanatha Mudaliyar said that the scheme would be unworkable and would involve considerable confusion. It would therefore be better to leave the matter in the hands of the Ministers who would be assisted by the Surgeon-General, the Director of Public Instruction and the Chief Engineer.

The Hon'ble Sir P. Rajagopala Achariyar pointed out that the members of the Conference were labouring under two difficulties, namely, the management of the engineering service and the parting of the powers of local bodies.

In regard to the first the local bodies are aware of the existence of the Surgeon-General and the Director of Public Instruction, because these officers had to deal directly with the local bodies. But everything connected with the engineering service was done in the Secretariat and so the existence of the Chief Engineer was not known. As a matter of fact the appointment and posting of assistant engineers were done by Government only in consultation with the Chief Engineer.

As regards the apprehension that the Conference would be taking away the powers of local bodies without consulting the wishes of the several members constituting them, the Hon'ble Sir P. Rajagopala Achariyar pointed out that the resolutions of the Conference were not binding on local bodies but that they would be placed before them and if the local bodies proposed to adopt them they would have to do so with open eyes.

Having thus cleared the ground, the President went on to remark that the federation proposed would not be fairly representative of all the district and taluk boards and municipalities. Under the new scheme the Central Government would consist of a Minister with a standing committee of the legislative council for dealing with local affairs. He advised the conference not to multiply bodies, if they could help it as they would make matters more and more complicated.

Diwan Bahadur M. Ramachandra Rao said that he brought forward the suggestion of federated boards before

the Conference not with a view to press it to a division. Though an assurance was given that there would be a Minister and a Standing Committee of the Legislative Council who would go into these matters, he and the other members of the Conference were not perfectly certain whether these matters would be left to the Minister or whether they would be relegated to the Public Works Department. He pointed out in conclusion that these ideas of federated boards were not quite new, for it would be found that Mr. Ramanuja Achariyar who objected to that particular proposal recommended a board in another instance and quoted authorities from France, Germany and other countries where boards of arbitration had worked to the satisfaction of everybody concerned. Therefore, in proposing the federated service, he did not see that he erred on the side of impracticability. However he did not press the matter further.

The following resolution, viz., that "a provincial cadre be constituted for district board engineers and assistant engineers and municipal engineers of equal standing subject to the same conditions as regards control, transfers and postings as in the case of medical officers and that provincialization is unnecessary for lower classes of engineering officers" was carried unanimously.

Then certain suggestions of Mr. Ramachandra Rao were taken up for consideration.

As regards the first one, namely, that "Rules should be framed for the regular consultation of presidents of local boards and chairmen of municipal councils before officers of the provincialized service are posted and withdrawn," the President remarked that it had already been embodied in the different resolutions.

As regards the second, namely, that "The scales of pay over existing rates under leave and all other allowances should not be fixed or increased without the opinion of the local bodies being obtained," Mr. Ramachandra Rao referred to the suggestions of the committee on the standardization of salaries of local and municipal employees and pointed out that there was nothing mentioned about health officers. He suggested that before coming to a decision these scales must go before the boards and municipal councils for their approval. As a result of the increase of pay given to sub-assistant surgeons without reference to the local authorities some two years ago, the local bodies had to pay Rs. 40,000 to Rs. 50,000 a year over the pay which they were giving before. When he raised the question in the Legislative

Council that the local bodies should be subsidized to the extent of extra expenditure not merely for the sake of the local bodies themselves but also for the sake of the general conditions of the service which was employed not only by the municipalities but also by the Government, Sir Alexander Cardew, the then member in charge, said that they would not be subsidized and that the local bodies themselves should pay. In order to enable the local authorities to make proper provision in the budget and to consider whether they could afford to pay the higher scales, they should be consulted beforehand.

The Hon'ble Mr. Graham said that sub-assistant surgeons were Government servants and that they had a right to expect that Government should take their case into consideration and improve their pay adequately according to modern conditions. If local bodies were consulted, one body would say that it could not afford to pay so much, another body would say that it was alright, but would ask for a sub-assistant surgeon instead of an assistant surgeon. Thus, there would be great difficulties.

The President said that inasmuch as the Government would bear half the cost of the provincial cadre, there was no need for anxiety on the part of certain members that Government would increase the pay of those men and put more burden upon the local bodies.

Diwan Bahadur M. Ramachandra Rao suggested that in regard to the new services that were to be provincialized, namely, the assistant engineers, the district board engineers, the headmasters, and the health officers, local bodies should be consulted in regard to the pay and allowances as those services were essentially employed by them and no portion of the services would be absorbed by the Government.

The President said that at a time when increase of pay was so very urgent and so very necessary, he was anxious not to do anything which might retard the settlement of those things. He therefore suggested that if the question was put off till the Conference came to consider the recommendations of committee No. IV regarding the standardization of salaries, it would get automatically solved.

Then the following resolution, "That a substantial contribution towards the pay and pensionary charges and leave allowances of the provincialized services be paid by the Local Government and that no provincialization of services

be carried out except on the condition that the Local Government undertake liability for such contribution" was put to vote and unanimously carried.

The next question taken up was as regards the percentage of the contribution by the Government.

Rao Bahadur A. P. Patro suggested that in the case of health officers the present rate of 75 per cent should continue and in the case of other services not less than 50 per cent should be contributed by the Government, based on the relation of provincial finance to local finance.

The Hon'ble Rao Bahadur V. K. Ramanuja Achariyar proposed that the pay of all the provincialized services should be wholly paid by Government.

Mr. Legh said that the fixing of percentage would depend upon the abilities of local bodies to pay for their services, which could be decided only after the future financial relations between local bodies and the Central Government were settled.

The President stated that a resolution in the Legislative Council for the appointment of a committee to sit over the financial relations between provincial Government and local bodies was accepted and though arrangements for the committee were all complete, it was lying over under his orders so that the committee might have an idea of what the views generally of the local bodies in the matter would be.

Mr. Legh said that in future the subjects of medicine, sanitation and primary education would be treated as local affairs and would be met only by local funds. So unless it was definitely known what were provincial matters and what were local matters, it would be very difficult to fix the proportion of the contribution to any given service.

The Hon'ble Rao Bahadur N. Subba Rao said that if the services were provincialized it would be but proper that the whole expenditure should be paid by the Government.

The President pointed out that if the services were wholly paid by the Government the local bodies could not claim to have any control over them.

Diwan Bahadur Ramachandra Rao said that no useful purpose would be served by prolonging the question of percentage as they had not got enough materials upon which to come to a cut and dry decision, and that the question was one which should be thoroughly investigated separately.

The President observed that it would be difficult from the data before the Conference to fix any percentage but they would certainly be entitled to claim that a substantial

contribution should be paid by the Government and that the Conference would agree to the provincialization only on that condition.

(4)

RESOLUTIONS OF THE CONFERENCE.

That the existing provincial cadres of medical officers should continue, it being understood that the powers of control over their servants vested in local bodies and their heads by the law should not be prejudicially affected and that the Surgeon-General should ordinarily consult local bodies when posting or transferring men, it being also understood that all expenses on account of postings and transfers should be charged to provincial revenues.

2. That the post of health officer be provincialized, subject to the same conditions in regard to control, postings and transfers as in the case of medical officers.

3. That the provincialization of sanitary inspectors is unnecessary.

4. That the formation of a cadre for women medical officers is not practicable at present and that the matter may lie over for future consideration.

5. That a provincial service be constituted of headmasters of high schools subject to the same conditions as regards control, postings and transfers as in the case of medical officers.

6. That it is unnecessary to provincialize other teachers of secondary schools but that the latter should be the class from which the provincial service of headmasters should be ordinarily recruited.

7. That a provincial cadre be constituted for district board engineers and assistant engineers and municipal engineers of equal standing subject to the same conditions as regards control, transfers and postings as in the case of medical officers, and that provincialization is unnecessary for lower classes of engineering officers.

8. That a substantial contribution towards the pay and pensionary charges and leave allowances of all provincialized services be paid by the Local Government; and that no provincialization of any service be carried out except on the condition that the Local Government undertake liability for such contribution.

SUBJECT II.

CO-ORDINATING THE ACTIVITIES OF LOCAL BOARDS AND MUNICIPAL COUNCILS.

(1)

Secretariat Note.

What method should be adopted for—

(a) adjusting an apparent conflict of interests between two local bodies, and

(b) facilitating their joint action when their interests coincide?

Should the Government arbitrate on such matters or would joint committees suffice?

Should joint committees be placed on a statutory basis or should they be informal?

Under what heads is joint action needed in the interests of economy and efficiency? For example—

A. Communications.—The joint upkeep by board and council of roads in municipal or local board limits. The apportionment of tolls.

B. Education.—The co-ordination of elementary and secondary education, and provision for accommodating in secondary school centres boys who cannot continue their studies in a secondary school without leaving their homes.

C. Public health—(1) *Medical relief.*—Provision in municipal hospitals for rural patients. Provision of ambulances to convey patients to the nearest hospital. Consultations between doctors serving different bodies. A local reserve of medical officers, nurses, midwives, etc. Mobility in the distribution of medical relief.

(2) *Sanitation.*—Joint measures to combat epidemics and co-operation in preventive measures. Joint effort in water-supply or drainage schemes. Joint distribution of medical stores and equipment.

REPORT OF COMMITTEE No. II.—CO-ORDINATING THE ACTIVITIES OF LOCAL BOARDS AND MUNICIPAL COUNCILS.

MEMBERS OF THE COMMITTEE.

1. The Hon'ble Rao Bahadur V. K. Ramanuja Achariyar
Avargal (Chairman).
2. Lt.-Col. E. L. Perry.
3. The Hon'ble Mr. R. Littlehailles.
4. M.R.Ry. Rai Bahadur M. Venkataraghavalu Reddi
Garu.
5. „ „ T. M. Narasimha Achariyar
Avargal.
6. „ Diwan Bahadur D. Seshagiri Rao Pantulu
Garu.
7. Mr. K. V. R. Swami.
8. The Hon'ble Rao Bahadur N. Subba Rao Avargal.
9. M.R.Ry. S. V. Narasimha Rao Avargal.
10. „ S. Vadivelu Pillai Avargal.
11. The Hon'ble Diwan Bahadur T. Desika Achariyar
Avargal.
12. „ Khan Bahadur A. T. G. M. Ahmad
Tambi Marakkayar Sahib Bahadur.
13. Mr. T. H. Hill.
14. Mr. A. Galletti.
15. M.R.Ry. R. Sekhara Menon Avargal.
16. „ Cruz Fernandez Avargal.
17. The Hon'ble Mr. W. Vijayaraghava Mudaliyar.
18. M.R.Ry. A. Parasurama Rao Avargal.
19. „ J. P. Kotilingam Avargal.
20. „ T. A. Ramalingam Chettiyar Avargal (Secre-
tary).

All the members of the committee were present except Mr. Vadivelu Pillai. The Chairman read a memorandum recommending the appointment of a standing committee with statutory powers to settle disputes between local bodies and to co-ordinate the activities of the local boards and municipalities.

The committee by a large majority was of opinion that the cases of disputes which required decision by outside authority were not very many and decided to place the

following draft resolutions before the Conference for approval:—

(1) That disputes between local bodies should be settled by the Government and not by an outside body.

(2) That the joint committees provided for in the new District Municipalities Act are satisfactory and similar committees may also be provided for in the Local Boards Bill for co-ordinating the activities of local boards and municipalities.

The memorandum of the chairman and that of Mr. Galletti are printed as enclosures.

ENCLOSURES

(a)

Memorandum by the Chairman.

We have to consider two questions. The first is when joint action of two or more local bodies is necessary, and how is this to be taken? Section 26 of the new District Municipalities Act provides for the appointment of joint committees, and similar provision is found in the Local Boards Bill. Medical relief and sanitation are matters in which two or more local bodies are interested and have to take joint action. Examples are the Pashkaram festival at Rajahmundry and the Mahamakham at Kumbakonam. So long as there is no difference of opinion, the matter is easy; but, when dispute arises as to the amount to be contributed by each local body, difficulty arises.

2. This brings us to the second question—who should decide the disputes which may arise between two local bodies. There are two classes of cases.

(1) Disputes between a district board and a municipal council.

(2) Disputes between two municipal councils which are contiguous like Trichinopoly and Srirangam or Tinnevely and Palamcottah. Obviously the district board can do nothing in the matter. In the first class of cases it is a party to the dispute, and in the other it has no control over either council, and its authority may be impugned. An outside agency is needed to determine the dispute. All such cases went up to Government till now; but the Government may not care to hear the numerous disputes that may arise in the future. Also the policy of decentralization which has to be carried on as far as possible makes resort to Government undesirable. What is the agency which will take the place of the Government? Hitherto the Government relied on the report of the Collector, so that practically the decision was the decision of the Collector. It has been suggested that to the Collector a judicial officer appointed by Government and four non-officials elected, two by the district board and two by the municipal councils, may be added. This will give us a committee of six. It should be a statutory body, the members of which should hold office for three or five years, and its decision should be final. A somewhat similar body has been determining the disputes between local bodies in France, Germany and Italy, and Mr. Galletti says that it has given great satisfaction.

3. To this body objection has been taken on the ground that it will take away the power and prestige of the district board. The objector sees no objection to having an Arbitration Board for the whole Presidency. It will be composed of retired Judges of the High Court and officers who have held high administrative position. Others again object to the Presidency association on the ground that it would be far away from the districts and that its work would be exceedingly heavy.

4. If a District Board of Arbitration is decided on, the next question will be whether disputes between two taluk boards or between a taluk board and the district board may be referred to the Arbitration Board. Some are of opinion that between two taluk boards the district board should decide, and that between the district board and a taluk board there should be no case of dispute and that the taluk board should accept the decision of the district board. It is for the Committee to decide which view should be adopted. Personally I think that, when the president of a district board is not the Collector of the district, the decision of the district board will be frequently challenged and for the harmonious working of all local bodies decision by an outside body is imperative—its members being wholly unconnected with the local bodies. If such a body exists, objection petitions in regard to elections which are now decided by the Collector may go to that board and also all the cases in which the sanction of the Government will be necessary under existing laws.

5. If the Committee will not accept the Board of Arbitration proposed, and will fall back upon the district board itself, then we should bring in representatives of municipal councils, so that they may have an opportunity of urging arguments from the point of view of the municipal councils. Also a board of 42 local board members with six municipal members for instance will not do, the interests of municipal councils not being fully represented. A council somewhat as follows should be formed. There should be a representative from each taluk board and from each municipal council. The Collector and the presidents of the district boards may be added. This would be a small body and must be trusted to decide all disputes.

Will the members kindly say which agency they prefer.

(b)

Memorandum by Mr. A. Galletti.

For the settlement of disputes between local bodies and for the amicable adjustment of differences when local bodies are co-operating in any object there should be instituted as soon as the Reforms come into force a Board of Reference sitting at Madras as a Board advising the Minister.

2. The member should be, say, 7 in number to begin with and should be nominated by the Minister for life. They should be gentlemen of the highest possible status and of great experience, e.g., retired members of the Executive Council, High Court and Revenue Board or of the great professions.

3. Their power should be limited by statute and their procedure should be governed by statute. They would be a semi-judicial body. They would of course be given no power to override any statutory disposition giving power of control to local body over another.

4. They would be at liberty to subdivide themselves into benches or committees to deal with any particular case.

5. If and as soon as the work became too heavy for the central Board of Reference, district committee should be formed to deal with all inter-district disputes finally, subject not to appeal but only to revision by the Board of Reference. Disputes between local bodies in different districts would continue to be dealt with by the Board of Reference.

6. The district committees would also be statutory and semi-judicial. They would consist of one revenue and one judicial officer nominated by Government and four members elected by the district board or jointly by the district board and municipalities; neither the nominated nor the elected members should be members of any local body in the district. They would hold office for three years or five years.

7. The district committees might eventually be given powers of control, e.g., in appeals from servants of local bodies and sanctions of special expenditure and transfer of property. It is considered desirable that servants of local bodies should be given a feeling of security by the right of appeal to a semi-judicial body.

T. A. RAMALINGAM CHETTIYAR, V. K. RAMANUJA ACHARIYAR,
Secretary. Chairman.

(3)

PROCEEDINGS OF THE CONFERENCE.

The report of Committee No. II co-ordinating the activities of local boards and municipal councils was taken into consideration.

The Hon'ble Rao Bahadur V. K. Ramanuja Achariyar said that the committee decided by a large majority that whenever a dispute arose between two local bodies the decision should be left to the Government as the future Minister who would be an elected representative with an advisory body to assist him would command their confidence.

