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MADRAS RECORD OFFICE.

Government of Madras.

Public DEPARTMENT.

G.O. No.	1139	Press Mis.
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Not to be folded or roughly handled

*Proceedings of the Madras Government, Public Department,
12th September 1867.*

Read the following papers :—

No. 119. MINUTE by the Right Honorable the PRESIDENT, dated 17th July 1867.

Attached to this Minute will be found two letters addressed by the Municipal Commissioners of Madras to Government, under date of the 9th of April, together with the replies of Government.

Proceedings, Public Works Department, 11th May 1867,
Nos. 277 & 278.
Do. Public Department, 22nd May 1867, Nos. 153 & 154.

2. The first of these communications has reference to the maintenance of roads within the municipal limits, for which the Commissioners claim a larger contribution on the part of the State. The second regards the conservancy of the city, which is now defrayed exclusively by the Municipality, but for which the Commissioners claim the participation of Government, on the ground that the sanitary state of the capital is an imperial interest.

3. These communications were made by Colonel Denison to Council after personal conference with me, and with my encouragement, for I consider the claims of the Municipality to be just, and I wish to have the questions referred to brought to an issue, and determined by the highest authority.

4. The Municipality of Madras and the Provincial Municipalities are at present not on the same footing in regard to State assistance.

5. In Madras, the city receives two subventions from the Government, viz., half the cost of the Police, about Rupees 1,00,000, and the sum of Rupees 25,000, for the maintenance of the roads on the esplanade of the Fort, an amount which the Government have it in contemplation to raise to Rupees 35,000, under the sanction of the Government of India, with a view to the maintenance of the great Military Trunk Road to St. Thomas' Mount and Poonamalee. The rest of the municipal expenditure is borne by the municipal funds.

6. In the Provincial Municipalities another system is in force. The Government contribute one quarter of the Police charge, one quarter of the charge for the maintenance of roads, and the same proportion of the municipal expenditure for conservancy and sanitary works of every description.

7. The Municipality of Madras is favored in respect to Police. The Provincial Municipalities are favored in respect to roads and conservancy.

8. My purpose is to show that Madras ought to be placed on the same terms as the provincial towns, in regard to roads and conservancy, and that the provincial towns should have the same advantages as Madras, in regard to Police.

9. The State contributes one-half of the Police expenditure of the capital. This is just. The Police of Madras has always been a branch of the general Police of the country, enrolled, regulated, officered, and directed by the Government, without any feature of a Municipal Police properly so called, though differing in some degree in its constitution from the Provincial Police; but, now, the Madras Police has been amalgamated with the Country Police by an enactment which only awaits the assent of the Governor-General. It might be speciously contended that, as the Police is a State Police, the Government ought to bear the whole charge of the establishment in all localities, but I do not urge the arguments which could be adduced in support of that opinion. The principle of municipal participation has been adopted, and adopted, as far as I know, on the single ground that in towns the Police bears a greater proportion to the population than in

the country. In the city of Madras, the ratio is one Policeman to 569 inhabitants, or, if we strike off the Police Force engaged in guarding the Civil and Criminal Jails, which are not exclusively municipal, the ratio sinks to one to 600; but the proportion of Rural Police to rural population is as one to 1212, and the proportion of Policemen to the whole population is as one to 1019. It is, consequently, evident that, even on the principle accepted here, there is no ground whatever for altering the existing regulation by which the State and the Municipality share equally the Police expenditure of the capital. Reasons might be alleged for increasing the contribution of the State; but, in my humble judgment, not a single reason can be adduced for diminishing it.

