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L. A. M.
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Local & Munl. (1895-) Department.

PRINTED.

G.O., No. 1686 L.

DATED 14th Sept 1895

[Despatch Abstract.]

Allotment for Communications.

Ordering, with remarks, that not less than one-half of the estimated income from landcess plus the anticipated net receipts from tolls should be allotted for communications in the Local Fund Budgets.

BACK PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

Gobt. of {1895} Madras

~~MARINE.~~
Local and Municipal.

Issued

Recd.

Encl.

G.O., 14th Sept. 1895, No. 1686 L.

SEPTEMBER.

Allotment for Communications.

Ordering, with remarks, that not less than one-half of the estimated income from land-cess *plus* the anticipated net receipts from tolls should be allotted for communications in the local fund budgets.

14TH SEPTEMBER 1895, No. 1686 L., LOCAL AND MUNICIPAL.

GOVERNMENT OF MADRAS.

LOCAL AND MUNICIPAL DEPARTMENT.

ORDER—dated 14th September 1895, No. 1686 L., Local and Municipal.

The attention of His Excellency the Governor in Council has recently been attracted to a tendency upon the part of local boards, which appears to be wide-spread and on the increase, to reduce the allotments made in their annual budgets for the maintenance and repair of communications to sums which are clearly insufficient to keep the roads in that condition which their great importance to the community demands.

2. The causes which have contributed to this tendency are not difficult to trace. The receipts of local boards are mainly derived from the land-cess collected under Act V of 1884, and this is in most districts an almost constant quantity, increasing only with extension of cultivation or revision of settlements. Their charges, on the other hand, exhibit a continual liability to advance, the intellectual and material progress made by the community and the increasing interest which has of recent years been awakened in education, in medical relief and in sanitation in rural tracts calling for additional expenditure. The strain thus put upon the inelastic revenues of the boards has had necessarily to be met by eventual retrenchment under one head or another. Allotments once made for educational needs, for medical relief and for the improvement of sanitation seldom appear at first sight to be easily susceptible of reduction, for a considerable proportion of them is usually appropriated to the payment and maintenance of establishments and institutions which have come to be regarded as permanent. The state of the roads, however, cannot be accurately gauged by statistics and is not the special care of a separate department of Government. Nor does the effect of a reduction in the grants allotted to communications make itself immediately apparent by a corresponding deterioration in their condition.

3. The retrenchments that have been forced upon the local authorities have accordingly been effected in the majority of cases in the annual allotments for the upkeep of the highways, and there is much reason to fear that a general deterioration in their condition has occurred.

4. To permit this deterioration to continue would be to eventually involve the local boards in very heavy expenditure, for the sum required to restore a neglected road to its former condition is usually far heavier than the total of the annual allotments which would have been necessary to prevent it from falling into disrepair. The Government is accordingly of opinion that it is necessary to take such steps as will ensure that the communications in the Presidency shall henceforth receive such grants as are demanded by their importance and will save them from further deterioration.

5. Under the repealed Local Funds Act (IV of 1871) it was compulsory upon local boards to spend the net proceeds of all tolls and not less than two-thirds of the land-cess upon the communications within their charges, but in the Act now in force no minimum limit has been laid down. The Government is unwilling to lay down any rules which might in any way retard the advance of education or hinder the extension of medical relief or of sanitation in rural tracts, but it is at the same time compelled in the exercise of its duties and powers of control to ensure that all branches of the work now done by local boards are treated with equal fairness and consideration and to prevent the charges under any one of them from increasing to the detriment of the interests served by the others.

6. The Presidents of all District Boards will accordingly be informed that the Government considers that the minimum that should be allotted in each district board's budget under Communications—New Works and Repairs, should be a sum equal to one-half of the estimated income from land-cess *plus* the anticipated net receipts from tolls. The amount at present allotted under these heads is less than this limit in all districts but five, and it will probably be difficult in the case of some of these to provide this minimum in the budgets for 1896-97 without some dislocation of the work now going on under Grants II and III, and the Government will not insist upon the immediate attainment of the standard now prescribed. Presidents will be permitted to bring the grants for communications up to the minimum now laid down gradually, but the Government desires that steps to this end should be taken at once when the budgets for the ensuing year are drawn up, and that at the end of three or four years' time, the limit allotment should have been provided in every district in the Presidency.