The following two resolutions recommended by Committee No. II were then put to the vote and carried:—

(1) That disputes between local bodies should be settled by the Government and not by an outside body.

(2) That the joint committees provided for in the New District Municipalities Act are satisfactory and similar committees may also be provided for in the Local Boards Bill for co-ordinating the activities of local boards and municipalities.

(4)

Resolutions of the Conference.

1. That disputes between local bodies should be settled by the Government and not by an outside body.

2. That the joint committees provided for in the new District Municipalities Act are satisfactory and that similar committees may also be provided for in the Local Boards Bill for co-ordinating the activities of local boards and municipalities.

SUBJECT III.

TECHNICAL ASSISTANCE TO BE RENDERED BY THE GOVERNMENT IN CONNEXION WITH SCHEMES OF WATER-SUPPLY, DRAINAGE AND OTHER LARGE WORKS MAINTAINED BY LOCAL BODIES, WITH PARTICULAR REFERENCE TO THE WORKING OF FILTERS AND PUMPING STATIONS.

(1)

Secretariat Note.

(a) A breakdown of the machinery on which the water-supply of a large town is dependent involves the public in grave inconvenience and danger.

The rapid depreciation of such machinery involves local bodies in unnecessary expense.

What should be done to guard against breakdown and against undue deterioration of plant? Should Government assume the whole responsibility for running such machinery or should they train men specially for such service? How can the proper working of filter beds be best ensured? Should the Government take over the responsibility for working them or should they train a special staff to attend to them?

(b) Many of the filter beds attached to important municipal water-works in this Presidency are found to be working defectively, thereby seriously menacing the public health and exposing the population to the danger of an epidemic.

(c) The disposal of sewage on sewage farms is likely to become an important economic question in the near future. No systematic effort has yet been made to farm sewage on a large scale on scientific and hygienic principles. How can sewage farming be made most lucrative?

(2)

REPORT OF COMMITTEE No. III—TECHNICAL ASSISTANCE TO BE RENDERED BY THE GOVERNMENT IN CONNEXION WITH SCHEMES OF WATER-SUPPLY, DRAINAGE AND OTHER LARGE WORKS MAINTAINED BY LOCAL BODIES, WITH PARTICULAR REFERENCE TO THE WORKING OF FILTERS AND PUMPING STATIONS.

The Committee met at 3 p.m. and the following members of the Committee attended:—

1. M.R.Ry. Diwan Bahadur K. Suryanarayanamurti Nayudu Garu (Chairman).
2. The Hon'ble Major-General G. G. Giffard.
3. M.R.Ry. K. M. Krishnaswami Nayudu Garu.
4. „ P. B. Sambanda Mudaliyar Avargal.
5. „ B. P. Devarajulu Nayudu Garu.
6. „ D. V. Hanumanta Rao Pantulu Garu.
7. „ N. Ramaswami Ayya Garu.
8. Mr. A. T. Pannirselvam.
9. M.R.Ry. K. Krishnama Achariyar Avargal.
10. The Hon'ble Mr. B. Venkatapati Raju.
11. M.R.Ry. M. Venkata Reddi Pantulu Garu.
12. Mr. R. F. Stoney (Secretary).

The following gentlemen also were present:—

Mr. W. Hutton.

Lt.-Col. E. L. Perry.

M.R.Ry. Rao Sahib Vittal Doss Anandji Sait Avargal.

It was resolved to place the following draft resolutions before the Conference for approval:—

(a) that the pumping stations should be handed over to Government and the contribution to be levied should be in the first instance based on the expenditure incurred during the past three years,

Note.—The Committee was generally in favour of the proposal. The details for individual municipalities would be settled in consultation with the respective councils. One member objected to this on the score that the expenditure on the plant during the past few years has been very high in particular cases and the Chairman of the Bezvada Municipal Council was of opinion that the existing arrangements should continue.

(b) that the Surgeon-General's proposal to expand the experimental filters and plant at the King Institute, Guindy, and to establish a school for filter bed managers and water-works overseers and also to employ touring inspectors to advise and to report directly after inspection on the spot, councils contributing proportionately to the cost of the scheme, be approved,

(c) that the filter beds and their control should be handed over to Government,

(d) that the centage charges referred to in G.O. No. 411, Financial, dated 21st May 1918, should be waived in the case of works executed for municipalities, and only actual expenses charged,

(e) that the municipalities should be advised that night-soil can be so treated as to become a source of revenue, that sewage farms should be so managed as to be profitable and that the advice of agricultural experts and others be obtained.

R. F. STONEY,
Secretary.

K. SURYANARAYANAMURTI,
Chairman.

(3)

PROCEEDINGS OF THE CONFERENCE.

Diwan Bahadur K. Suryanarayanamurti Nayudu Garu explained that Mr. Hutton had told them that the Government were not prepared to give the same assistance as before as it caused much inconvenience to the officers under them. Hitherto whenever a defect in the pumping station was noticed the fact was brought to the notice of the Government and the Government ordered the Sanitary Engineer or his assistant to go to attend to that immediately without attending to any other work. Mr. Hutton told them that it would not be possible to send men like that. As the chairmen of municipalities were laymen, they could not attend to the defects in the pumping stations and so the committee considered it desirable to hand over the management of pumping stations to Government, although they were not in favour of such a proposal.

The Hon'ble Mr. V. K. Ramanuja Achariyar in supporting resolutions (a) and (c) considered that it would be in the interests of the public to transfer the control and the management of pumping stations to the Sanitary Engineering Department.

Mr. S. V. Narasimha Rao said that it was the duty of the municipality to manage the water-supply of the town and they should be in a position to control and manage the institution. He was not therefore in favour of handing over the management to Government.

The Hon'ble Mr. Narasimha Raju was also opposed to resolutions (a) and (c) for the reason that in view of the co-ordination of officers, it would be possible to manage the pumping stations and filter beds with the aid of engineers

lent to them by district boards. He said that he did not see any corresponding benefit by the transfer of these pumping stations to Government.

Mr. K. Kuppuswami Ayyar wanted to know whether only pumping stations were to be handed over to Government or the whole water-supply scheme. In any case he was not for the transfer of control to Government.

Mr. Cruz Fernandez also was opposed to resolutions (a) and (c).

Mr. Khalif-ul-lah Sahib was also opposed to the resolutions (a) and (c) and pointed out that the proposal would lead to some trouble between the Engineers in charge of the pumping stations and those in charge of the distribution of water-supply.

Mr. D. Hanumanta Rao said that he was opposed to the resolution. As regards the charge that the Sanitary Engineer's advice was not followed by the municipalities he was not aware what municipalities the Sanitary Engineer referred to, but it was quite open to him to refer the matter to Government who would bring pressure upon the municipal council to follow the advice of the Sanitary Engineer.

Mr. W. Hutton pointed out that there was no intention to take over the control of water-supply from the chairmen of municipal councils. All he wished to do was that the working of the pumping station should be directly under the control of Government officers. There were eight reasons for handing over the pumping stations to Government.

These were—

(1) The pumping stations would be more efficiently managed and the supply of water to the towns would be better, i.e., more regular, more copious and consequently more satisfactory.

(2) Repairs would be more promptly executed when required and consequently the pumping plant would have greater efficiency thus resulting in economy in the maintenance of water-supply.

(3) Further economy would result from the storage of the requisite stock of fuel thus avoiding the use of firewood fresh from the forest as had not infrequently been the case at pumping stations possessing steam plant. In the case of oil engine pumping plant where the risk of break down is greater than with steam plant better control could be exercised by a technical officer over the consumption of oil than can be exercised by the municipal council. In most cases the supply of oil could be better arranged for by the same technical officer.

(4) The staff would be directly under the control of an engineer and consequently would be better controlled because they would hesitate to offer explanations to an engineer which they would readily offer to a municipal chairman.

(5) The staff would be more readily available for transfer from one pumping station to another to fill vacancies and by such transfers the good men would look forward to promotion to more important stations.

(6) Such staff would form the nucleus of a trained staff of competent engine drivers and will be readily engaged by industrial concerns while younger men would be trained up to take their places. This field of recruitment for industrial concerns could not be said to be available at present because unless the pumping station staff was under the control of an engineer, they could not be properly trained nor could the best men be recruited.

(7) As municipal chairmen would only be elected for one year in future instead of for three years as at present it would be better to relieve them of the control of the municipal water-works pumping station so that the policy of working such pumping stations would not be liable to be altered every year when a new chairman was elected.

(8) The practice of bringing in what are termed 'Local experts' to advise chairmen about the working of pumping stations might be done away with and unnecessary correspondence and friction with the present inspecting officers would be avoided.

The only real objections that could be brought against the proposal were—

(1) control would be taken away from the municipal chairmen in whose charge they were at present, and

(2) it would throw additional work and responsibility on Government officers as those officers were responsible to Government and to the municipalities and would not be able in future to point to the present divided control as an excuse for break-downs and failure of supply.

At this stage the Conference rose for lunch.

The Conference re-assembled at 3-20 p.m.

Diwan Bahadur Ramachandra Rao regretted to say that he had not been convinced by what Mr. Hutton said, because it would be extremely inconvenient to divide the water-works in the manner he proposed and to place the pumping stations alone under a department of the Government leaving the distribution of water to the municipalities. By that they would be introducing a system of diarchy in the municipal

administration more especially with regard to the management of pumping water. So far as the question of cost was concerned, the cost of the present Public Works Department staff, namely, the municipal engineer looking after the water works, was being debited half and half to the water-works and the general administration of the Public Works Department. If one function after another was thus taken away, there would be nothing left for the municipalities to manage. The real remedy would be to insist upon the advice of the Public Works Department authorities being followed. Under the provisions of the Municipal Act there was ample power vested in the Collector and the Superintending Engineer to insist on any particular proposal of Mr. Hutton or of his department being carried out almost immediately. If necessary, he could increase his inspection staff and see that the repairs were executed without delay. Under those circumstances, the proposal to take charge of the pumping stations, however well-meant it might be, would cause much more inconvenience in the long run than at present.

The Hon'ble Rai Bahadur K. Venkata Reddi Nayudu said that he was not also convinced of Mr. Hutton's reasons for handing over the pumping stations to Government. He failed to see why the efficiency could not be improved and repairs more promptly executed if they were to remain in the custody of the municipalities concerned and added that they had hitherto parted with powers of appointment and they were then asked to part with property, such as filter-beds and pumping stations.

Mr. Kotilingam was not in favour of propositions (a) and (c) for the reason that the only piece of municipal work which was in evidence to the people was the water works.

Mr. Hutton observed that he saw no reason why the pumping stations should not be handed over to the Government, while the electric installation and power stations of local bodies were managed by private companies. There was difference of opinion between the inspecting officers and the municipal councils in the matter of selection of engines, etc. He also pointed out that there was considerable difficulty in realizing the cost of repairs executed by Public Works Department from local bodies and instanced the case of one municipality which took nine months to pay the bill for work done on the plea that there was no fund available in the current year's budget.

The resolutions were put to vote separately. Resolutions (a) and (c) were lost, but resolution (b), viz., "That the

Conference accepts the Surgeon-General's proposal to expand the experimental filters and plant at the King Institute, Guindy, and to establish a school for filter-bed managers and water-works overseers and also to employ touring inspectors to advise and to report directly after inspection on the spot, councils contributing proportionately to the cost of the scheme, be approved," was passed unanimously.

Diwan Bahadur Ramachandra Rao proposed to substitute the words 'local bodies' for the word 'municipalities' in resolution (d).

The resolution as amended, viz., "That the centage charges referred to in G.O. No. 411, Financial, dated 21st May 1918, should be waived in the case of works executed for local bodies, and only actual expenses charged," was put to vote and carried.

Resolution (e), viz., "That the municipalities should be advised that night-soil can be so treated as to become a source of revenue, that sewage farms should be so managed as to be profitable and that the advice of agricultural experts and others be obtained," was also put to vote and carried.

(4)

RESOLUTIONS OF THE CONFERENCE.

1. That the Surgeon-General's proposal be accepted, to expand the experimental filters and plant at the King Institute, Guindy, and to establish a school for filter-bed managers and water-works overseers, and also to employ touring inspectors to advise and to report directly after inspection on the spot, councils contributing proportionately to the cost of the scheme.

2. That the centage charges referred to in G.O. No. 411, Financial, dated 21st May 1918, should be waived in the case of works executed for local bodies, only actual expenses being charged.

3. That municipalities be advised that night-soil could be so treated as to become a source of revenue, that sewage farms should be so managed as to be profitable and that the advice of agricultural experts and others be obtained.

SUBJECT IV.

THE STANDARDIZATION OF THE SALARIES OF MUNICIPAL AND LOCAL FUND EMPLOYEES.

(1)

Secretariat Note.

On what principles are local bodies to revise the salary scales of their employees to meet the demand for better pay which follows the Salaries Committee's report?

Is each local body to work out its own scale, or should local bodies consult each other in order to arrive at an equitable uniformity?

If each local body revises its scale without consulting others, is there not a danger that the injudicious generosity of one local body may prejudice the interests of all other local bodies throughout the Presidency?

Is it not desirable that local bodies should consult together to work out scales acceptable to all, and should not such procedure be adopted in future revisions?

If the need for a standard is accepted, can a provisional scheme be drawn up at this Conference? If so, what principles should be observed as regards standards, grades and increments, efficiency bars and promotion by selection, and what scales would be suitable for adoption by the various classes of local bodies for each class of employee noted in the appendix to this note?

APPENDIX.

Statement showing the different classes of servants in local fund and municipal employ.

Heads.	Servants in	
	Local fund employ.	Municipal employ.
Management	Head clerk, district board's office.	Secretary.
	Head clerk, taluk board's office.	Manager or head clerk.
	Accountant.	Accountant.
	Clerks	Clerks.
	Typists	Typists.
	.....	Shroff.
	.....	Bill-collectors.
	.....	Tax superintendent.
	.....	Gardener.
	.....	Section-writer.
	.....	Licence inspector.
	.....	Warrant officer.

Heads.	Servants in	
	Local fund employ.	Municipal employ.
Management—cont.	Attenders	Attender.
	Muchi	Muchi.
	Peons	Peon.
	Masalchi	Masalchi.
Communications—	Night watchman	Night watchman.
	District Board Engineer	Municipal Engineer.
	Assistant Engineers	.....
	Overseers and sub-overseers	Overseers and sub-overseers.
Engineering establishment.	Maistris	Maistris.
	Clerks	Clerks.
	Peons	Peons.
	Lascars	Lascars.
Roads	Storekeeper	Storekeeper.
	Draughtsman	Draughtsman.
	Road coolies	Road coolies.
	Toll-gate keepers	Toll-gate keepers.
Rest-houses	Road-roller driver	Road-roller driver.
	Cleaner (for road engines)	Cleaner (for road engines).
	Butler	Butler.
	Mati	Mati.
Choultries	Gardener	Gardener.
	Sweeper	Sweeper.
	Accountant	Accountant.
	Storekeeper	Storekeeper.
Watershed	Cook	Cook.
	Pujaman	Pujaman.
	Watchman	Watchman.
	Waterman	Waterman.
Lighting	Lighting inspector	Lighting inspector.
	Lighters	Lighters.
	Fitters	Fitters.
	Boatman	Boatman.
Ferries	Headmaster	Headmaster.
	Teachers	Teachers.
	Gymnastic instructor	Gymnastic instructor.
	Drawing master	Drawing master.
Education	Kindergarten teacher	Kindergarten teacher.
	Clerks	Clerks.
	Peons	Peons.
	Librarian	Librarian.
Public Health—	Mistresses	Mistresses.
	Conductresses	Conductresses.
	Pandits	Pandits.
	Laboratory attender	Laboratory attender.
Hospitals	Waterman	Waterman.
	Sweeper	Sweeper.
	Toti	Toti.
	Assistant and sub-assistant surgeons.	Assistant and sub-assistant surgeons.
Hospitals	Apothecaries	Apothecaries.
	Midwives	Midwives.
	Compounders	Compounders.
	Matrons and nurses	Matrons and nurses.
Hospitals	Ward attendants	Ward attendants.
	Nurses	Nurses.
	Cooks	Cooks.
	Dhobis	Dhobis.
Hospitals	Gardeners	Gardeners.
	Waterman	Watermen.
	Sweepers	Sweepers.
	Totis	Totis.