10. While the State barely does its duty to the Municipality of Madras in respect to the Police, it does not do its duty fully in respect to the roads. The State now pays Rupees 26,000 for the maintenance of certain roads in connection with the Fort, and the Local Government has resolved, with the sanction of the Government of India, to contribute the additional sum of Rupees 9000 for the maintenance of the high road which attaches the capital to the important military stations in its immediate vicinity. But the State avows no general participation or responsibility in the maintenance or improvement of the subordinate roads and streets. This, I deem to be unjust. No one can see Madras without recognizing the imperial and foreign character of the roads which have been opened over its vast extent. The esplanade, the shore, the extensive quarters in which the English of the upper class have their scattered habitations, and in which the Government has placed many of its establishments, are all traversed and united by beautiful and spacious roads, well metalled and shaded. To these, the crowded Native streets offer a most unfavorable contrast. There, may be seen many examples of narrow, rough, and rutted roadways, without pavement or metal—mere mounds of rubbish, deep with dust or mud alternately. In Black Town alone, the most ancient and the most improved of the Native quarters, there are twenty-seven miles of unmetalled roads and twenty-two of metalled. In other parts, the proportion is, no doubt, far more unfavorable. The general physiognomy of Madras is that of a group of compact towns, interspersed in the intervals and on the outskirts with villas for the richest, and with hovels for the poorest, in which much has been done for the foreign official class, something for the mixed or Native citizens, and nothing for the common people. There are many evils to correct and many omissions to make good. The State has in past times done what has been done and neglected what has been neglected. The State cannot yet forsake the scene of its labor and its wrongs. The help of the Government may, I think, be legitimately claimed, for a time at least, in reforming and completing the roadways in the Native quarters and bazaars. The extent to which this co-operation might justly be afforded is open to discussion; but, while the Government bears a quarter of the expenditure for roads in the Provincial Municipalities, it ought, at least, to contribute the same proportion in the capital. The Government contribution for the particular class of esplanade roads mentioned above is already more than one-sixth of the whole expenditure of the Municipality on roads, which amounts at present to rather more than Rupees 1,40,000. If the additional grant now recommended for the Mount and Poonamalee Road is sanctioned at Simla, the proportion contributed by Government will be one-fourth. All I, therefore, practically ask is that the

contribution of Government should expand with the increasing outlay of the Municipality: that the Government should abandon the niggard principle of applying a stated sum to a stated purpose. If, as I hope, the whole municipal expenditure in the maintenance and reformation of roads and streets should hereafter rise from Rupees 1,40,000 to Rupees 2,00,000, and if this increase be mainly applied to the reformation of the roadways in the neglected Native quarters, the contribution of the State would only be Rupees 50,000 in lieu of Rupees 35,000, but the concession would be liberal, popular, and even-handed; and, though small, the aid would be welcome.

11. The Government, which contributes accurately to the Police, and imperfectly to the roads, does not contribute to the sanitation of Madras at all. I do not comprehend why, in this respect, one measure should be meted to the provincial towns and another to the capital. The State supplies one quarter of the conservancy expenditure in the former, and nothing in the latter. Yet, all the motives which rule the action of Government in one case recommend it in the other, and the necessity is the same in both. The reflections which have prompted the benevolent interference of the State in carrying out sanitary measures in the smaller communities are easily discernable. The Government, no doubt, feels that it is in part responsible for the deplorable condition of the towns in India. We have governed a large portion of this country for a century. It may have been imperfect knowledge, or want of means, or an exaggerated respect for Native notions and prepossessions, or some other cause more blame-worthy, or less blame-worthy, but the fact stands up against us. If there is no water supply, if there are no drains, if there is no pure air, all this is greatly owing to our inaction. If there is cholera, it is partly our fault; if there is fever, it is partly our fault. The Government recognizes its responsibility for these evils, and does not deem it just to throw the whole burden of the remedy all at once on the untried and untrained Municipal Bodies. But the Government is not only actuated by a sense of duty: it has a natural indulgence for the incapacity and ignorance of the people. The people are poor; they are not used to spontaneous and combined exertion; they are not convinced of the evils by which they are surrounded, or, at least, they do not feel those evils keenly; they are not persuaded of the efficacy of our remedies; they could not apply those remedies if they were persuaded. Without the supervision of the English Collector, and the science of the English Engineer, an Indian Municipality would not, and could not, move a step in the path of sanitary improvement. We are teaching the Indian townspeople what they do not care to know; we are driving them where they do not wish to go. A despotic impulse of this sort ought not to be unattended by co-operation. Government must, under certain circumstances, share and lighten the exertions and sacrifices which it imposes. If these are the considerations which induce this Government to assist the Provincial Municipalities, the same considerations should lead it to assist Madras. Madras is more the creation of the English Government than any other town. No town is poorer, none is more neglected. Nature indeed made it healthy: the sand, the sea breeze, the abundance of water in the subsoil conspire in its favour; but the flatness of its site, and the peculiar diffusion of the population, render the maintenance of cleanliness