7. In submitting their annual budgets, all Presidents should report the steps that have been taken to follow the instructions now issued, and, where complete compliance with them has not been possible, to explain fully the causes which prevented it.

(True Extract.)

for Chief Secretary.

To all Presidents of District Boards.
 „ all Collectors.
 „ the Educational Department.
 „ the Director of Public Instruction.
 „ the Sanitary Commissioner.
 „ the Sanitary Engineer.
 „ the Public Works Department.
 „ the Financial Department.
 „ the Accountant-General.

Papers to be read in proceedings:—

Again G.O., dated

189 , No.

Again G.O., dated

189 , No.

Current No.

of 189 , dated , from

„ „

„ 189 , „ „ „

„ „

„ 189 , „ „ „

ORDER. 14-9-95. No. 1686 L.

The attention of the Hon. Secy. in C. has recently been attracted to a tendency upon the part of Local Boards which appears to be wide-spread for the mere sake, to reduce the allotments made in their annual budgets for the maintenance & repair of communications to sums which are clearly insufficient to main-keep the roads in that condition which their great importance to the community demands.

2. The causes which have contributed to this tendency are not difficult to trace. The receipts of local boards are mainly derived from the land-cess collected under Act V of 1884, & this in most districts, an almost constant quantity, increasing

Lm 1486 L 14/9

with extension of cultivation, or
reign of settlements. Their
^{superiority} changes on the other hand, exhibits
a continual ^{liability} ^{increase} ~~franchise~~ to advance
the ^{intellectual} material progress made by the
community, & the ^{growing} ~~increasing~~ interest
which has of recent years been
awakened in education, in
medical relief, & in sanitation
in rural tracts ^{calling for}
~~the additional expenditure~~ ^{standard of administration & more & more funds}. The
strain thus put upon the ^{higher} ~~income~~
revenues of the boards has had
necessarily to be met by eventual
retrenchment under one head or
another. Allotments once made
for educational needs, for medical
relief, & for the improvement of
sanitation seldom appear at first
sight to be easily susceptible of
reduction, for a considerable
proportion of them is usually ap-
propriated to ~~establishments~~ ^{the}
payment & maintenance of estab-
lishments & institutions which have
come to be regarded as permanent.
~~The condition of roads however~~
cannot be accurately ^{all} ~~gauged~~ ^{special} by
statistics, & is not the case of
separate department of Govt.

Allotments for roads however differ
widely from those for they are not
the special care of a separate dept.
of Govt. they can be reduced without
difficulty; & the effect of the reduction
does not make itself immediately apparent
as a corresponding retrogression in

This condition & cannot
at any time be accurately
gauged by controlling authorities
from statistics.

at the
Nor does the effect of a
reduction in the grants allotted
to communications make itself
immediately apparent by a
~~corresponding~~ deterioration in
their condition. (3) The retrench-
ments ^{which} that have been forced
upon the local authorities has
accordingly been effected in the
majority of cases in the annual
grants allotments for the upkeep
of the highways, & there is much
reason to fear that a general
deterioration in their condition
has ^{resulted} ~~occurred~~ ~~is continuing~~.
(4) To permit this deterioration to
continue would be ^{eventually involve} ~~to compel~~
the local boards in very heavy
expenditure for ~~a neglected~~
~~road~~ ^{road} requires the sum required
to restore a neglected road to
its former condition is usually
far ^{greater} ~~higher~~ than the total of
the annual allotments which
would have been necessary to
prevent it from falling into
disrepair. The Govt. is

accordingly of opinion that
it is necessary to take ^{such} ~~steps~~ ^{action} as will ~~prevent~~ ^{secure} the