Heads.	Servants in	
	Local fund employ.	Municipal employ.
Public Health—cont.		
Vaccination	Vaccinators	Vaccinators.
	Probationers	Probationers.
	Medical subordinates	Medical subordinates.
	Nurses	Nurses.
Plague	Compounders	Compounders.
	Clerks	Clerks.
	Peons	Peons.
	Sanitary inspector	Sanitary inspector.
Cholera	Coolies	Coolies.
	Peons	Peons.
Malaria	Coolies	Coolies.
	District health officer	Health officer.
	Assistant health officers ... ..	.....
	Clerks	Clerks.
	Sanitary inspectors and assistants.	Sanitary and assistant sanitary inspector.
Sanitation	Scavengers	Scavengers.
	Maistris	Maistris.
	Sweepers	Sweepers.
	Cart-drivers	Cart-drivers.
	.....	Bill-collectors.
	.....	Depot watchman.
	Out-door overseer	Overseer.
	Fitter	Fitter.
	Cleaner	Cleaner.
	Turncock	Turncock.
	Tank watchmen	Tank watchmen.
	Lascar	Lascar.
	In-door engine-driver	Engine-driver.
	Fitter	Fitter.
Water-supply	Stoker	Stoker.
	Fireman	Fireman.
	Engine cleaner	Engine cleaner.
	Coal carrier	Coal carrier.
	Fountain cleaner	Fountain cleaner.
	Sweeper	Sweeper.
	Store keeper	Store-keeper.
	Watchman	Watchman.
	Gardener	Gardener.
Drainage	Meter reader	Meter reader.
	Drain cleaners	Drain cleaners.
Vital statistics	.....	Birth and death registrars.
	.....	Burial-ground watchmen.
	Veterinary assistant	Veterinary assistant.
	Sycc	Sycc.
Veterinary	Dog boy	Dog boy.
	Cowshed attender	Cowshed attender.
	Compounder	Compounder.
	Watchman ... ..	.....
Markets and slaughter-houses.	.....	Market inspector.
	.....	Peons.
Cart-stand	Watchman	Watchman.
	.....	Numbering coolie.
Tree-planting	Avenue overseer or inspector. ....	.....
	Avenue coolies	Avenue coolies.
Pounds	Pound-keeper	Pound-keeper.
	.....	Blacksmith.
	.....	Hammerman.
Workshop	.....	Bellowsboy.
	.....	Turner.
	.....	Watchman.

REPORT OF COMMITTEE No. IV.—THE STANDARDIZATION OF THE SALARIES OF MUNICIPAL AND LOCAL EMPLOYEES.

The committee met at 12 noon on Monday, and the following gentlemen were present:—

1. The Hon'ble Diwan Bahadur T. Desika Achariyar Avargal (Chairman).
2. M.R.Ry. H. Lakshmana Rao Pantulu Garu.
3. " T. Venkatakrishnayya Pantulu Garu.
4. " C. S. Ratnasabapati Mudaliyar Avargal.
5. " A. Parasurama Rao Avargal.
6. " Rao Sahib J. A. Vedanayaga Tevar Avargal.
7. " Rao Sahib P. Raman Avargal.
8. The Hon'ble Khan Bahadur A. T. G. M. Ahmad Tambi Marakkayar Sahib Bahadur.
9. Mr. K. V. R. Swami.
10. M.R.Ry. B. Mahabala Hegde Avargal.
11. " K. Kuppuswami Ayyar Avargal.
12. " P. C. N. Ethirajulu Nayudu Garu.
13. Mr. E. W. Legh.
14. M.R.Ry. L. Sangameswara Rao Avargal.

M.R.Ry. Diwan Bahadur A. Subbarayalu Reddi Garu, Mr. J. Kotilingam, Rao Bahadur T. M. Narasimha Achariyar and Mr. N. Gopalaswami Ayyangar also attended.

2. The Committee unanimously came to the conclusion that the present rates of salaries paid to employees under local bodies were inadequate having regard to the great rise in prices in recent years and to the increase that has been sanctioned in the emoluments of similar employees in Government service. It is therefore of opinion that the standardization of the salaries of the principal classes of local fund and municipal servants is urgently called for in order to render service under such bodies really attractive.

3. In proposing such a standardization we have taken into account the fact that the law which governs the activities of local bodies in this Presidency allows them a considerable amount of latitude in the matter of finding and paying the servants that are necessary for their purposes. The Committee has therefore attempted merely to lay down the broad lines on which they could proceed judiciously in this direction. In the case of superior employees it is essential that a definite standard must be adopted by the

Government in the case of the provincialized services and by the local bodies in the case of the localized services for regulating the maxima and minima of the salaries of such employees and the intervals and rates of increments by which they may rise from the minimum to the maximum. The Committee presumes that in the case of all the provincialized appointments a definite proportion of the salaries will be contributed from Provincial funds. It must be acknowledged by all that local fund and municipal servants are not, in the matter of their salaries, treated as well as those employed on similar service under Government. It is essential therefore that in order to secure efficiency they must be placed on an equal footing with their brethren in Government service. The Committee wishes to lay emphasis on the point that the impression should not be allowed to continue that service under local boards and municipal councils is inferior to that under Government.

4. Economic conditions have brought about a state of things under which the salaries which have hitherto been ruling have become quite out of date and inadequate to attract the class of men needed for local and municipal service. These economic factors do not vary materially from district to district and are practically uniform throughout the Presidency.

5. Standardization is also necessary from another standpoint. The undue niggardliness of one local body or the unexpected generosity of another often reacts on all other local bodies and either prejudices the interests of employees or affects materially and without adequate justification the finances of local bodies. This Conference at which a large number of representatives of local bodies in this presidency are present seems a fitting opportunity for recommending certain standards of salary for the principal classes of appointments.

6. Proceeding to particular classes of appointments, let us take up in the first place engineering establishments. District boards in the Presidency spend very large amounts both from their normal resources and out of grants made by the Provincial Government on large works of permanent utility. The time will soon come when they will be borrowing money on a large scale for such works. The charge of a district board engineer is in no sense one of inferior responsibility as compared with the charge of an executive engineer in the Public Works Department. Oftentimes a district board engineer makes much larger disbursements in a

year than an executive engineer and his powers in some directions are even wider. It is therefore essential that the initial salary and the incremental scale of district board engineers should be placed on such a footing as to attract and retain the best engineering talent available in the presidency. Similarly the scale for assistant engineers has to be revised with a view to placing them on a footing analogous to that of subdivisional officers in the Government Public Works Department.

7. The larger municipalities will probably be able to employ either engineers or assistant engineers with the emoluments that are proposed for district board service. The smaller ones will probably not be able to do so. We have therefore proposed a scale for a lower class the members of which we would call supervisors. We are also proposing an improved scale for overseers and sub-overseers and we have no doubt that any local board or municipality will be able to fix the number of appointments in each scale which would suit it best. We desire however to lay particular emphasis on the fact that no assistant engineer, even though he may have reached the top of his incremental scale, should be deemed to have a claim to promotion to the post of an engineer except on grounds of approved service and proved merit. We would draw attention also to the fact that, for engineers who have reached the top pay of their scales and whose work has been particularly good, we have provided a special selection grade on a time scale of Rs. 1,000—100—1,200.

8. We are at present unable to secure competent health officers and when some of us do secure them we are unable to retain them for long in the service of a local body. The reason is that the qualifications required are of a high order and can be acquired only after special training and the pay and prospects that we offer them are absolutely inadequate to attract the right sort of men. We find some difficulty in fixing a scale of remuneration for such officers without proper advice from those who are competent to judge. The number of men available for such posts is now small and, till we gain more experience, it will probably be good policy for local bodies to borrow a medical officer from Government service and give him a charge allowance proportionate to the nature and importance of the work to be done under the particular local body. We need not add that the rate of charge allowance should be sufficiently generous to make it worth the while of the officer to stick to service under local

bodies for a sufficient length of time. The charge allowance will no doubt become unnecessary when a provincial service of health officers for the service of local bodies is organized, and manned without difficulty.

9. We recognize that the new District Municipalities Act does not place the secretary of a municipality on the same footing as secretaries under the existing Act. But, we have no doubt that, with the chairmen changing from year to year, the secretary or revenue officer of a municipality will continue to be a responsible official charged with the important functions of assessment and collection of revenue and on him will depend to a large extent the continuity of administration in municipal matters. After mature consideration we have decided not to propose any scale of salary for the secretary or revenue officer, but we think that both the initial salary and scale for each municipality must be so framed as to permit of the appointment, as secretary, of an officer of the revenue department of a grade not less than that of a deputy tahsildar in the case of the smaller municipalities or that of a tahsildar or Deputy Collector in the case of the larger municipalities.

10. The work in local boards, local fund engineers' and municipal offices has increased enormously in volume and it is found increasingly difficult to get efficient clerks on the salaries that now rule. We consider that, as recommended by the Salaries Committee, the minimum pay of a clerk should be Rs. 30. It is also necessary in our opinion that the recurring clamour for increased salaries and the frequent revisions that are entailed thereby should as far as possible be avoided in the future. As in other services the least unsatisfactory remedy for ensuring this is to provide an incremental scale for clerks also and we have proposed accordingly.

We have divided the incremental scale into three classes with a view to suit the varying circumstances, both financial and other, of the various offices under local bodies. The object of this arrangement is that a particular office might decide for itself how many clerks on each of these scales it will employ for satisfying its needs.

11. The position of teachers in secondary schools is also unsatisfactory. If education is to be imparted in an efficient manner the best men must be attracted to service in schools maintained by local bodies. There is no use bemoaning the poor results in schools when our scales of salaries are such

as not to attract a good teacher. As things stand, qualified men enter local fund service only to be on the look out for a more lucrative employment under Government or in other institutions. They therefore do not put their heart into their work. We presume that the Government will accept the idea of provincializing the headmasters of secondary schools. It is important that men of high qualifications and of adequate experience should be attracted to the headship of these institutions. The scale that we have proposed is, we think, the minimum that should be offered to secure this end. We have contented ourselves with proposing an incremental scale for those other teachers in secondary schools who are licenciates in teaching. Similar scales might be worked out for assistants possessing inferior qualifications but we would reserve this for future consideration.

12. Sanitary inspectors employed under local bodies have to do really useful and very important work. The urgency of placing their emoluments on a more satisfactory footing has also been continually pressed on the attention of both the local bodies and the Government for some time past. We have proposed a scale for them which we think would remedy most of their grievances.

13. For vaccinators, midwives and compounders in regard to whose recruitment difficulty is almost universally experienced throughout the Presidency we have proposed a minimum pay in each case. We consider it advisable that subject to this minimum local bodies in different localities should be free to assign such salaries to these appointments as would attract competent men or women.

14. It is neither practicable nor advisable to attempt to lay down any standardized scales for those employed in menial service.

15. In conclusion we would point out that our proposals for standardization do not exhaust all the classes of local fund and municipal servants in whose case standardization is desirable.

16. The following draft resolutions will be placed before the Conference for approval:—

(i) That it is desirable that the salaries of the principal classes of local fund and municipal servants should, wherever practicable, be standardized and that it be a recommendation from this Conference to all local bodies in the Presidency and to the Government to adopt the standards proposed.

(ii) That the following standardized scales of salary be proposed for adoption:—

	Rs.
(1) District board Engineers— 500 during probationary period 550 on confirmation as engineer Selection grade of district board engineers	50—900 1,000—100—1,200
(2) Assistant engineers	250—25—500
(3) Supervisors	150—10—250
(4) Overseers	80—5—150
(5) Sub-overseers	50—3—80
(6) Office establishments— First-class clerks Second-class „ Third-class „	70—5—125 50—4—70 30—2—50
(7) Educational staff— (a) Headmasters of complete second- ary schools (b) Assistant masters of secondary schools who are licentiates in teaching	250—15—400 80—5—100—10—150
(8) Sanitary inspectors	50—5—100
(9) Vaccinators	35 minimum.
(10) Midwives	25 „
(11) Compounders	25 „

N. GOPALASWAMI AYYANGAR, T. DESIKA ACHARIYAR,
Secretary. Chairman.

(3)

PROCEEDINGS OF THE CONFERENCE.

M.R.Ry. Diwan Bahadur Ramachandra Rao suggested that the draft list of the standardized pay be remitted to the local authorities for their opinion. He did not wish to say whether the list was suitable or not suitable but thought that the opinion of the Conference might be expressed subject to the opinions of the local bodies. He was sure that the boards and municipalities would attach some weight to that.

The President pointed out that under the District Municipalities Act every local body was permitted to prescribe its own scales for its establishment and that that was only a recommendation which they were not bound to accept

He then proceeded to place before the Conference the scales proposed for the sub-overseers, overseers, supervisors, etc.

As regards the sub-overseers, instead of the grade Rs. 50-3-80 as proposed by the Committee Mr. Ratnasabhapati Mudaliyar proposed Rs. 60-5-100. But Mr. Hanumanta Rao objected to that proposal on the score that municipalities could ill afford to pay so much. The proposal was put to vote and the recommendation of the Committee, namely, Rs. 50-3-80 was carried.

As regards the pay of the overseers, Mr. Hanumanta Rao proposed Rs. 80-5-120 instead of Rs. 80-5-150 as recommended by the Committee. The proposition was put to vote and the Committee's recommendation was carried.

As regards supervisors the Committee's recommendation, namely, Rs. 150-10-250 was put to vote and carried.

As regards assistant engineers, instead of the Committee's recommendation of Rs. 250-25-500 two proposals were made, one for Rs. 200-20-400 and the other Rs. 250-25-400. The propositions were put to vote and the pay of Rs. 200-20-400 was carried by a large majority.

As regards the district board engineers, the Hon'ble Mr. T. Desika Achariyar said that the committee proposed that assistant engineers of approved merit and capability might be selected to serve a probationary period of two years on Rs. 500. After satisfying the requirements of the probationary period, they would be confirmed on Rs. 550 and then they would go on to Rs. 900 by annual increments of Rs. 50. When they reached Rs. 900, there would be an efficiency bar and good district board engineers might be promoted to the selection grade of Rs. 1,000—100—1,200.

Diwan Bahadur Kesava Pillai proposed a scale of Rs. 400—800.

Mr. Ramalingam Chettiyar said that as the first-class engineers were getting at present Rs. 700 to Rs. 1,000, they would be reducing the salary if they proposed a maximum of less than Rs. 1,000.

The Hon'ble Rai Bahadur Venkata Reddi Nayudu pointed out that, though in almost every service the pay had been rising, they must calculate the total cost that would be involved and the percentage it would bear to the general expenditure. He was of opinion that they, as representatives of the ratepayers and the taxpayers, should not subscribe to any scheme which would go beyond the resources

of the local bodies and which would eventually involve the country in additional taxation. He deprecated any scheme which would go headlong.

The Hon'ble Mr. V. K. Ramanuja Achariyar inquired what the pay of the Executive Engineer in the Public Works Department was, to which Mr. Hutton replied that it varied from Rs. 700 to Rs. 1,600.

The Hon'ble Mr. T. Desika Achariyar explained that the pay of local fund engineers was already poor and that they could not be expected to work contentedly side by side with the Public Works Department engineers who were drawing higher scale of pay. It was absolutely essential that the local bodies should command good talent and efficient service and it was with that object that the recommendations were made.

Mr. J. P. Kotilingam pointed out that it was not right to ask an assistant engineer who had reached the maximum pay of Rs. 400 to work as district board engineer on probation for two years on the same pay. He thought it better to start the district board engineer on Rs. 500 rising up to Rs. 800 where the efficiency bar might be applied and the district board engineer could thereafter rise from Rs. 800—50—1,000.

The Hon'ble Rao Bahadur N. Subba Rao proposed that the existing system of dividing the appointments into three groups, namely Rs. 350 to Rs. 500, Rs. 400 to Rs. 600 and Rs. 700 to Rs. 1,000 should be continued. For it may not be possible for all local bodies to pay so high a salary as Rs. 500. He would also fix a selection grade by which a district board engineer who had rendered satisfaction might go up to Rs. 1,200.

The Hon'ble Sir P. Rajagopala Achariyar pointed out that the question then for consideration was whether they should maintain three or four groups, each having a different time scale. He explained that this would be inconvenient to some of the poorer districts, as the engineers in these districts would always have an eye on other districts and it would not be possible for the poorer districts to retain these experienced men in the service. He also pointed out that as the conference had agreed to provincialize the engineering service it would not be possible to run the provincial cadre if they were going to put it into three or four water-tight compartments.

The proposal of the Hon'ble Mr. N. Subba Rao was put to the vote and lost.