and public health unusually expensive and arduous. The native population of Madras has as strong a claim on the aid of the State as the population of any provincial town, and needs it as much as any. But Madras has an additional claim, which some towns do not possess at all, and which no town possesses in the same degree. Madras is the seat of Government: it has an English garrison, an English official community, and an English mercantile community. It contains all that is most important, most costly, and most identified with imperial interests. If State assistance in municipal sanitation was given nowhere else, it ought still to be given here; yet, strange to say, it is given everywhere else and not here.

12. I consider, therefore, that the claim made by the Municipal Commissioners of Madras for a contribution on the part of Government towards the better conservancy of the city is an equitable claim, and that State assistance ought to be extended to Madras in the same proportion as to the Provincial Municipalities. The current expenditure of the Municipality for conservancy purposes is at present at the rate of Rupees 92,000 per annum, but the contemplated increase of revenue under the new Municipal Act will, it may be hoped, materially increase this branch of expenditure. It would not be safe to estimate the eventual current charge for conservancy purposes in the city at less than Rupees 1,50,000 annually, in which case the contribution of the State, if granted on the scale here submitted, would amount to Rupees 37,500.

13. The whole contribution of the State to the current charge for Police, roads, and conservancy in the Municipality of Madras, would, under the system recommended, be approximately Rupees 1,87,500, in lieu of Rupees 1,26,000, the approximate amount now granted for Police and roads. There would be an increase of Rupees 60,000, no great burden to the State where a good object is at stake, but constituting a sensible relief and assistance to the Municipal Body.

14. Turning now to the Provincial Municipalities, I observe that the only change which I would at present advocate is one which would place them on the same footing as Madras in regard to Police. They already receive 25 per cent. on their road and conservancy expenditure.

15. The Provincial Municipalities now pay three-quarters of the expenditure for Police within their limits. The unfairness of this arrangement is apparent from a simple reference to figures. The proportion of the aggregate number of Policemen in the Provincial Municipalities (all belonging to the general State Police) to the aggregate municipal population is as 1 to 536. The ratio of Policemen to population in rural districts is, as I said before, as 1 to 1212; and over the whole population of the Presidency, as 1 to 1019. The proportion of aggregate Police to aggregate population in the towns is little more than twice as great as it is in the country, but there are many towns in which the proportion of Police to population is much lower; and if we consider that all the Central and District Jails of the Presidency are placed in the principal Municipalities, we may fairly state that the proportion of Police to population for strictly local purposes in the towns is not more than double what it is in the country. Under these circumstances, I am at a loss to understand why the Provincial Municipalities should be called upon to pay more than half the cost, and why they are assessed at three-quarters of the cost. I can affirm that this feature in the Towns' Improvement Act which places the Provincial

Municipalities at such an unjust disadvantage when compared with Madras is keenly felt. Wherever I have been, I have heard it complained of, and I am confident that the sense of injury attached to this provision has conduced to render the introduction of the municipal system more unacceptable to the people.