Communications in the Presidency
shall hereafter receive such grants as are
sufficient to restore them to ~~their~~ ^{maintain} ~~importance~~
or ~~demanded~~ ^{by} ~~the~~ ^{the} ~~State~~ ^{State} ~~which~~ ^{which} ~~their~~ ^{their}
in ~~the~~ ^{save} ~~the~~ ^{the} ~~State~~ ^{State} ~~which~~ ^{which} ~~their~~ ^{their}
with ~~prevent~~ ^{prevent} ~~them~~ ^{them} ~~from~~ ^{from} ~~depleting~~ ^{depleting}
the ~~balance~~ ^{balance} ~~demands~~ ^{demands} ~~into~~ ^{into} ~~depletion~~ ^{depletion}. (5) Under

the former repealed Local Funds
Act (IV of 1871) it was compulsory
upon local boards to spend the
net proceeds of all tolls & not
less than two-thirds of the
land-revenue upon the communications
within their charges, but in the

Act now in force ^{no} ~~minimum~~
limit has been ~~laid down~~ ^{prescribed}. The

Govt. is unwilling to take by
any steps that ~~down~~ ^{down} ~~any~~ ^{any} ~~rules~~ ^{rules}

which might ^{seriously} ~~retard~~ ^{retard} ~~the~~ ^{the}
advance of education, or

hinder the extension of
medical relief, or of sanitation
in rural tracts, but

it is at the same time com-
pelled in the exercise of its
duties & powers of control

to ~~control~~ ^{control} ~~functions~~ ^{functions} ~~to~~ ^{to} ~~secure~~ ^{secure}

that all branches ^{of} the
work now done by local
boards are treated with

equal fairness & consideration,
so ~~that~~ ^{that} the charges under ~~no~~
any one of them ~~are~~ ^{are} ~~allowed~~ ^{allowed} ~~to~~ ^{to}
interfere with the interests of

the interests served by ^{the} others.
6. All ^{The} Presidents of all

District Boards will accordingly
be requested informed that

the Govt. considers that the
minimum ^{sum} ~~that~~ ^{that} ~~should~~ ^{should} ~~be~~ ^{be}
allotted ^{dist. board budget} ~~in~~ ⁱⁿ ~~each~~ ^{each} ~~year~~ ^{year} under

Communications - New Works &
Repairs should be a sum

equal to one half of the
estimated income from land-

revenue ~~plus~~ ^{plus} the anticipated net
receipts from tolls ~~will~~ ^{will}

not ~~probably~~ ^{probably} ~~be~~ ^{be} ~~possible~~ ^{possible} ~~in~~ ⁱⁿ
some ~~cases~~ ^{cases} ~~of~~ ^{of} ~~three~~ ^{three} ~~districts~~ ^{districts}

to provide ~~that~~ ^{that} ~~the~~ ^{the} ~~minimum~~ ^{minimum} ~~in~~ ⁱⁿ the
Budgets for 1896-97 without

some dislocation of the work
now going on
under Grants II and III.

The amount ^{at present} ~~now~~ ^{now} ~~allotted~~ ^{allotted}
under these heads ~~is~~ ^{is} ~~less~~ ^{less} ~~than~~ ^{than}
the ^{limit} ~~minimum~~ ^{minimum} ~~in~~ ⁱⁿ ~~all~~ ^{all} ~~districts~~ ^{districts}
but five, and it

The Govt. with not insist ^{therefore} upon the immediate attainment of the ~~instant~~ ^{now prescribed} standards ~~be required~~ ^{President should gradually} ~~to bring~~ the grants for communications up to the minimum ~~now but~~ ^{gradually} but the Govt. desires that steps to this end should ^{be taken} be ~~began~~ at once when the budget for the ensuing year a gradual advance ^{be maintained} ~~at the end of~~ ^{the at} are drawn up, ^{the at} three or four years time the limit allotment ~~should~~ ^{has} been provided in every district in the Presidency.

Alotments for
roads by
Local boards

CS
/ps

(from orders)

7. In submitting their annual Budgets all Presidents should report the steps ^{action} that have been taken to comply with the instructions now issued, where complete compliance with them has not been possible, to explain fully the causes which prevented it.

Muzis
to Mr. P. D. B. 12/9/95
Educ. Dept. 10
D.P.P. 10
San. Comm. 10
San. Eng. 10
P.W.D. 10
Mil. Dept. 10
Genl. 10
+ Dec 28/10/95

LOCAL AND MUNICIPAL DEPARTMENT.

Again G.O., dated 189 , No.
Current No. of 189 , dated from the
Current No. of 189 , dated from the

Jan 14 86 1895
14-9-95

FOR ORDERS.