Mr. Legh suggested that each district board might be asked to contribute a fixed sum in proportion to their income. Then the district board engineer could be posted to any district irrespective of his grade in which case the district boards would not be charged much because they got high grade men or charged less because they got low grade men. This suggestion was only by way of solving the problem of finance.

Mr. N. Gopalaswami Ayyangar pointed out that a similar practice was followed in the medical department.

The Hon'ble Mr. C. V. S. Narasimha Raju said that this system in the case of medical men was adopted more for the convenience of medical officers than for anybody else.

The Hon'ble the Surgeon-General explained that that was not the case and that the system was adopted because in a provincial cadre having a large number of different appointments the poorer local bodies always refused to have better men and it was rather hard for a municipality or a district board which was poor to have always junior and inexperienced men.

The Hon'ble Mr. K. Venkata Reddi Nayudu said that it would not be fair to put in inferior men in rich districts. He also pointed out that districts like Anantapur which could not contribute much might claim to have the services of more equipped and useful engineers.

The Hon'ble Mr. N. Subba Rao said that he agreed with Mr. Legh's recommendation as otherwise the poorer districts would always be having the lowest paid men in the service.

Mr. Legh's recommendation was then put to the vote and carried, 17 voting for and 12 against.

The resolution thus passed ran as follows:—

"That the financial liability on each local body for the salary of the engineers be proportioned to the income of that body irrespective of the pay of the man actually employed at any particular time."

The Hon'ble Sir Rajagopala Achariyar then speaking on the question of the starting pay said that unless these engineers were given a liberal pay, there would be corruption and in the long run it would not be an economy to local bodies. In these days when the salaries of officers of the several departments were going up, it would not be well for the district boards to start in this niggardly fashion.

Then the proposal to start a district board engineer on Rs. 500 was put to the vote and carried.

The proposal to fix the maximum pay at Rs. 1,000 was also put to the vote and carried.

The annual increment of Rs. 50 was also put to the vote and carried.

Mr. D. Hanumanta Rao in speaking about the selection grade said that he was opposed to it and that he would rather give a bonus to engineers at the time of retirement.

The Hon'ble Mr. C. V. Narasimha Raju was in favour of this selection grade as it would give an impetus to the district board engineers to discharge their work satisfactorily. He proposed a grade of Rs. 1,000 to Rs. 1,200.

Mr. Kotilingam was also in favour of this proposal. The proposal that there should be a selection grade was put to the vote and carried.

Then the proposal that there should be three district board engineers selected for special work and ability and they should be given a pay of Rs. 1,200 was put to the vote and carried.

Mr. Kotilingam said that, when the resolutions of the first committee were considered, reference was made to the scale of pay of health officers and that the question was postponed for consideration along with the recommendations of committee No. IV but that he could not find the name of the health officer mentioned in the latter recommendations.

The Hon'ble Diwan Bahadur T. Desika Achariyar explained that it was not possible to fix any salary for the health officer and that the committee therefore recommended the employment of a medical officer and the payment of a charge allowance proportionate to the importance of his charge and the work he would have to do.

The question was left for the decision of each council and board.

The proposals regarding office establishment were next considered. Mr. D. V. Hanumanta Rao said, that speaking for the municipalities, he found it impossible to accept the grade of Rs. 70—5—125 for first-class clerks and thought that it applied only to district boards.

The Hon'ble Diwan Bahadur T. Desika Achariyar observed that the scales which were not very generous were intended both for district boards and municipalities for adoption according to their exigencies.

Diwan Bahadur P. Kesava Pillai wanted that the subject should be left to each local body for its own consideration.

Mr. Ramalingam Chettiyar proposed Rs. 25 as the minimum as there were many unpassed men in the Coimbatore municipality and said that Rs. 30—2—50 was not for the good of the municipality.

The President observed that the recommendation did not mean that every clerk should be paid at that rate but that it was only for the consideration of the local bodies. They should, however, see that a living wage was paid as otherwise they would get only unpassed men.

The scale of pay of the office establishment as recommended by the committee was put to vote and carried.

Mr. Hanumanta Rao then said that, if the scale of pay of headmasters, as recommended by the committee, viz., Rs. 250—15—400 was approved, it would kill private enterprise.

Messrs. Kesava Pillai and Ramachandra Rao proposed Rs. 200—10—300 which was put to vote and carried.

As regards assistant masters, the scale recommended by the committee was approved.

In regard to sanitary inspectors, Mr. Hanumanta Rao proposed Rs. 50—5—80, but it was rejected and the committee's recommendation of Rs. 50—5—100 was carried.

The Hon'ble Diwan Bahadur T. Desika Achariyar stated that, as materials were not available in regard to appointments below Rs. 50, the Committee did not proceed to consider their question and they thought that it must be left to the local bodies to fix their own cadre.

The question of the pay of assistant sanitary inspectors was then raised and it was decided by the Conference that it should be left alone for future consideration.

The proposals of the Committee regarding vaccinators, midwives and compounders were put to vote and approved.

(4)

RESOLUTIONS OF THE CONFERENCE.

1. That the following standardized scales of salary be recommended for adoption:—

				RS.
(i) Engineering staff—				
(a) Sub-overseers	...	...	...	50—3—80
(b) Overseers	...	...	...	80—5—150
(c) Supervisors	...	...	...	150—10—250

(d) Assistant engineers	...	...	200—20—400
(e) Engineers (with a selection grade of three appointments on Rs. 1,200)	...	...	500—50—1,000
(ii) Office establishments—			
First-class clerks	...	...	70—5—125
Second-class clerks	...	...	50—4—70
Third-class clerks	...	...	30—2—50
(iii) Educational staff—			
(a) Headmasters of high schools	...	...	200—10—300
(b) Assistant masters who are L.T.'s	...	...	80—5—100—10—150
(iv) Sanitary inspectors	...	...	50—5—100
(v) Vaccinators	...	...	35 minimum.
(vi) Midwives	...	...	25 do.
(vii) Compounders	...	...	25 do.

2. That the financial liability on each local body for the salary of engineers be proportioned to the income of that body irrespective of the actual pay of the man actually employed at any particular time.

SUBJECT V.

THE STANDARDIZATION OF LICENCE FEES.

(1)

Secretariat Note.

Why do the rates at which licence fees are levied by different local bodies vary so amazingly? (See annexure to this note.) Can these variations be justified?

Are the higher rates levied unfair on the licensees?

Are the lower rates levied unduly favourable to the licensees and unfair to the general ratepayer?

Could local bodies agree among themselves as to what would be an equitable maximum or an equitable minimum or both; if so, what?

Should a uniform unit of assessment and a uniform period for the currency of each kind of licence be agreed upon, and if so, what?

Are licence fees to be regarded as merely a source of revenue and nothing more?

Are licences intended to safeguard the public health and welfare by the control of activities, the unrestricted exercise of which would be injurious to the public interest? Is such control in fact exercised effectively? Should the proceeds of licence fees be devoted to the effective exercise of such control? If so, on what lines? Is a special staff needed to see that the terms of licences are complied with?

ANNEXURE.

Licence fees leviable by municipalities and local boards.

Section of the Act.	Subject.	Unit of assessment proposed.	Unit of period proposed.	Present rate.		Rates proposed.	
				Maximum.	Minimum.	Maximum.	Minimum.
Section 161 (1) of the Madras District Municipalities Act, 1934. [Section 176 (1) of the Madras District Municipalities Act, 1920.]	Opening a new street.	...	...	Rs. A. P. 20 0 0 In Madura and Bodinayakanur a fee of Rs. 10 for every 100 feet of road or fraction thereof is charged.	Rs. A. P. 1 0 0	...	...
Section 167 of the Madras District Municipalities Act.	Erecting wall, fence or other obstruction in any public street.	Per running foot.	Once all.	5 0 0 (Once for all.) (The present rates cannot be worked to the standard proposed.)	0 2 0 (Once for all.)	...	...
[Section 180 of the Madras District Municipalities Act, 1920.]	Making doors, windows, etc., so as to open outwards.	Do.	Do.	1 0 0 Without reference to standard. (The present rates cannot be worked to the standard proposed.)	0 2 0	...	...
Section 181 of the Madras District Municipalities Act, 1920.]							

MUNICIPALITIES.

Section 169 of the Madras District Municipalities Act. [Section 183 (1) of the Madras District Municipalities Act, 1920.]	Putting up verandah, balcony, sunshade, pandals, etc.	Per square yard.	Per month.	Twelve annas per square yard per mensem. (The present rates in some cases cannot be worked to the standard proposed.)	001 of an anna per square yard per mensem.	...	...
Section 170 of the Madras District Municipalities Act.	Marriage or ceremonial pandala.	Do.	Per diem.	Two annas per square yard per diem.	0004 anna per square yard per diem.	...	...
Section 183 (2) of the Madras District Municipalities Act, 1920.]	Depositing building materials, making holes and other obstructions in streets.	Do.	Do.	72 anna per square yard per diem.	0001 anna per square yard per diem.	...	...
Section 171 and 173 of the Madras District Municipalities Act. [Sections 187 and 186 (1) of the District Municipalities Act, 1920.]	Temporary sheds, pandals and other erections (weather pandals being excepted).	One square yard.	One month.	15 annas per square yard per mensem. (The rates now in force cannot be worked to the standard in some cases.)	0008 anna per square yard per mensem.	...	...
Section 195 of the Madras District Municipalities Act, 1920.]	Construction, reconstruction or repair of buildings.	Plinth area per square yard—separate rates for separate classes, brick, mud, etc.	Once for all.	72 anna per square yard. (The present rates cannot be worked to the proposed standard in a large number of cases.)	04 anna per square yard.	...	...
Section 180 of the Madras District Municipalities Act. [Section 199 of the Madras District Municipalities Act, 1920, read with section 207.]	Sinking of wells.	Per square yard.	Do.	15 0 0 1 0 0 (The maximum and the minimum are the maximum and minimum without reference to the standard. The present rates cannot be worked to the standard proposed.)	0 2 0 0 4 0	...	...

Licence fees leviable by municipalities and local boards—cont.

Section of the Act.	Subject.	Unit of assessment proposed.	Unit of period proposed.	Present rate.		Rates proposed.	
				Maximum.	Minimum.	Maximum.	Minimum.
MUNICIPALITIES—cont.							
Section 188 (a) of the Madras District Municipalities Act, 1884. [Section 248 of Madras District Municipalities Act, 1920, and Schedule V, Item (a).]	Depositing or washing clothes.	Per square yard.	Per half year.	Rs. A. P. 5 0 0 Per annum without reference to the standard. (The present rates cannot be worked to the standard.)	Rs. A. P. 0 2 0	...	...
Section 188 (b) of Act of 1884. [Schedule V, item (b) of the Act, 1920.]	Boiling paddy	Do.	Do.	50 0 0 Per annum without reference to the standard. (The present rates cannot be worked to the standard.)	0 4 0	...	...
Section 188 (b) of Act of 1884. [Schedule V, item (b) of the Act, 1920.]	Boiling camphor	Do.	Do.	20 0 0 Per annum without reference to the standard. (The present rates cannot be worked to the standard.)	1 0 0	...	...
Do.	Boiling oil	...	...	20 0 0 Per annum without reference to the standard. (The present rates cannot be worked to the standard.)	0 4 0	...	...
Section 188 (c) of the Act of 1884. [Schedule V, item (c) of the Act of 1920.]	Melting tallow or sulphur.	Per square yard.	Per half year.	20 0 0 Per annum without reference to the standard. (The present rates cannot be worked to the standard.)	1 0 0	...	...

Section 188 (d) of the Act of 1884. [Schedule V, item (d) of the Act of 1920.]	Storing or otherwise dealing with bones.	Do.	Do.	20 0 0 | 1 8 0 Per annum without reference to the standard. (The present rates cannot be worked to the standard except in one case in which a fee of 2 annas per half year is levied.)	...	...	...
Do.	Storing or otherwise dealing with manure.	Do.	Do.	20 0 0 | 0 4 0 Per annum without reference to the standard. (The present rates cannot be worked to the standard except in two cases in which the rates are 5 annas and 125 annas per half year.)	...	...	...
Do.	Storing or otherwise dealing with blood or offal.	Do.	Do.	20 0 0 | 1 0 0 Per annum without reference to the standard. (The present rates cannot be worked to the standard except in one case in which the fee is 2 annas per half year.)	...	...	...
Do.	Storing or otherwise dealing with rags.	Do.	Do.	20 0 0 | 0 4 0 Per annum without reference to the standard.	...	...	...
Do.	Storing or otherwise dealing with hides and skins.	Do.	Do.	25 0 0 | 1 0 0 Per annum without reference to the standard.	...	...	...
Do.	Tanneries	Do.	Do.	25 0 0 | 2 0 0 Per annum without reference to the standard. (The present rates cannot be worked to the standard.)	...	...	...
Do.	Storing or dealing with fish.	Do.	Do.	15 0 0 | 0 1 0 Per annum without reference to the standard. (The present rates cannot be worked to the standard proposed.)	...	...	...

Licence fees leviable by municipalities and local boards—cont.

Section of the Act.	Subject.	Unit of assessment proposed.	Unit of period proposed.	Present rate.		Rate proposed.	
				Maximum.	Minimum.	Maximum.	Minimum.
Section 188 (d) of the Act of 1884. [Schedule V, item (d) of the Act of 1920.]	Storing or dealing with horns.	Per square yard.	Per half year.	Rs. A. P. 20 0 0 | Per annum without reference to the standard. (The present rates cannot be worked to the standard proposed.)	Rs. A. P. 2 0 0 2 0 0	...	...
Section 188 (e) of the Act of 1884. [Schedule V, item (e) of the Act of 1920.]	Washing or drying wool or hair.	Do.	Do.	20 0 0 | Per annum without reference to the standard. (The present rates cannot be worked to the standard proposed.)	1 0 0 1 0 0	...	...
Section 188 (f) of the Madras District Municipalities Act, 1884. [Schedule V, item (f) of the Act of 1920.]	Making fish-oil.	Do.	Do.	25 0 0 | Per annum without reference to the standard. (The rates cannot be worked to the standard.)	1 0 0 1 0 0	...	...
Section 188 (g) of the Madras District Municipalities Act, 1884. [Schedule V, item (g) of the Act of 1920.]	Dyeing house or dyeing yard.	For 5 square feet, for 500 square feet, per house. In small scale ... In large scale.	Do.	4 0 0 | Rates levied with reference to area only in six cases. 0 8 0 | This classification is adopted only in one case. 2 0 0 | This classification is adopted only in one case.)	0 4 0 0 8 0 2 0 0	...	...

MUNICIPALITIES—cont.

Section 188 (g) of the Madras District Municipalities Act of 1884. [Schedule V, item (g) of the Act of 1920.]	Lime kiln ...	per tub. Generally. Per kiln ...	... Per half-year.	12 0 0 Per annum. 7 8 0	0 8 0 0 1 0	...	...
Do.	Oil mill ...	Per mill with two classes.	Do. *	30 0 0 Using animal or human power. Per annum. 30 0 0 | Using engine or mechanical power. Per annum	1 0 0 1 0 0	...	...
Do.	Oil press ...	{ Per square yard. Per press.	Do.	30 0 0 Per annum. 12 3 0 5 0 0 12 0 0 Per annum without reference to the standard.	0 8 0 0 3 0 0 4 0 1 0 0	...	...
Do. Do. Do.	Brick kiln ... Pottery kiln ... Soap house ...	Per kiln ... Do. ... Per square yard.	Do. Do. Do.	...	...	...	...
Do. [Schedule V, item (h) of the Act of 1920.]	Manufacturing artificial manure.	Do.	Do.	25 0 0 | Per annum. The rates cannot be worked to the standard. The rates cannot be worked to the standard. In one case a fee of As. 4 per square yard per year is charged. 100 0 0 | Per annum without reference to the standard.	1 0 0 1 0 0	...	...
Section 188 (g) of the Madras District Municipalities Act, 1884. [Schedule V, item (g) of the Act of 1920.]	Manufactory from which un-wholesale or offensive smells arise.	Do.	Do.	(The present rates cannot be worked to the standard except in two cases. In one of these cases As. 4 per square yard per year and in the other Rs. 1 for 25 square feet per annum are charged.)	...	...	...

Licence fees leviable by municipalities and local boards—cont.