16. The total expenditure for Police in the Provincial Municipalities, in the half-year ending 30th April 1867, was Rupees 1,24,095. We may, therefore, approximatively estimate the annual charge under this head for the future at Rupees 2,48,190. Of this sum, under existing regulations, Rupees 62,047 would be contributed by the State. Under the altered settlement which I advocate, the contribution by Government would be raised to double that amount.

17. The increased charge to the public revenue under the provisions now proposed would be Rupees 60,000 for Madras, and Rupees 62,000, or thereabouts, for the Provincial Municipalities, making a total additional charge on the State in favor of the Municipal Bodies of Rupees 1,22,000 annually.

18. Should Her Majesty's Government and the Government of India adopt, as a general rule, the contribution of one-half of the charge for Police in all the Municipalities of the Presidency, it might be judicious to reserve for the local Government the power of decreasing that amount, at their discretion, and of throwing a larger proportion of the charge on the town in particular instances. It has been stated that the average ratio of Policemen to inhabitants in the towns is 1 to 536; but the ratio varies from 1 to 1335 in Trichinopoly, to 1 to 196 in Cuddapah, with many intermediate variations, as will be seen from the enclosed Return. In some cases in which the proportion of Police to inhabitants is abnormally high, the fact may be held to prove an exceptional predominance of turbulence or criminality in the population, and the Government ought to hold in reserve the faculty of exacting a higher proportion of local contribution, in order to make the honest inhabitants feel the necessity of co-operating for the abatement of such a local evil.

19. It may be contended that the concessions which I advocate are gratuitous and premature; that it would be wiser to await the results of the recent alterations in the Madras Municipal Act, and a longer experience of municipal taxation in the country towns: the revenues of Madras and of the other Municipalities may prove to be commensurate to their necessities, and improvement may be measured out in proportion to means, not to aspirations; at any rate, the Government possesses an absolute discretionary power—it can make the Municipalities pay what it pleases, and thus save the imperial revenue for purposes exclusively imperial.

20. To such arguments I would reply that we cannot now anticipate a period when the Municipalities of this Presidency, even with a moderate measure of Government aid, such as that which I propose, will be in possession of adequate resources for the field of duty which lies before them. I see, on the contrary, a perspective of high local taxation for a length of time, with a very gradual and laborious attainment of objects which would elsewhere be deemed of primary necessity: aqueducts, wells, reservoirs, drains, pavements, markets, slaughter-houses, dispensaries, alms-houses—all the appliances for the mitigation of drought, dirt, disease, and indigence—are all wanting almost everywhere, and these works will long absorb every farthing that can be raised by every expedient. With the proceeds

of the new taxes contemplated by the recent Municipal Act for Madras, the Municipality will at most be able to meet the expenditure contingent on the distributive works belonging to the water supply project. I do not venture to speak of the drainage scheme, the practicability of which cannot yet be positively affirmed, and which appears beyond any means which the Municipality, unassisted, can ever have at its disposal. Every Municipality, if accurately interrogated, would have the same story of expensive undertakings and insufficient resources; nor is it at all probable that Government will be patient of abuses, or that it will justify inaction on the ground of poverty. There is, on the contrary, a spirit abroad which will press for innovations and improvements, without due consideration of means and remuneration. It is true that the Government, which is the despotic master of the towns as well as of every other class and interest in the country, could withdraw all support from the Municipal Bodies, and leave them to shift for themselves, or force them to act by themselves at any sacrifice; but, as I said before, the Government obeys higher and more liberal motives, nor can the Government fail to be sensible, at a time when the credit of the State is about to be deeply pledged for agricultural works, that it would not be wise or just to decline a cautious participation in urban improvements, which, though not directly remunerative, are still intimately connected with imperial interests, and with the civilization of the Indian people.