In reviewing the Local Fund Budget of the Bellary district for 1895-96, it was found that the grants for education, medical services and sanitation had, during recent years, considerably increased at the expense of the allotments formerly made for Communications and other public works and that as a result of this procedure, the roads had got into very bad order. On the subject being brought to the Honourable Member's notice, he ordered that the budget should be returned to the District Board for revision in such a way, as to provide, among other things, an adequate maintenance grant for all the roads in the district and enquired whether there was not a rule that a fixed proportion of the receipts should be allotted for roads. The Honourable Member was informed in reply that in the old Local Funds Act of 1871 there was a section

see 36

that the net proceeds of all tolls and not less than two-thirds of the land cess should be spent upon Communications, but that there was no such provision in the Local Boards Act V of 1884 now in force. The Honourable member thereupon remarked as follows:-

"I don't think it can have been intended when the existing Act was passed, that the provision for Communications should be reduced; but at the same time I think that $\frac{2}{3}$ land cess + net tolls left but a scanty provision for all other objects of the L. F. Administration. I think we might order that in future budgets (it is too late to do anything general in this way for 1895-96) not less than $\frac{1}{2}$ land cess + net tolls shall be assigned to Communications, both by L and T Boards unless Government otherwise permits. But perhaps we had better wait until all the budgets are disposed of, and then see what the effect of such an order would be. It may be that an order of the kind would lead to inconvenient results, for it is difficult to put the clock back and to put down educational and sanitary expenditure already

sanctioned."

* Please see the portion marked with red tape in G.O No 5772, dated 26th March 1895, reviewing the Bellary Local Fund Budget for 1895-96.

Serial number	Districts	Half of anticipated receipts from land cess including interest on arrears of revenue	Estimated net receipts from tolls	Total of columns 3 and 4	Allocation for communications including the expenditure on toll roads	Percentage of col. 6 to col. 5
1	2	3	4	5	6	7
		Rs.	Rs.	Rs.	Rs.	
1	Anantapur	44,010	5,200	49,210	39,220	79.7
2	Arcot, North	141,535	24,160	165,695	157,060	94.8
3	Arcot, South	138,870	36,700	175,570	134,140	76.4
4	Bellary	71,550	28,000	99,550	82,140	82.5
5	Canara, South	65,950	45,100	111,050	154,900	139.5
6	Chingleput	85,975	39,830	125,805	100,220	79.7
7	Coimbatore	97,515	47,700	145,215	149,420	102.9
8	Cuddapah	88,925	22,300	111,225	83,530	75.1
9	Ganjām	94,050	35,750	129,800	105,370	81.2
10	Godāvari	259,005	"	259,005	313,150	120.9
11	Kistna	226,470	36,660	263,130	189,230	71.9
12	Kurnool	70,780	8,770	79,550	44,840	56.4
13	Madura	150,390	39,900	190,290	184,460	96.9
14	Malabar	121,165	72,075	193,240	165,175	85.5
15	Nellore	126,375	9,440	135,815	130,630	96.2
16	Nilgiris	8,000	38,150	46,150	88,710	192.2
17	Salem	95,385	37,800	133,185	133,970	100.6
18	Tanjore	207,560	37,400	244,960	183,980	75.1
19	Tinnevely	125,825	61,630	187,455	152,510	81.4
20	Trichinopoly	66,680	53,200	119,880	100,040	83.5
21	Vizagapatam	132,280	43,120	175,400	141,760	80.8
	Total	241,8295	722,885	3141,180	2834,455	

From the above it will be seen that ^{all but} in only five districts the allotment for communications is ~~not~~ less than half the estimated income from land cess plus net receipts from tolls; in three districts it is 97, 96 and 95 per cent of those receipts, in six it is between 80 and 90 per cent, and in the remaining one, it is as low as 56 per cent, the general average for all the districts taken together being 90 per cent. (The issue of an order to the effect proposed by the Honourable Member would, therefore, it is submitted, be productive of inconvenience in most of the districts as the grants for education, medical services and sanitation will have to be put down all at once, but if the order should contain a proviso that in the case of those districts in which the allotment for communications is now low, it should be brought up to the minimum now prescribed, in the course of, say, ^{or four} three years, the inconvenience ^{might} be greatly reduced.