Section of the Act.	Subject.	Unit of assessment proposed.	Unit period proposed.	Present rate.		Rates proposed.	
				Maximum.	Minimum.	Maximum.	Minimum.
MUNICIPALITIES—cont.							
Section 188 (h) of the Madras District Municipalities Act of 1884. [Schedule V, item (h) of the Act of 1920.] Do.	Distillery ... Sago manufactory ...	Per square yard. Do.	Per half year. Do.	RS. A. P. 50 0 0 Per annum without reference to the standard. (The present rates cannot be worked to the standard.) 20 0 0 Per annum without reference to the standard. (The rates cannot be worked to the standard.) 25 0 0 Per annum without reference to the standard. (The present rates cannot be worked to the standard rates except in one case in which the charge is Rs. 10 per square yard per annum.) 20 0 0 Per annum without reference to the standard. (The rates cannot be worked to the standard.) 2 0 0 Per annum.	RS. A. P. 3 0 0 Per annum without reference to the standard. (The present rates cannot be worked to the standard.) 3 0 0 Per annum without reference to the standard. (The rates cannot be worked to the standard.) 1 0 0 Per annum without reference to the standard. (The present rates cannot be worked to the standard rates except in one case in which the charge is Rs. 10 per square yard per annum.) 1 0 0 Per annum without reference to the standard. (The rates cannot be worked to the standard.) 0 4 0 Per annum.	...	...
Section 188 (i) of the Madras District Municipalities Act of 1884. [Schedule V, item (i) of the Act of 1920.] Do.	Manufacturing gun-powder. Manufacturing or storing fire-works.	Do. Do.	Do. Do.	...	...	...	...
Section 188 (j) of the Madras District Municipalities Act, 1884. [Sections 306 (8) (c) and 321 (2) of the Act of 1920.]	Fire-works and torches in process.	...	...	...	...	...	...

Section 188 (g) of the Madras District Municipalities Act of 1884. [Schedule V, item (g) of the Act of 1920.]	Storage of explosives or combustibles.	Per square yard.	Per half-year.	25 0 0 Per annum without reference to the standard. (The present rates cannot be worked to terms of the standard.)	0 4 0	...	...
Section 188 (k) of the Act of 1884. [Schedule V, item (g) of the Act of 1920.]	Places used for purposes likely to be dangerous to human life or property.	Do.	Do.	50 0 0 Per annum without reference to the standard. (The present rates cannot be worked in terms of the standard. In one case, however, the rate works out to Rs. 2-88 per square yard per half-year.) 25 0 0 Per annum without reference to the standard. (The rates given cannot be reduced to terms of the standard.)	1 0 0	...	...
Section 188 (l) of the Act of 1884. [Section 245 of the Madras District Municipalities Act 1920.]	Livery stables ...	Per stall	...	25 0 0 Per annum without reference to the standard. (The rates given cannot be reduced to terms of the standard.)	1 0 0	...	...
Do.	Cattle-sheds ...	Per square yard.	Do.	25 0 0 Per annum without reference to the standard. (The present rates cannot be worked to the standard.) 885 annas Per half year.	1 0 0	...	...
Do.	Cart-stand ...	Per 100 square feet.	Do.	...	...	...	...
Section 188 (m) of the Act of 1884. [Schedule V, item (g) of the Act of 1920.]	Public halting places.	Per square yard.	Do.	25 0 0 Per year without reference to the standard. (The present rates cannot be worked to the standard.)	1 0 0	...	...

Licence fees leviable by municipalities and local boards—cont.

Section of the Act.	Subject.	Unit of assessment proposed.	Unit period proposed.	Present rate.		Rates proposed.	
				Maximum.	Minimum.	Maximum.	Minimum.
MUNICIPALITIES—cont.							
Section 188 (n) of the Act of 1884. [Schedule V, item (j) of the Act of 1920.]	Places where 20 or more sheep or goats are kept.	Per square yard subject to a stipulation as to number of sheep per square yard.	Per half-year.	RS. A. P. 5 0 0	RS. A. P. 0 8 0	...	...
				(The present rates cannot be worked to the standard.)			
				(The standard except in four cases. In these latter the rates are 18 anna in two cases, 28 anna in one case and 30 anna in another case per annum.)			
Do.	Places where 10 or more head of cattle or pigs are kept.	Do.	Do.	12 0 0	0 8 0	...	...
				(The present rates cannot be worked to the standard.)			
				(The standard except in four cases. In these latter the rates are the same as in the case of places where 20 sheep are kept.)			
Section 188 (o) of the District Municipalities Act of 1884. [Schedule V, item (l) of the Act of 1920.]	Preparation of articles of flour or of flour.	Per square yard.	Do.	12 0 0	4 0 0	...	...
				(The rates cannot be worked to the standard.)			
Section 188 (p) of the Act of 1884. [Schedule V, item (m) of the Act of 1920.]	Manufacturing aerated water.	Do.	Do.	30 0 0	2 0 0	...	...
				(The rates cannot be worked to the standard.)			

Section 188 (q) of the Madras District Municipalities Act of 1884. [Section 258 of the Act of 1920.]	Sale or storage of milk or dairy produce.	Do.	Do.	10 0 0	0 4 0	...	...
Do. [Schedule V, item (n) of the Act of 1920.]	Sale or storage of timber.	Do.	Do.	20 0 0	1 0 0	...	...
Do.	Sale or storage of firewood.	Do.	Do.	10 0 0	1 0 0	...	...
Do.	Sale or storage of wood or bamboo.	Do.	Do.	15 0 0	1 0 0	...	...
Do.	Sale or storage of thatching materials.	Do.	Do.	5 75 annas per half-year.	096 anna per half-year.	...	...

Licence fees leviable by municipalities and local boards—cont.

Section of the Act.	Subject.	Unit of assessment proposed.	Unit period proposed.	Present rate.		Rates proposed.	
				Maximum.	Minimum.	Maximum.	Minimum.
Section 188 (7) of the Madras District Municipalities Act, 1884. [Schedule V, item (*) of the Act of 1920.]	Sale or storage of hay, grass or straw.	Per square yard (with classes).	Per half-year.	Rs. A. P. 10 0 0	Rs. A. P. 0 8 0	..	..
	Do.	Per square yard.	Do.	5 75 annas. Per annum without reference to standard.	0 095 anna. Per half-year in cases in which the rate could be worked in terms of the standard.	..	..
	Do.	Do.	Do.	10 0 0 Per annum without reference to standard.	1 0 0	..	..
Section 189-A of the Madras District Municipalities Act of 1884. [Section 250 of the Act of 1920.]	Sale or storage of coal.	Do.	Do.	10 0 0 Per annum without reference to standard.	1 0 0	..	..
	Construction or establishment of a factory, workshop, work-place and installing machinery.	..	..	5 75 annas. Per half-year in cases in which the rates could be worked to the standard.	0 095 anna. Per half-year in cases in which the rates could be worked to the standard.	..	..
	..	..	..	75 0 0 Once for all.	5 0 0	..	..

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Section 190 of the Madras District Municipalities Act of 1884. [Section 247 of the Act of 1920.]	Cart-stand fees	..	..	Fees are levied only in three cases. In one case the fee is one anna per cart per diem, in another it is Rs. 1 per half-year and in the third a fee of Rs. 5 is charged for opening a cart-stand.			
	Slaughter of animals in municipal slaughter-houses.	Per head slaughtered— Per pig " sheep " cattle	..	0 2 0 0 2 0 1 0 0 36 0 0	0 0 6 0 0 6 0 0 0 0 4 0	..	..
	Butchers' stall	Per square yard.	Per half-year.	Per annum without reference to the standard.	..	..	..
Section 191 (1) of the Madras District Municipalities Act of 1884. [Section 254 (1) of the Act of 1920.]	For private slaughter-houses and butchers' shops.	Do.	Per annum.	20 1 0 without reference to the standard.	2 0 0	..	..
	Slaughter of animals on festive occasions.	Per head slaughtered— Per pig " sheep " head of cattle.	..	0 4 0 0 4 0 2 0 0	0 1 0 0 1 0 0 2 0	..	..
	Private markets	Per square yard.	Per annum.	100 0 0 without reference to the standard.	3 0 0	..	..
Section 191 (4) of the Act of 1884. [Section 256 of the Act of 1920.]	Selling animals, etc., in public places.	..	..	0 4 0 Only in one municipality.	0 0 3	..	..
	..	..	..	..	..	..	..
	..	..	..	..	..	..	..

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Licence fees leviable by municipalities and local boards—cont.

Section of the Act.	Subject.	Unit of assessment proposed.	Unit period proposed.	Present rate.		Rates proposed.	
				Maximum.	Minimum.	Maximum.	Minimum.
MUNICIPALITIES—cont.							
Section 206 (2) of the Act of 1884. [Omitted in the Act of 1920.]	Public latrine cleaning.	...	...	RS. A. P. 20 0 0	RS. A. P. 0 4 0	...	...
Section 211 of the Act of 1884.	Drain connexion	...	...	Per mensem.		...	...
[Section 139 (1) of the Act of 1920.]				1 0 0	0 8 0	...	...
Section 212 of the Act of 1884.	Building a house over a drain.	...	...	Per annum.	0 8 0	...	...
[Section 142 (1) of the Act of 1920.]				1 0 0		...	...
Section 213 of the Act of 1884.	Construction of a drain, privy or cess-pool.	...	...	48 0 0	0 2 0	...	...
[Section 142 (1) of the Act of 1920.]				Once for all.		...	...
Section 218 of the Madras District Municipalities Act of 1884.	Private scavenging and cess-pool cleaning.	...	...			...	...
[Section 154 of the Act of 1920.]						...	...
Section 229 of the Madras District Municipalities Act of 1884.	Occupying municipal land, etc.	Per square yard.	Per diem	0 7 2 anna.	000 1/2 anna.	...	...
[Section 362 of the Act of 1920.]				In a number of cases the present rates cannot be worked to the standard.		...	...

Section 229 of the Madras District Municipalities Act of 1884. [Section 302 of the Act of 1920.]	Removing earth, sand and other materials.	Per cart-load	...	0 2 0	0 0 1	...	...
Do.	Quarrying stones	Do.	...	0 2 0	0 1 0	...	...
				A fee of 8 annas is charged for every 100 square feet in Ongole, 8 annas for 20 c. ft. in Kodaikanal and 8 annas for granite or blue metal in Ootacamund.			
Section 236 of the Madras District Municipalities Act of 1884. [Section 279 of the Act of 1920.]	Burial or burning ground.	...	...	12 0 0	1 0 0	...	...
				Once for all.			
Section 242 of the Madras District Municipalities Act of 1884. [Section 285 of the Act of 1920.]	Licence fee for grave-diggers.	...	...	12 0 0	1 0 0	...	...
				Per annum.			
				2 0 0	0 1 0	...	...
				Per annum.			

LOCAL BOARDS.

Section 57 of the Madras Local Boards Act. Section 57 (vi) of the Madras Local Boards Act.	Temporary erection of pandals, etc. Erection of sunshade, balcony, etc.	Per square yard.	Per diem	25 anna	08 anna	...	...
		Do	Per mensem	1 14 0	06 anna	...	...
Section 57 (vi) of the Madras Local Boards Act.	Storing building materials in front of buildings and on the margin of roads and streets.	Do	Per diem	06 anna	03 anna	...	...
				Fees levied only in two districts.			

Licence fee leviable by municipalities and local boards—cont.

Section of the Act.	Subject.	Unit of assessment proposed.	Unit period proposed.	Present rate.		Rates proposed.	
				Maximum.	Minimum.	Maximum.	Minimum.
LOCAL BOARDS—cont.							
Section 57 (vii) of the Madras Local Boards Act.	Grain pits in village-sites.	Per square yard.	Per annum.	ES. A. P. 0.05 anna Only one taluk board levies this fee.	ES. A. P. 0.02 anna	...	...
Do.	Temporary occupation of village-sites and market sites during fairs and festivals	Do.	Per diem ...	0.75 anna	0.04 anna	...	...
Do.	Pot kilns	Per kiln	Per year ...	1 0 0 Fee levied only in one union.	1 0 0	...	...
Sections 57 (vii) and 81 of the Madras Local Boards Act.	Fees for rest-houses, travellers' bungalows, choultries and chatrams.	...	...	...	...	...	...
Sections 57 (vii) and 117-B of the Madras Local Boards Act.	Market fees	Per square yard.	Per annum.	0.75 anna In many cases the present rates cannot be expressed in terms of the standard.	0.03 anna	...	...
Section 57 (vii) and 117-L of the Madras Local Boards Act.	Slaughter-house fees (private).	Do.	Do.	...	...	...	...
	Slaughter-house fees (public).	Per head slaughtered.	Per pig ... " sheep ... " head of cattle.	0 2 0 0 6 0 1 0 0	0 0 6 0 0 6 0 2 0	...	...

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Section 117-E of the Madras Local Boards Act.	Private markets	Per square yard.	Per annum.	The rates now in force cannot be worked to the standard proposed. Present rate. Present rate. 100 0 0 1 0 0 In some cases the fee is fixed at a percentage of the income. The fees now levied cannot be worked in terms of the standard proposed. Present rate per cart. Present rate per cart. 0 2 0 0 0 2 Per diem. The present rates cannot be worked in terms of the standard proposed. Present rate. Present rate. 50 0 0 5 0 0 Per annum. In a number of cases the fee is fixed at a percentage of the income. In one district the rates can be worked to the standard. The maximum and minimum in this district are 0·8 anna and 0·4 anna per half-year per 100 square feet. 1 0 0 0 1 0 Per mensem	...	...
Sections 57 (vii) and 117-O of the Madras Local Boards Act.	Public cart-stands	Per 100 square feet.	Per half-year.	...	...	...
Section 117-P of the Madras Local Boards Act.	Private cart-stands	Do.	Do.	...	...	...
Section 117 of the Madras Local Boards Act.	Cleaning private latrines and cess-pools.	...	...	...	...	...

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(2)

REPORT OF COMMITTEE No. V.—THE STANDARDIZATION OF LICENCE FEES.

MEMBERS OF THE COMMITTEE.

1. M.R.Ry. Diwan Bahadur A. Subbarayalu Reddi Garu (Chairman).
2. The Hon'ble Mr. C. V. S. Narasimha Razu.
3. M.R.Ry. Diwan Bahadur T. Kodandarama Nayudu Garu.
4. „ T. Sivasankaram Pillai Avargal.
5. „ Rao Sahib Vittaldoss Anandji Sait Avargal.
6. „ Rao Bahadur K. G. Srinivasa Mudaliyar Avargal.
7. „ P. Appa Rao Chetti Garu.
8. „ B. Perumal Nayudu Garu.
9. „ S. N. Prabalam Pillai Avargal.
10. „ K. N. Kondalarayaswami Nayudu Garu.
11. „ Rao Sahib R. Sekhara Menon Avargal (Secretary).

All the members of the Committee except one, namely M.R.Ry. Rao Sahib Vittal Doss Anandji Sait Avargal were present at the discussion of the subject between 12 noon and 2 p.m. on Saturday the 17th instant.

At the discussion the members accepted the correctness of the unit of assessment and the unit of period mentioned in columns 3 and 4 of the annexure on pages 68—83 and proceeded with the discussion of the subject on the basis that the entries in the annexure were accurate.

The opinion arrived at by the Committee at the end of the discussion is as follows:—

The Committee unanimously conceded that the rates at which licence fees are levied by different local bodies vary vastly. The variations, however, can be justified by the degree of danger besetting the various trades and the purposes for which licences are issued as also by the relative importance of certain trades according to localities. For instance, the storing or otherwise dealing with bones or with manure, warrants the levy of a higher licence fee in a town like Madura than in an insignificant village where such storing is not visited with any harm to the sparse population of the village. The sale or storage of timber in a town like Palghat wherefrom large quantities of timber go to the other

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parts of the Presidency warrants a heavier levy of licence fee on timber than such sale or storage in an insignificant village or town in the east coast of the Presidency.

To the knowledge of the members of the Committee, there have been no complaints about the rates levied being unduly pressing on the licensees; nor has there been any reason to suspect that the rates were unduly favourable to the licensees.

For the reasons above stated it would not be feasible or necessary for the local bodies to agree among themselves regarding an equitable uniform maximum or minimum rate.

Licence fees are primarily intended to safeguard the public against inconvenience or danger to the public health and welfare. Incidentally they serve as a source of revenue to the local bodies concerned and in some cases they serve as a return for the services rendered by the local bodies: for instance, the case of motor service. The licence necessarily involves exercise of control by a local body over the licensee and that control is in fact being exercised effectively. The licence fee forms part of the general revenue and is devoted as such to the effective exercise of such control. Ordinarily, a special staff is not needed to see that the terms of licences are complied with nor need a separate account be kept of the revenue from licences.