21. The suggestions which I here submit for the judgment of the Secretary of State and of the Government of India might have been brought forward in connection with the recent measure for the amendment of the Madras Municipal Act, and in the form of a modification of the Towns' Improvement Act of 1865. I did not, however, think it prudent to propose such changes in our present practice without previously ascertaining the opinion of higher authority. The participation of Government in the general expenditure of Madras for the maintenance and improvement of roads and streets, as well as for conservancy and sanitary works, would probably involve a similar course of action in Calcutta and Bombay. There are, indeed, local features in this city which might be held to justify an exceptional course, but the other capitals, burdened as they are with heavy debts, and embarked as they are in costly though praiseworthy enterprises, would not fail to claim and to obtain similar favours from the Imperial Revenue.

22. I shall remark, in conclusion, that there are two agencies of material and moral improvement at work in this Presidency—road cess and municipal taxation—of which the effects are only just felt, but which are destined, by their extensive and sustained, though deliberate, operation, to produce at last the most substantial ameliorations. Road cess is not sensibly felt by the rural districts, where reduced assessments and rising prices have produced a prevailing welfare of which the country had no experience before, while the beneficial results of the impost are immediate, common, and palpable. Municipal taxation weighs more heavily, for the towns have not enjoyed the prosperity of the land in an equal degree, and the advantages are less evident and less appreciated. The Government will act wisely, in my humble opinion, by doing all in its power to temper and recommend this innovation until its usefulness is better understood.

(Signed) NAPIER.

STATEMENT showing Police expenditure on account of the several Municipalities in the Mofussil for the half-year ending 30th April 1867.

Towns.	Police expenditure	Police expenditure borne by Government	Proportion of Police to inhabitants
	RS.	RS.	
Vizagapatam...	6,235	1,558	1 to 381
Vizianagram...	2,518	629	1 to 666
Bimlipatam...	1,840	460	1 to 388
Cocanada...	2,460	615	1 to 487
Rajahmundry...	1,754	438	1 to 833
Ellore...	1,740	435	1 to 718
Masulipatam...	4,399	1,100	1 to 587
Guntoor...	2,630	657	1 to 403
Nellore...	2,382	595	1 to 859
Cuddapah...	4,418	1,104	1 to 196
Kurnool...	3,306	826	1 to 605
Cumbum...	1,847	461	1 to 479
Vellore...	4,065	1,001	1 to 654
Wallajahpett...	1,506	377	1 to 430
Conjeveram...	2,784	696	1 to 800
Salem...	4,005	1,001	1 to 513
Coimbatore...	2,682	675	1 to 516
Ootacamund...	3,184	796	1 to 171
Coonoor...	566	141	Population not given
Tellicherry...	2,678	669	1 to 666
Calicut...	3,910	952	1 to 652
Cochin...	1,956	489	1 to 244
Palghat...	1,763	426	1 to 374
Mangalore...	2,998	746	1 to 677
Chandalar...	4,419	1,104	1 to 802
Tanjore...	8,180	2,032	1 to 354
Combarum...	6,113	1,278	1 to 592
Negapatam...	6,035	1,509	1 to 447
Munnargoody...	2,437	609	1 to 593
Mayavaram...	3,252	813	1 to 446
Trichinopoly...	10,762	2,690	1 to 1335
Madurai...	8,747	2,186	1 to 495
Dindigul...	923	231	1 to 400
Tinnevely...	2,423	606	1 to 752
Palamedtah...	2,004	501	1 to 525
Tuticorin...	1,467	366	1 to 345
	1,24,095	31,022	
Additional cost to Government for the half-year, if their contribution is to be raised to 50 per cent...		31,022	
		62,044	
		× 2	
		1,24,088 for 12 months	

No. 120. From the Assistant Secretary to the Government of India, in charge of the Home Office, to the Chief Secretary to Government, Fort Saint George; dated Fort William, 22nd August 1867, No. 276.

Home Department.