3. The originals of the budgets were received back from the Press late, and the consolidated budget estimates for 1895-96 were ready only lately. Hence the delay in the submission of this note.

4. It is submitted that the order suggested at the close of para 2. above may be issued. ^{Very} ^{but} steps to in the matter are

* One of which is the
Sceptical Nilgiri D.

FOR ORDERS.

* N. Arcot.
Madurai.
Nellore.

* Bellary. Coimbatore. Malabar. Tinnevely. Trichy.
Vijayanagara.

* Anantapur. S. Arcot. Chingleput. Cuddalore.
Kistna & Tanjore.

* Kurnool.

(The reason why Bellary was pitched upon for special notice was that there the allotments under Grant II & Grant III had risen with great suddenness, it was thought that as the increase was recent it could be cut down with less trouble than in districts where the disproportionate allotments under these grants was a case of long standing. In the case of several others of the Budgets it was ordered that it was only possible to draw the Board's attention to the starvation of the roads.)

* Vide G.O. dated 6th July 1895 No. 1169.

Delayed will make it harder to take them eventually, as educational, medical, & sanitary allotments will have crystallised, & the whole of this time the roads will be going from bad to worse, & will require larger expenditure to get them back into moderate order than if the reduction in maintenance grants were stopped at once, & a stitch in time put in.

To show clearly that the order proceeds from no lack of interest in education, sanitation, or medical aid, but is based upon a wish to see that all branches of local administration are treated with equal consideration, the G.O. might rehearse the provisions of the old Act of 1871, point out their absence in the present Act, show that the standard now required is much less than that formerly exacted, & above all state that the receipts of most District Boards are almost constant, depending as they do almost entirely upon the road cess which only advances very slowly with extending cultivation, & that it is therefore impossible to permit expenditure under one head to ~~add~~ increase to any considerable extent without starving the needs under other heads. - It is

believe that most Presidents would believe the order at present the D.P.S., the Engrs. Genl., & the San. Commr., owing to the fact that they criticize allotments ^{in the annual budgets} under the heads with which they are concerned, can bring great pressure to bear to make Pres. increase grants for their departments. Roads on the other hand, have no head of a department to spend their money with Govt. when budgets are received in the Govt. office, & suffer accordingly.

Bad roads appear to inflict indirectly a fine upon every inhabitant of the neighbourhood which they serve. For every thing imported along them costs more, & every thing exported costs more to take away. Trade is thus hindered, & necessities of life go up in price.

The existing ^{main} grants for roads have been reduced to figures which only District Boards would consider sufficient. The D.P.W. would probably decline to be responsible for roads with such low allotments.

Presidents of Taluk Boards usually send up their budgets in November, & the Consolidated District Board Budgets are thereafter framed. An order issued now would therefore have effect on the budgets. 11/30/95

Allotments for Communications in the Local Fund Budgets.

FOR ORDERS.

H. M.

G 25 7.95

DEPARTMENT.

C. No.

FOR ORDERS.

I think an order of the kind proposed, i.e. that the expenditure on ~~roads~~ ^{communications} should be brought up to the standard in 3 or 4 years, may well be issued; and I would add that increased expenditure on sanitation, Education, medical services & combined is not to be increased until the proposed standard has been reached. I should also draw attention to the immense amt. of money wasted every year in many districts on gangs of sweepers in villages, which does real good at all - if the large gangs of scavengers & really cleaned the villages offal matter lying about, it would be a different matter; but they are not, and for many years to come cannot be -

I quite agree with what the AG has said. I have always held the same view. The D.P.S., S.S. & S. Commr. can be curbed only by a G.O. Roads are the last thing thought of instead of being the first.

20
4/9/95

Circ 579/95-29
10 Sep 9/9

Allocments for
Communications in
Local Fund Budgets.

FOR ORDERS.

Wm.

Leirc

1. Hon. Mr. Justice

2. H. E.

Sent to Govt 14-9-95

No 16862

14-9-95

First copy sent to Press.

Returned for signature.

Despatched in print.

READ AGAIN C.O. No.
189

DATED

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OF GOVERNMENT

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