Draft Resolution.—That the units of assessment and of period proposed in the annexure are generally suitable and that the local bodies and municipal councils be left free to fix the rates for licence fees themselves.

A. SUBBARAYALU REDDIYAR,

Chairman.

(3)

PROCEEDINGS OF THE CONFERENCE.

The resolution recommended by the Committee was put to the vote and carried.

(4)

RESOLUTION OF THE CONFERENCE.

That the units of assessment and of period proposed in the annexure (in the Secretariat note), are generally suitable and that local boards and municipal councils be left free to fix the rates for licence fees themselves.

SUBJECT VI.

THE NEED FOR 'COSTINGS' ESTIMATES FOR THE SEVERAL SERVICES FOR WHICH LOCAL BODIES ARE RESPONSIBLE.

(1)

Secretariat Note.

1. Is it practicable to frame a progressive policy without counting the cost? Is it possible to estimate the cost of a new undertaking under the present system of accounts? Is it necessary before embarking on a new venture to estimate the financial commitment per unit after taking into account the recurring receipts and charges including provision for depreciation, for instance,

(a) A new secondary school is to be started. What will be the cost per pupil after taking into account fees and other receipts and the cost of staff, equipment and repairs to buildings?

(b) A new hospital is contemplated. What receipts can be realized and what will be the cost per in-patient and per out-patient after defraying salaries and charges for the renewal of equipment and repairs to buildings?

(c) A new road is to be constructed. What will be the recurring cost per furlong after taking into account not only annual cost of upkeep, but also extra charges on account of staff and depreciation of tools and plant?

2. Is it necessary in drawing up a progressive programme to base it on actual requirements, for instance, in the cases above noted,

(a) how many scholars per mille of population must be provided for,

(b) how many in-patients and how many out-patients in a hospital should be provided for,

(c) what is the cost of staff and tools and plant per furlong of road?

3. Are such 'costings' statements necessary for the fair apportionment of the financial burden between two bodies which have a joint interest in a single institution, such as a school, a hospital or a road; or in stating a case for the financial co-operation of other bodies or of the Government?

4. Are such 'costings' statements necessary for ascertaining whether the needs of the population are or can be adequately met?

5. Are such 'costings' statements necessary for comparative purposes to enable a local body to decide whether a particular service is overpaid or underpaid in comparison with similar services under other bodies? Are such statements necessary to enable a local body to decide whether, and if so, how far it can reduce expenditure without loss of efficiency under any particular head and whether it can afford to improve a particular service?

6. Is there any other method by which extravagance can be detected and economies made?

Extract from "The Nineteenth Century", April 1919.

Sir Charles Harris, the Assistant Financial Secretary to the War Office, in his evidence before the Samuel Committee says:—

"The accounts . . . as accounts are valueless for any purpose but to demonstrate due appropriation and honesty in disbursement . . . it (that is, the present system of control by appropriation) fails to provide any true control of expenditure, because the compartments or heads of appropriation generally do not represent *purposes or objects* of expenditure which the mind can grasp but only *classifications or subjects* of expenditure unconnected with purpose and admitting of only final control."

2. Costings in some form or other are essential to the efficient scrutiny of every business and the firms that employ them judiciously have a distinct advantage over those that neglect to do so. The account is the compass, the depth sounder and the speed-indicator of any business craft, and without their aid navigation is beset with danger.

3. A simple illustration will show how cost accounts work. Take the case of a transport concern; say the London General Omnibus Company. The finance accounts show the total running expenses divided into such sub-heads as may be found convenient, e.g., petrol, oil, drivers, conductors, supervision, etc. This is as far as finance accounts will probably go. The cost account then proceeds to interpret these results on some unit basis, probably in this case the 'mile run' or the 'passenger mile.' The possible interpretations are innumerable. The cost of petrol per mile on one route against another, or for one driver against another, or for one type of engine against another can be ascertained. The cost of repairs per mile run can be compared between various repair shops, the cost per passenger per mile on one route against another can be calculated, and so on in an infinite variety of shades and complexions. Costings are thus an efficient and flexible instrument of control appended to the finance accounts and capable of application to almost every type of business.

4. Ignorance of true costs, with the neglect of accounts as an instrument of control, has been serious enough in the past. It will be far more serious in the future with Government activities so

widespread. Housing, rents, cost of living, transportation and many other activities—all problems of practical politics—cannot be correctly appreciated without a correct knowledge of costs, and the public service, instead of being still in the Dark Ages, should be leading the way in the science and practice of accounting.

(2)

REPORT OF COMMITTEE No. VI.—THE NEED FOR COSTINGS 'ESTIMATES' FOR THE SEVERAL SERVICES FOR WHICH LOCAL BODIES ARE RESPONSIBLE.

MEMBERS OF THE COMMITTEE.

1. M.R.Ry. Rao Bahadur A. P. Patro Garu (Chairman).
2. " C. S. Ratnasabhupati Mudaliyar Avargal.
3. " Rai Bahadur K. V. Reddi Nayudu Garu.
4. " C. V. Narayana Menon Avargal.
5. Mr. J. F. Bryant.
6. Mr. P. Macqueen.
7. M.R.Ry. Cruz Fernandez Avargal.
8. Mr. J. W. Maiden.
9. M.R.Ry. T. K. Rajagopala Ayyar Avargal (Secretary).

Before we attempt to answer the questions referred to us it seems advisable to describe briefly the nature and purpose of cost accounts. These are usually maintained in commercial concerns so as to show the exact cost per unit of finished goods. The profit and loss accounts of the concern as a whole would show the total profits made by it, but it is necessary for the heads of commercial concerns to analyse these profits so as to show the exact profit or loss attached to the manufacture of the different kinds of finished goods. This will enable the directors to expand the business in goods that really bring in a profit or increase the prices of articles on which the profits are inadequate. Now the problem before us is to examine how far such costing estimates would be useful in analysing the cost of the various services for which local bodies are responsible. If those services are covered by fees, the scale of fees may have to be raised or lowered so as to cover the cost of the service. The estimates may enable us to decide whether to increase the outlay or curtail the sale of an article.

We next proceed to discuss in detail the questions referred to us on page 17 of the notes circulated to members.

Question No. 1.—The answer to the question "Is it practicable to frame a progressive policy without counting the cost?" is definitely in the affirmative.

The next question is "Is it possible to estimate the cost of a new undertaking under the present system of accounts?" The answer in this case is clearly in the negative. Taking for instance the cost of a school, the cost of schoolmasters and contingencies, charges for laboratory, apparatus, furniture, etc., appearing under the head "schools:—". The cost of provident fund contributions or pension contribution on account of school employees appears under the head "superannuations and pensions." The cost of repairs to school buildings appears under "45. Civil Works." The cost of stationery is taken to a separate "stationery and printing," while the cost of the administrative establishment is taken to still another head. It is therefore necessary if an effective system of costing is to be introduced to re-group account heads by services instead of subjects and also to separate out capital from revenue items so that the service of a particular year should be charged only with its proper share of capital and not the whole of the capital expenditure undertaken in any particular year. It follows also that rates of depreciation and interest to be adopted for various items of capital assets such as buildings, laboratories, libraries, apparatus and equipment, furniture, etc., should be laid down so as to include the correct over-head charge in the costing accounts.

We next proceed to the consideration of the question as to how far costing accounts would be useful in regulating new outlay on schools. We have had the advantage of a discussion with Mr. Littlehailes and we gathered that his opinion generally is that it will be quite sufficient for all practical purposes if costings are brought out for a school in a restricted local area. He would not advocate the further division of costs so as to arrive at the cost per pupil going to an elementary school or a secondary school as the circumstances and numbers of each school vary. We are unable to adopt the school as the unit for working out costs. It will be equally futile to accept the pupil as the unit as circumstances vary enormously, even in areas which are closely contiguous to each other.

We have actually worked out the cost per pupil in an elementary school and in a secondary school in the Chittoor district after making allowance for depreciation of buildings and proportionate charges for provident fund and gratuities.

The estimates are very rough because we have not got the capital value of buildings, etc. The figures are as follow :—

	Secondary school.			Elementary school.		
	RS.	A.	P.	RS.	A.	P.
A. Gross cost per pupil per annum ...	127	8	3	9	1	6
B. Net cost per pupil per annum (after allowing for fees) ...	103	10	11	8	11	9
C. The part of B defrayed from Government grants ...	103	10	11	5	15	0
D. The part of B defrayed from local funds ...	Nil.			2	12	9

If a new school be started in Chittoor we have no doubt that the cost per unit would eventually approximate to the above figures, but the initial cost would be more than the costing figure, because the classes will not fill at once. On the other hand if the school has been opened by mistake and there is not sufficient demand for it, the costing figure will always be high and will be useful as an indication that the school should be shut down. The details for the costing of Chittoor school services are appended.

3. *Question 1 (b).*—We have worked out the figures to show the cost per patient in the hospitals under the Chittoor local board for 1919-20. It is Re. 0-6-5 per patient, but this figure is absolutely misleading. It covers both in-patients and out-patients and gives no indication as to whether a patient was treated for one month or for one day. To get out the true cost it appears to us necessary to apportion the charges for in-patients and for out-patients respectively and also to adopt a scientific unit which might be designated as "occupied bed day" for in-patients and "attendance" for out-patients in the absence of simpler terms.

4. *Question 1 (c).*—We would observe that the recurring cost per furlong would depend on the width of the road. The great Southern Trunk Road at Saidapet which is 60 feet wide would obviously cost more to maintain than an average district board road, the metalled portion of which is 9 feet wide. We may therefore adopt as a unit the cost of spreading materials, hard metal, 3 inches thick and laterite metal, 4 inches thick including the cost of metal, establishment charges, etc., for 100 square feet. The thickness has been taken as three inches for hard metal, because in practice it will be found more advantageous to apply six inches of metal in two layers, each of three inches instead of applying the whole six inches at once. Although it may often happen that metal is spread

four inches thick or even two inches thick, yet we are convinced after careful consideration of the question that three inches is the most convenient dimension. Three classes of metal are in common use throughout the Presidency. In the first place we have fresh unweathered granite including the blue granite or chanoockite of Chingleput and the Nilgiris. This is extremely hard and costs much more to break than other varieties of metal. Secondly we have soft varieties such as pit jelly and kunkur. The softest metal of all however is laterite. The cost of spreading a unit of these three descriptions in the Chingleput district is as follows :—

Blue granite metal 3" thick, Rs. 4-13-0.
Ordinary granite 3" thick, Rs. 3-9-1.
Laterite 4" thick, Rs. 3-0-0.

Taking the average life of a road surface as four years the annual recurring cost of maintaining 100 square feet of surface will be Rs. 1-3-3 for blue metal, Re. 0-14-0 for pit jelly and Re. 0-12-0 for laterite. The details of the figures for the Chingleput district are shown in Appendix II. It is unnecessary to take into consideration the original capital outlay as a road properly maintained is practically everlasting. For the same reason it is unnecessary to have capital accounts for roads excluding of course important bridges, as the whole length of a road should be ordinarily recast once in four years. If costing is considered necessary, a suitable method would be for the Inspector of Works to work out actual cost for typical stretches.

5. In the case of water works we append a statement (appendix III) showing certain figures regarding Negapatam and Chidambaram water works which were kindly furnished to us by Mr. Stoney. Taking depreciation at 4 per cent of capital value, interest 5 per cent, and maintenance charges Rs. 20,000, we get a total charge of about Rs. 1,58,000 on the service for Negapatam. This works out to a rate of Re. .052 per head per day of population at Negapatam. The corresponding figure for Chidambaram is Re. .079.

It is possible that the increase at Chidambaram is due to the proportion to be debited to the floating population of pilgrims.

6. *Question 2 (a).*—The answer to this is in the affirmative. It will certainly be an advantage to be ready beforehand with figures as to what a pupil in an elementary school and in a secondary school is costing in each area which may be taken as homogeneous for this purpose so that

Government may launch its programme as soon as the Elementary Education Bill is passed into law. Dependable figures as to population and children of school-going age will be available at the next census.

7. *Question 2 (b).*—Costing would of course be useful. But it would be impossible to fix a general percentage of the population as the number of patients to be provided for—as the circumstances of various localities may differ with reference to the number of private medical practitioners, the habits of the people, etc.

8. *Question 2 (c).*—The following is the calculation for Chittoor :—

	RS.
Salaries	28,255
Travelling allowance	7,620
Contingencies	2,679
Tools and plant	571
Provident fund proportion	1,800
Proportion of administrative charges debit- able to works (say 30 per cent)	4,500
Depreciation at 4 per cent of buildings, quarters	1,600
Do. tools and plant including motor roller	1,400
	48,425

Mileage 1,014 or Rs. 5-15-6 per furlong.

We doubt, however, whether the above calculation can be accepted as correct, as it involves the assumption that all the 1,014 miles of road in Chittoor district are of the same standard.

A more satisfactory method would be to take out the actual costings in one or two typical roads of each kind.

9. *Question 3.*—Such costings statements would be very useful in making a fair apportionment of the financial burden between two objects which have a joint interest in a single institution. As an example we might site the case of the Bangalore City Municipality under the Mysore Darbar and the Bangalore Municipality in the Civil and Military Station which draw their water-supply from the same system. In such a case if we arrive at a dependable figure of costs per head of population, the apportionment would be a mere matter of arithmetic.

10. *Question 4.*—Costings statements cannot be regarded as being an infallible guide, but they have to be considered

with reference to the special circumstances of particular areas. It would be impossible for example to apply figures deduced from the Kodaikanal water works to an area like Tuticorin. In the former case an abundant supply of the purest water lies at the doors of the municipality. In the latter, a supply which is precarious in seasons of drought has to be brought from a distance of 24 miles. Again it would be impossible on the basis of costings alone to compare a school in Madras with another at Chingleput which is only 35 miles away. Costings can never be regarded as an infallible guide. At the most they can only be regarded as a valuable though subsidiary test in the hands of an expert.

11. *Question 5.*—In the present state of our accounts the costings are distributed over five or more budget heads and it may be necessary to trace the items into provincial and even imperial revenues. Costings statements cannot advantageously be used for comparative purposes unless we recast our system of accounts. It is necessary that expenditure should be shown under services instead of subjects. Given such a change it will be a valuable means of enabling a local body to decide whether and if so how far it can reduce expenditure without loss of efficiency under any particular head and whether it can afford to improve a particular service.

12. *Question 6.*—By provincial services, e.g., an inspectorate of works and a provincialized health service. In the educational service we have an instance of the successful working of this system.

13. In case a system of costings is introduced in the accounts of local bodies, it will be necessary for them to employ a well trained and highly paid staff of accountants, the cost being borne by provincial funds.

DRAFT RESOLUTION.

That costing accounts would be useful provided that the existing system of general accounts is recast so as to separate capital entries from revenue items and to apportion the expenditure amongst the several services maintained, e.g., (1) communications, (2) education and (3) public health.

T. K. RAJAGOPALAN,
Secretary.

A. P. PATRO,
Chairman.

APPENDIX I.

Chittoor Elementary Schools.

RS.

Receipts	4,735
Government grants	83,153
Endowments	162
Miscellaneous	50

88,100

Expenditure—

Establishment	73,092
Capitation allowance	10,840
Contingencies	6,106
Other charges, viz., travelling allowance, house rent, furniture and apparatus 10,840; prizes, library books and maps 1,207	16,326
Allow 1 anna in the rupee on 73,092 for pensions and gratuities	4,568
Repairs to schools	3,079
Depreciation on about 70 school buildings at 10 per cent on Rs. 70,000. (This must be fixed by experts; it is stated that about half the buildings are thatched ones)	7,000
Forms (included under contingencies)	Nil.

1,21,011

13,813

9-1-6

7-9-11

8-11-9

5-15-0

2-12-9

Number of elementary school pupils
 [These figures may be reduced by about As. 8 by charging about Rs. 6,650 to capital, the rest of Rs. 10,840 being set apart against repairs and depreciation. But this may have to be increased by about As. 4 so as to allow for administrative charges.]

Gross cost per pupil (as per administration report, excluding provident fund and buildings).
 Net cost deducting fees only,
 of which Government bore 79,047 (excluding grants on capital account) and local board bore

Schools—Capital outlay on buildings (mainly additions and improvements). Outlay in 1919-20

Rs. 4,628 met entirely from Government grants.

APPENDIX II.

Statement showing the cost of spreading blue granite, and ordinary metal 3" and laterite 4" thick, including cost of metal, establishment charges, etc., for 100 square foot (for-unit).

Particulars.	Blue granite metal 3" thick with gravel for binding.			Ordinary granite metal 3" thick with gravel for binding.			Laterite 4" thick.		
	RS.	A.	P.	RS.	A.	P.	RS.	A.	P.
Cost of metal	3	5	3	2	9	0	2	1	4
Spreading charges	0	12	0	0	7	0	0	7	0
Proportionate cost of establishment, etc., at 19 per cent (vide details enclosed).	0	11	9	0	9	1	0	7	8
Total cost for 100 sq. ft.	4	13	0	3	9	1	3	0	0

N.B.—The above figures are exclusive of tender percentage.

2. The particulars have been kindly furnished by M.R.Ry. P. Jeeyar Nayudu, Manager, District Board Engineer's office, Saidapet.

Details of establishment, etc., charges.

RS.

(i) District Board Engineer's office establishment including travelling allowance and contingencies	41,432
(ii) Administrative control with office establishments—proportion charged to Engineering	10,000
(iii) Pensions, gratuities, etc., for Engineering establishment	4,960
(iv) Provident fund	1,700
(v) Tools and Plant including Steam Road roller charges wear and tear, etc.	8,100
(vi) Buildings (repairs and depreciation)	2,000
(vii) Stationery and Printing	5,400
Total	73,592

Total outlay on works 8,69,000
 Percentage is therefore roughly Rs. $\frac{7300}{369}$ = 19 p.c.

APPENDIX III.

The figures regarding Negapatam and Chidambaram water-works are as below :—

Negapatam.

The actual cost of the water-works was Rs. 7,70,993.

The works were opened for public use in 1914.

Actual maintenance charges every year were as follows :—

	RS.
1914-1915	13,970
1915-1916	15,133
1916-1917	17,319
1917-1918	16,255
1918-1919	18,429

The investigation establishment charges including supervision, at present (1920 rates) may be taken as under :—

	RS.
Surveyor, lascar, travelling allowances, stationery, etc.	1,500
Inspection and supervision charges during investigation	560
	2,060

The preparation of plans and estimates including scrutiny by Chief Engineer may be estimated to cost :—

	RS.
Two months by the Deputy Sanitary Engineer and his staff	3,760
Fifteen days by Sanitary Engineer and his staff	2,144
Seven days by the Chief Engineer and his staff	2,175
Stationery, etc.	421
Total	8,500

At present rates, the cost of Negapatam water-works will be Rs. 15,41,986.

The annual maintenance charges may be taken at current rates at Rs. 20,000.

The scheme is designed for a population of 82,250 at 15 gallons per head per day.

Chidambaram.

The actual cost of the water-works was Rs. 3,99,043.

The works were opened for public use in 1915.

The actual maintenance charges every year were as follows :—

	RS.
1915-1916	8,660
1916-1917	9,725
1917-1918	12,654
1918-1919	13,966

The charges for investigation will be the same as for Negapatam, viz., Rs. 2,060.

The preparation of plans and estimates will be the same as for Negapatam Rs. 8,500.

At present rates, the cost of Chidambaram water works will be Rs. 7,98,086.

The annual maintenance charges may be taken at current rates Rs. 15,000.

The scheme is designed for a population of 80,000 at 15 gallons per head per day.

(3)

PROCEEDINGS OF THE CONFERENCE.

The resolution recommended by Committee No. VI was put to the vote and carried.

(4)

RESOLUTION OF THE CONFERENCE.

That costings accounts would be useful provided that the existing system of general accounts is recast so as to separate capital entries from revenue items and to apportion the expenditure amongst the several services maintained, e.g., (i) communications, (ii) education and (iii) public health.

SUBJECT VII.

THE DEVELOPMENT OF A LOAN POLICY TO DEFRAY CAPITAL EXPENDITURE.

(1)

Secretariat Note.

1. Is it sound business policy for local bodies to defray capital expenditure from current revenues?

2. Is the utilization of current revenues for capital works compatible with a progressive policy? Is it possible for the ratepayers to meet the public requirements on account of capital expenditure from the rates? Should the ratepayers tax themselves in order to accumulate capital assets for posterity? Would it be possible for local bodies without increasing taxation to make their current revenues cover a far larger expenditure than they are now due by distributing this expenditure over a series of years by means of loans and utilizing their current revenues for defraying the loans and interests instead of exhausting them on capital works as soon as they accrue?

3. Would it be more economical and would the ratepayers get better value for their money if local bodies could adopt the system accepted in England and most other western countries of paying for all new works by loans?

4. If capital expenditure is to be met from loans, how best can the loans be raised? Should each body raise its own loans or should all local bodies combine and pledge their credit for a joint loan fund for the whole Presidency?

5. Should separate accounts be kept for the capital expenditure under each principal service head?

(2)

REPORT OF COMMITTEE No. VII.—THE DEVELOPMENT OF A LOAN POLICY TO DEFRAID CAPITAL EXPENDITURE.

The Committee met at 12 noon on the 19th July 1920. The following gentlemen were present:—

1. M.R.Ry. Diwan Bahadur M. Ramachandra Rao Pantulu Garu (Chairman).
2. The Hon'ble Mr. R. A. Graham.
3. M.R.Ry. Rao Bahadur A. Vedachala Ayyar Avargal.
4. The Hon'ble Mr. C. V. S. Narasimha Raju.
5. M.R.Ry. M. Narayanaswami Reddi Garu.
6. The Hon'ble Rai Bahadur T. N. Sivagnanam Pillai Avargal.
7. M.R.Ry. B. S. Nataraja Sastriyar Avargal.
8. The Hon'ble Rao Bahadur V. K. Ramanuja Achariyar Avargal.
9. M.R.Ry. Rao Bahadur C. Venkatareddi Garu.
10. „ T. V. Ranga Achariyar Avargal.
11. „ N. Gopalaswami Ayyangar Avargal (Secretary).

The Committee is unanimously of opinion that it is unsound finance to meet capital expenditure from current revenues, and that local bodies all over the Presidency should endeavour to drop this habit which now exists on a large scale. By capital expenditure we mean all expenditure which adds to municipal assets and is incurred for acquiring something which is of permanent value or can be continuously employed. It includes not merely expenditure on railways, water-works and drainage systems and bridges, but also that on office buildings, school buildings (elementary and other), culverts, articles of equipment and plant of various descriptions likely to last over a series of years, etc.; and we would draw the attention of all local bodies to the importance of examining their objects of expenditure annually with a view to ensuring that all new works and renewals or replacements of old ones are brought within the category of capital expenditure and financed out of loans.

2. As regards the best method of financing loans, we have, in view of the past history of local bodies in this respect, come to the conclusion that they cannot satisfy all their needs for capital expenditure by direct resort to the

open market. We think that the best results will be attained by a combination of the following three courses:—

- (a) Direct borrowing by local bodies in the open market,
- (b) Provincial borrowing direct in the open market for local bodies,
- (c) Borrowing by the Government of India for feeding the provincial loan requirements on behalf of local bodies.

3. We are convinced that the first of these three alternatives will yield only very poor results for some years to come; but we think at the same time that substantial encouragement should be given by the State to this form of borrowing—in the shape of guaranteeing payment of interest on, and repayment of, sums so borrowed—in order to bring it rapidly into favour in the Indian money market. We desire, however, to emphasise the fact that it is on the second and third of the alternatives that local bodies should now, and for several years to come, rely in the main for meeting their capital needs. It seems to us essential that assistance of this kind should be placed on a regularised footing in order that local bodies may not look in vain to the Government when they are urgently in need of funds for such schemes as railways, water-supply and drainage, and so on. We therefore would advocate the constitution by the Local Government of a Local Loans Fund to be financed initially, and from time to time when necessary, out of provincial borrowings either direct from the market or through the Government of India. The Local Government should annually ascertain the needs of all local bodies in the coming year in the shape of loan requirements and decide how much of them should be met at all and in what proportions that amount should be borrowed by them direct and by the Government of India for them.

4. The Committee has not gone into the question of the existing policy regarding Government assistance towards the capital expenditure of local bodies, but trust that there will be no decrease in the amount of such assistance, though what form such assistance should take is a matter for consideration by the Financial Relations Committee which, they understand, will investigate the whole question of the relation of local to provincial finance.

5. The Committee is of opinion that arrangements should be made for maintaining accounts which will exhibit clearly

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and separately the capital expenditure of local bodies under each service head, as, apart from other advantages, this will be of great assistance in framing their budgets as regards their capital needs.

6. The following draft resolutions will accordingly be placed before the full Conference for approval:—

(a) That it be a recommendation to all local bodies that all capital expenditure—i.e., expenditure incurred in acquiring something which is of permanent value or can be continuously employed—be financed ordinarily out of loans.

(b) That in order that the loan requirements of local bodies may be adequately met, the Local Government be requested to take steps to constitute a Local Loans Fund and provide for its administration in such manner as they may think fit; the fund being financed in the first instance, and from time to time when necessary, out of provincial borrowings either direct from the market or through the Government of India.

N. GOPALASWAMI AYYANGAR, M. RAMACHANDRA RAO,
Secretary. Chairman.

(3)

PROCEEDINGS OF THE CONFERENCE.

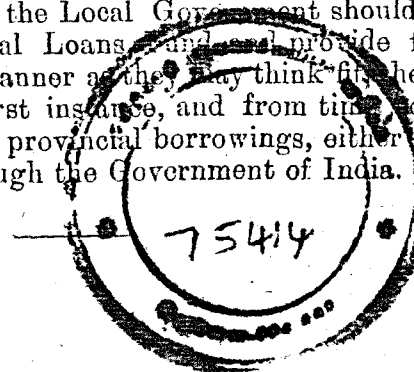
The resolutions recommended by Committee No. VII and contained in paragraph 6 of the report were put to the vote and carried.

(4)

RESOLUTIONS OF THE CONFERENCE.

1. That it be a recommendation to all local bodies that all capital expenditure—i.e., expenditure incurred in acquiring something which is of permanent value or can be continuously employed—be financed ordinarily out of loans.

2. That in order that the loan requirements of local bodies may be adequately met, the Local Government should take steps to constitute a Local Loans Fund and provide for its administration in such manner as they may think fit, the fund being financed in the first instance, and from time to time when necessary, out of provincial borrowings, either direct from the market or through the Government of India.



SUBJECT VIII.

THE DEVELOPMENT OF PRODUCTIVE INVESTMENTS AS SOURCES OF REVENUE.

(1)

Secretariat Note.

Are local bodies doing their best to develop their potential sources of revenue other than taxation? Can the resources of local bodies be supplemented by judicious enterprise under the following heads?—

(1) *Communications*.—It is the ambition of every district board to add to its resources by profits derived from railways. Should such profits be merged in general revenues, or should they be earmarked for the further development of communications in the widest sense?

Is there no need in India to follow the example of European countries and develop by public enterprise motor-bus, motor-lorry and tramway services? Why is it that no local body has yet undertaken a motor-bus service?

(2) *Markets*.—How many local bodies have systematically taken in hand the development of their markets? How many markets are there which are not in need of improvement? Should markets be constructed piece-meal?

Are the existing methods of levying fees in markets satisfactory? Should they be replaced by fees levied on the plinth area occupied? How many local bodies are spending on their markets the profits realized from them? Should every co-operative union have an office and warehouses in every shandy within twenty miles from its headquarters for the supply and distribution of commodities required by the members of its constituent societies? Is there any local body which will follow the lead given by Tiruppur in developing its cotton market?

(3) *Slaughter-houses*.—How many towns in this Presidency are equipped with up-to-date slaughter-houses, and realize therefrom the profits which such institutions, if properly run, can yield?

(4) *Cart-stands*.—Are local bodies doing their duty in the provision of public cart-stands or are such lucrative institutions left mainly to private enterprise?

(5) *Tree planting*.—Are the Rs. 2½ lakhs spent annually by local bodies on avenue maintenance spent to good purpose? How many boards employ on this duty men trained in tree-planting, and how many rely solely on amateur agencies?

How many miles of new avenues have been successfully established during the past ten years? Could the income of local bodies, and the prosperity of the general public, be substantially enhanced by the systematic exploitation of roadsides, tank-beds and all available waste land for tree-planting for fuel, food and fodder?

(6) *Fisheries*.—Would fisheries enjoyed by local bodies yield larger profits under systematic pisciculture?

(7) *Land*.—Cannot local bodies follow the lead of certain western European communes by exploiting land of which they have or can get possession?

Is it wise for local bodies to sell their land outright when they could build up for posterity a valuable endowment in the shape of rentals, either by leasing their sites, or building on them and renting the buildings so constructed?

Can town extension and town improvement be carried through on a self-supporting, or even profitable, basis?

Extract from 'Municipal Life and Government in Germany.'

There are few German towns that do not own a considerable proportion of the land within their administrative areas. Often this intra-urban estate is supplemented by the larger possessions outside the boundaries. One of the first things a modern town does on receiving the urban status is to buy as much land as possible for the purpose of meeting all conceivable public needs, present and future, of competing with private adventurers when the interests of the community seem to require it, and incidentally of securing to the town a share in the increasing value of land which experience shows will inevitably result from public and private enterprise and growth of population. Not only does a town thus largely buy land, but it endeavours to distribute its estate as equally as possible throughout its area, so that in all directions it may make its influence as a proprietor felt in the land and house market.

The ownership of land is, however, an old tradition of communal life in Germany, going back to a period far antecedent to the existing systems of Local Government. The practice cannot be attributed to legislation, nor is it followed by virtue of any special powers granted to the towns; for while the powers of English urban districts in relation to land ownership are severely restricted by law, German towns are free to buy real estate on any scale whatever without permission of any kind, unless, indeed, the contracting of a special loan should be necessary, in which event the assent of the State commissary is necessary. This assent, however, entails no local inquiry corresponding to the inquiries of the Local Government Board, simply because the German States have no Local Government Boards and no use for them; the proceeding is almost a formality, intended to remind the communes that the State, though it devolved upon them their wide powers of self-government, likes still to be consulted now and then, and it is arranged expeditiously through the post.

For, strange as it may sound to English ears, the Governments of Germany, without exception, far from wishing to hamper the towns in their land investments have often urged the towns to buy as much land as possible, and not to sell.

Long views and wide perspectives characterise the land policies of German towns. Their eyes are set not upon the needs of to-day—for these often were foreseen and provided for long ago—nor yet those of the near future, though 'near future' in German official language connotes a period of 25 years, but upon the interests of coming generations. It is significant that a friendly critic of the energetic land purchase policy, which Frankfort-on-Main pursued under the direction of its late Chief Mayor Adickes, remarked:—"Adickes worked less for the present generation or even the children of the present generation than for its grand children and great-grand children; his work will bear fruit in distant generations." Even Grlitz with its 77,700 acres of land—an estate sixteen times the area of the town—is still unsatisfied. Quite recently the local House Occupiers' Associations, in petitioning the municipal executive, which initiates and controls land purchase there as everywhere, to add further to the town's estate, urged it in extending its land policy to 'count not by years, but by centuries.'

The objection is sometimes raised that to the extent that the towns increase their proprietary share of the administrative area they proportionately diminish the revenue derivable from the land taxes, which are so important a source of local revenue in Germany, such as the land tax, the tax on the sale and transfer of real estate and the unearned increment tax. This loss, however, is usually more than compensated for by the gain which rewards prudent trading, irrespective of the saving effected by acquiring betimes land necessary for public purposes at a later date.

But land buying and selling is not an end in itself. As a consequence of its land policy a German municipal authority generally has land of its own suitable for public works which it desires to take in hand; it can determine within certain limits in what directions the town shall extend; by the steady increase in the value of its estate it shares with private owners in the material gain caused by municipal growth and development; it is able to institute and assist important housing schemes; and to some extent it can check private and professional land speculation. Instances might be given of municipal authorities which, owing to the large reserves of land in their ownership, have been able to give a new impetus to industrial development, and to renew the life of old and stagnant communities.

Wherever German municipal authorities are most earnestly endeavouring to cope with the housing problem, made difficult and urgent owing to conditions met with only in a country of rapid industrial development, one of their most powerful auxiliaries is the ownership of an abundance of building land. In using this land for housing purposes a town usually follows one of three principal courses, viz., (a) it builds houses upon its own land; (b) it sells land to

co-operative and other building societies formed for providing working-class dwellings; or (c) it combines these two methods by disposing of land on the leasehold principle. The Government urge the communes to buy land freely, and to promote house-building by leasing it to public utility building societies, but not to sell outright.

In Prussia the orderly planning of towns is made immeasurably easier owing to the right of local authorities to decide which land within the administrative area shall be eligible for building purposes. Owners of land are not able to build where and when they will. In order that a site may be built upon at all, however suitable it may seem in the eyes of its owners, it is essential that it shall be formally recognized on the building plan as ready for the purpose and shall lie upon a street duly planned by the local authority. Hence no land or estate company would dream of laying out its property without coming to a clear understanding with that authority. Such an understanding is more than a formality, for, while the local authority usually puts no needless obstacle in the way of town extensions promoted by private enterprise, it insists upon public interests being respected at every turn. A speculative land company may use unscrupulous methods in disposing of its land, but the fact that it sells land as 'building land' does not make it such.

On the other hand, the German official does not spare the land gamblers. If these people are found trying to dispose of land which has not been approved by the local authority for building purposes, the public is frankly warned against them.

Power to expropriate land-owners and to pool proprietors.—Finally, in some of the States the towns, in the interest of public improvements and the systematic development and planning of their areas, have at command powers of expropriation of a kind unknown in this country. No general law of expropriation is applied to the empire as a whole. The question of expropriation is, indeed, dealt with in the Imperial constitution, but only in relation to the construction of railways which may be deemed to be necessary for national defence or in the interest of the whole empire, and even here expropriation must be legalized by special statute in each individual case. Most of the federal States have Expropriation Acts, however, some of them going back to the first half of the nineteenth century. Two methods of expropriation are followed, viz. (a) either the principle of expropriation for reasons of public interest is laid down in general terms, without enumerating the permissible objects of expropriation, or (b) the cases and the circumstances in which expropriation may be resorted to are specified.

REPORT OF COMMITTEE No. VIII.—THE DEVELOPMENT OF PRODUCTIVE INVESTMENTS AS SOURCES OF REVENUE.

MEMBERS OF THE COMMITTEE.

1. The Hon'ble Rai Bahadur K. Venkatareddi Nayudu Garu (Chairman).
2. Mr. F. J. Richards.
3. M.R.Ry. Rao Bahadur A. Vedachala Ayyar Avargal.
4. The Hon'ble Mr. V. Madhava Raja.
5. " Haji Abd-ul-lah Qasim Sahib Bahadur.
6. Mr. H. M. Hood.
7. M.R.Ry. Rai Bahadur T. Venkatakrishnayya Pantulu Garu.
8. " Rao Sahib Vital Doss Anandji Sait Avargal.
9. " M. Ramachandra Rao Pantulu Garu.
10. " T. Sivasankaram Pillai Avargal.
11. " M. Narasimha Achariyar Avargal.
12. " T. V. Ranga Achariyar Avargal.
13. Mr. P. Macqueen.
14. M.R.Ry. G. Rameswara Rao Avargal.
15. Khan Sahib Saiyid Diwan Abd-ur Razzaq Sahib Bahadur.
16. Mr. E. F. Handcock.
17. Mr. A. Galletti (Secretary).

The Committee sat at 3-5 p.m. on 18th July 1920 at the Senate House. All members attended except M.R.Ry. Diwan Bahadur M. Ramachandra Rao Pantulu Garu and the Hon'ble Haji Qasim Sahib Bahadur. The following gentlemen also attended:—

1. Dr. Gilbert Slater,
2. M.R.Ry. Diwan Bahadur D. Seshagiri Rao Pantulu Garu, and
3. " D. V. Hanumanta Rao Garu.

1. The Committee recommends that the present policy of inactivity be abandoned and that all local bodies be encouraged to develop productive investments as sources of revenue. The Committee suggests the following items:—

I. *Communications*.—Profits from railways should be earmarked for the further development of communications in

the widest sense. (This was dissented from by the Hon'ble Mr. Madhava Raja, Mr. Sivasankaram and another member.) Railways should be constructed wherever it is profitable. Where transport services cannot be profitably developed by railways and where private motor services are lacking or deficient, local bodies should undertake the improvement of transit facilities by motor bus and motor lorry services.

The following sub-clause be added to clause 95-A of the Local Boards Bill:—

"(4) Any funds raised or accumulated under section 57, clause (ii), of this Act or of the Madras Local Boards Act, 1884, and any profits derived before or after the commencement of this Act, from any transport service hereinbefore mentioned may be expended on any such service in any of the ways hereinbefore mentioned and also on objects incidental to the development of such service, such as the construction or improvement of roads, or the maintenance of repair workshops for the advantage, direct or indirect, 'of such service.'"

(Vote was taken and the three members mentioned above voted against and all others for.)

The reasons why local boards have not yet undertaken motor bus service seem to be—

- (i) old doctrine of non-interference with private enterprise still holding sway,
- (ii) absence of rolling stock and the impossibility of getting vehicles owing to the war, and
- (iii) local boards not being willing to spoil their own roads.

II. *Markets, slaughter-houses and cartstands*.—Local boards should spend a large proportion of the profits derived from markets, slaughter-houses and cartstands on the development of such institutions in ways other than the maintenance of feeder roads. Market buildings should be improved and extended. Levy of fees in markets on plinth area is desirable where plinths exist and more plinth area should be provided.

III. *Tree-planting*.—Local boards should organize a separate staff with suitable training for tree-planting for fuel, fruit and fodder and draw up programmes for intensive cultural operations on the lines adopted in the North Arcot district.

IV. *Fisheries*.—The Committee is of opinion that the experiments undertaken by the Government should be watched and the results awaited. Meanwhile local bodies desirous of starting work at once may consult the Government Piscicultural Expert.

V. *Land*.—Local bodies should in future undertake dealing in land on a commercial basis on the German system as set out in the extract from 'W. H. Dawson's Municipal Life and Government in Germany' printed in the Secretariat note.

(The Secretary adds the following information:—The department of a German municipality which deals with land purchase and sale is a separate department having a fund of its own. It usually has a large balance at the bank derived from sales or if necessary from loans and is able to purchase at short notice any land coming into the market and its fund is so sharply distinguished from the municipal fund that if the municipality wants any of this land for municipal purposes it has to pay to the department the cost of the land plus the interest and charges incurred in administration.)

Municipalities and unions must be encouraged to take over forest reserves and porambokes.

A. GALLETTI,
Secretary.

K. VENKATAREDDI NAYUDU,
Chairman.

19th July 1920.

(3)

PROCEEDINGS OF THE CONFERENCE.

The proposals of Committee No. VIII in the report were approved and it was resolved that they be commended to local bodies for consideration and adoption.

(4)

RESOLUTION OF THE CONFERENCE.

That the following recommendations of Committee No. VIII be generally accepted and commended to local bodies:—

RECOMMENDATIONS.

1. The Committee recommends that the present policy of inactivity be abandoned and that all local bodies be encouraged to develop productive investments as sources of revenue. The Committee suggests the following items:—

I. *Communications*.—Profits from railways should be earmarked for the further development of communications the widest sense. Railways should be constructed wherever it is profitable. Where transport services cannot be profitably

developed by railways and where private motor services are lacking or deficient, local bodies should undertake the improvement of transit facilities by motor bus and motor lorry services.

The following sub-clause be added to clause 95-A of the Local Boards Bill:—

"(4) Any funds raised or accumulated under section 57, clause (ii), of this Act or of the Madras Local Boards Act, 1884, and any profits derived before or after the commencement of this Act, from any transport service hereinbefore mentioned may be expended on any such service in any of the ways hereinbefore mentioned and also on objects incidental to the development of such service, such as the construction or improvement of roads, or the maintenance of repair workshops for the advantage, direct or indirect, 'of such service.'"

The reasons why local boards have not yet undertaken motor bus service seem to be—

(i) old doctrine of non-interference with private enterprise still holding sway,

(ii) absence of rolling stock and the impossibility of getting vehicles owing to the war, and

(iii) local boards not being willing to spoil their own roads.

II. *Markets, slaughter-houses and cartstands*.—Local boards should spend a large proportion of the profits derived from markets, slaughter-houses and cartstands on the development of such institutions in ways other than the maintenance of feeder roads. Market buildings should be improved and extended. Levy of fees in markets on plinth area is desirable where plinths exist and more plinth area should be provided.

III. *Tree-planting*.—Local boards should organize a separate staff with suitable training for tree-planting for fuel, fruit and fodder and draw up programmes for intensive cultural operations on the lines adopted in the North Arcot district.

IV. *Fisheries*.—The Committee is of opinion that the experiments undertaken by the Government should be watched and the results awaited. Meanwhile local bodies desirous of starting work at once may consult the Government Piscicultural Expert.

V. *Land*.—Local bodies should in future undertake dealing in land on a commercial basis on the German system as set out in the extract from “W. H. Dawson’s Municipal Life and Government in Germany” printed in the Secretariat note.

Municipalities and unions must be encouraged to take over forest reserves and porambores.

SUBJECT IX.

CIVIC SURVEY.

(1)

Secretariat Note.

Is a civic survey on the lines suggested in the extracts from Mr. H. V. Lanchester’s “Town-Planning in Madras” a necessary preliminary to the making of a scheme for town-planning or town improvement?

2. Is it necessary to obtain exact information as to the degree of congestion in the various quarters of a town before formulating such a scheme? (See E.—Housing Survey.)

3. Can town improvements be properly planned out without accurate data as to the health conditions prevailing in different quarters of the town? (M.—Hygiene Survey.)

4. Is it necessary before embarking on a town improvement scheme to ascertain first where and how the residents of congested zones earn their living? Is it not desirable as far as possible to arrange for transfer of the centres of industry in congested areas to areas which are not congested concurrently with the development of new areas? (See N.—Economic Survey.)

5. Is it essential in the interests of family and social sentiment that before undertaking town improvements accurate information should be collected as to the strength of the various communities in the town and the quarters in which they reside? Is it not in accord with Indian social conditions that the needs of each community as a whole should be considered and provided for? Can this factor of social solidarity be safely ignored? Would not a careful ethnographic survey of each locality facilitate the preparation and execution of a town improvement scheme?

6. Would it be a serious defect in a town improvement scheme if provision is not made in it for traffic requirements? Are traffic facilities perfect in every town? (See C. Traffic Survey.)

7. Is a careful distribution of educational institutions an essential factor in successful town-planning? (See H.—Education Survey.)

8. Can the cost of house construction be cheapened and quality improved by a careful study of structural methods

and of the possibility of improving them? (See L. Structural methods.)

9. Is it necessary to employ a special staff for conducting such surveys? Can voluntary workers be organized for the purpose? Should colleges, schools, boy scouts, local literary societies and health associations, etc., be invited to co-operate in compiling a complete record of the facts on which municipal policy should be based, and the result of their labour carefully preserved in the municipal archives for the use and guidance of the council?

Extracts from Mr. H. V. Lanchester's Town-Planning in Madras.

C.—(Traffic) deals with traffic statistics, the volume of traffic being shown on plans by the width of the line traced along the routes.

(1) Railways—

(a) Tonnage of goods.

(b) Number of passengers, fares and time by zone maps.

(2) Tramways, similarly with fares and time on zone maps.

(3) Road vehicles (estimated by units).

(4) Road pedestrians.

Road vehicles should be reduced to a common denomination both on the basis of the degree of obstruction caused and on that of the value of the vehicles with its load.

(5) Waterways.

(6) Notes and drawings should show the construction of roads and other traffic routes.

(7) The adequacy or otherwise of existing traffic routes should be dealt with.

(8) Special consideration should be given to road intersections and all points where traffic difficulties arise.

(9) Illustrated descriptions of bridges classified according to purpose and type of construction.

(10) Railway stations and other adjuncts to transport should be similarly dealt with.

(11) Vehicles and other plant should be studied in relation to traffic requirements.

E.—(Housing) deals with dwellings under the following heads:—

(1) A plan showing residential areas classified according to type of house.

(2) Illustrations showing types of housing referred to in (1) such as (a) block dwellings, (b) terrace, (c) semi-detached, (d) detached houses, further graded as necessary according to size.

(3) Plans showing the zones of distance between residential areas and public institutions as schools, libraries, paths, parks, etc.

H.—(Education) may commence by showing on plan the following:—

(1) (a) Elementary schools (provided) coloured red.

(b) Elementary schools (non-provided) coloured brown.

(c) Secondary schools coloured orange.

(d) Private schools coloured blue.

(e) Boarding schools coloured green.

(f) University college and technical institutes for specialized teaching coloured purple.

(2) The plans should be accompanied by statistics graphically expressed as to the number of scholars, the areas from which they are drawn, their play-grounds, etc.

(3) Diagrams showing the provision of school accommodation relatively to the density of population.

(4) Studies in the character of school buildings and the accommodation they are designed to afford.

(5) Plans, etc., showing educational institutions supplementary to schools and hostels, libraries, museums, lecture and concert halls, gymnasias, etc.

L.—(Structural methods) deals with the influence of materials and constructive traditions on the appearance of the city; it comprises—

(1) Illustrative studies of past and present uses of materials and methods of construction.

(2) Economic factors dictating these.

(3) Materials used in construction of roads, bridges, etc.

(4) Materials used for buildings and their embellishment.

(5) Materials employed for accessories as road and rail vehicles, fittings, etc.

M.—(Hygiene) deals with the following:—

(1) Climatic influences (diagrams).

(2) Considerations of site, soil, etc., by plans showing soil, levels, natural drainage, etc.

(3) Vital statistics past and present—

- (a) Maps showing density of population.
- (b) Map showing death-rate.
- (c) Maps showing zymotic death-rate.
- (d) Maps showing infant death-rate (per 1,000

born).

- (e) Maps showing birth-rate.

(f) Maps showing areas specially affected by epidemics.

In each case an average of five years may be taken, and the city may be subdivided.

(4) Provision of infirmaries and hospitals, shown on plans with accommodation in proportion to population served.

- (5) Building regulations and their effect on health.
- (6) Sanitation, sewage and scavenging.
- (7) Condition of buildings.
- (8) Disposal of the dead, cemeteries and crematoriums.
- (9) Other services affecting health.

N.—(Economics).—This section appears somewhat inadvisedly to have been limited to communal activities; it should obviously have a more extended scope comprising the following, illustrated by plans and diagrams:—

(1) Industries of city and district—

- (a) Large factories.
- (b) Small factories.
- (c) Home industries.

(2) Transport—

- (a) Import and distribution.
- (b) Collection and export.
- (c) Personal locomotion.

(3) Wages in relation to housing and purchasing power.

(4) Public accommodation and services.

(5) Land cultivation.

(6) Comparative studies of decaying and expanding industries.

(7) Seasonal and intermittent employment.

(8) The value of land in various zones or areas.

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REPORT OF COMMITTEE No. IX.—CIVIC SURVEY. 58

The Committee met at 11 a.m. on the 18th July 1920, and the following members were present:—

1. The Hon'ble Rao Bahadur N. Subba Rao Avargal (Chairman).
2. M.R.Ry. D. V. Hanumanta Rao Avargal.
3. „ M. Narasimha Achariyar Avargal.
4. „ R. M. Lokanatha Mudaliyar Avargal.
5. „ P. Khalif-ul-lah Sahib Bahadur.
6. Mr. A. T. Pannirselvam.
7. M.R.Ry. K. M. Krishnaswami Nayudu Garu.
8. The Hon'ble Mr. B. Venkatapati Razu.
9. M.R.Ry. P. Appa Rao Chetti Garu.
10. „ B. Mahabala Hogde Avargal.
11. Khan Sahib Saiyid Diwan Abd-ur Razzaq Sahib Bahadur.
12. Mr. F. J. Richards (Secretary).

2. In submitting the following report the Committee desires to place on record its appreciation of the valuable assistance-rendered in the course of its deliberations by Dr. Gilbert Slater and Mr. K. C. Desika Achariyar, who kindly attended the sitting by invitation of the Secretary.

3. The Committee is of opinion that no town-planning or town improvement scheme should be undertaken unless accurate information has been gathered as to—

(1) the degree of congestion and overcrowding in the various parts of the town, and the number and kind of new buildings necessary to give the required relief.

(2) the health conditions prevailing in different quarters of the town,

(3) where and how the residents of congested zones earn their living,

(4) traffic requirements,

(5) the convenient location of educational and cultural institutions, and

(6) the special requirements of particular professions, castes and communities.

4. The Committee resolves to make the following draft resolutions before the Conference for approval:—

(1) that a general civic survey should be undertaken by every municipality, as soon as possible, on the lines laid down in the annexure to the Secretariat note;