In reply to your telegram of the 17th instant, I have the honor to inform you that the estimated income of the Calcutta Municipality is Rupees 15,50,000. The Police charges of Calcutta have, of late, devolved on the Municipality, Government undertaking to pay for the cost of the Police employed as guards for Jail and Public Offices, and Rupees 26,722, until further orders, for the River Police, as also one-fourth of the remaining charges of the Police. Rupees 10,00,000 have been made over to the Municipality from the one per cent. Income Tax Fund for expenditure on water supply works, and Government has agreed to borrow Rupees 52,00,000 for the Municipality, on account of the water supply project, the Municipality paying 4 per cent. a year as interest on the loan, and 2 per cent. a year towards its redemption. As to District Municipalities in the Lower Provinces of Bengal, I have to state that in some cases a very small, and in others a very large, portion of the charge is borne by Government. Some Municipalities also pay the entire cost of the Police.

No. 121. MINUTE by the Honorable Sir T. PYCROFT, K. C. S. I., dated 27th August 1867.

Under the provisions of Madras Act No. IX of 1865, Section 77 (and it is the same with the Bill now before the Governor General), the Municipality bear half the expense of the Police Force for the Town of Madras, the other moiety being left to be defrayed by Government.

The Government also pay Rupees 25,942 annually towards the maintenance of roads within the municipal limits, which sum, with the approval of the Government of India, will be increased to Rupees 35,000, being about one-fourth of the total present yearly outlay on the roads within the Municipality.

The Government defray no part of the cost of the Madras town conservancy. A moiety of the Police charges amounts to about Rupees 1,00,000. Thus, the total contribution of the State to the Madras Municipality, in the event of the additional payment of Rupees 9000 for the roads being sanctioned, will be Rupees 1,35,000.

Besides this, the Government pay, annually, as assessment on their lands and buildings situated within the limits of the Municipality, Rupees 19,000, or thereabouts, but this they do in common with all holders of lands and buildings within those limits.

2. In regard to the Provincial Municipalities, the case is different. Under Act No. X of 1865 (Madras), the Government contribute 25 per cent. of the sums expended for Police and conservancy purposes, and for the construction, repair, and maintenance of roads, but do not contribute to the funds raised for any other object, as for lighting, water supply, &c.

3. As respects this difference in the nature and percentage of the contributions made by Government to the Metropolitan and Provincial Municipalities, respec-

tively, I have to observe that, before the passing of Act X of 1865, no measures of conservancy, deserving the name, were carried out in the provincial towns of the Presidency of Fort Saint George, and such roads as were made or repaired were so at the sole cost of Government, on whom, also, fell the whole expense of the Police. In legislating for the future conservancy of such towns, for their Police as well as for the better ordering of their roads, by means of their inhabitants, it appeared to Government that the newly imposed obligations would be more cheerfully accepted if the State took upon itself some proportion of the burden. The ratio of the Government contribution to the Police charges, 25 per cent., was that laid down, as a maximum, in the Resolution of the Government of India, 31st August 1864, and proposed in the letter from the Inspector General of Police, 10th August 1864, No. 1640, and, as will be presently noticed, exceeds the proportion, 20·8 per cent., of the cost of the Borough Police borne by the Imperial Exchequer in England. The ratio of the charges for all these objects—Police, conservancy, and roads—in the Provincial Municipalities, which the Government should take upon themselves, was maturely considered by our Legislative Council when Act X of 1865 was before it, and was considered even by those members (*e. g.* Mr. J. B. Norton) usually strongest on the popular side to be very liberal.

4. In the town of Madras, on the other hand, conservancy arrangements had for many years past been in force, the expense of which had been defrayed by a municipal assessment on the lands and buildings within the limits of the town. The sole cost of maintaining the Madras Police Force, up to the passing of Act IX, 1865, had fallen on the Government. The charge was heavy, and in devolving it upon the Municipality, it is likely that the Government considered that the change would be rendered more palatable if they bore an equal share of the new impost. As the Municipality was to continue to bear the whole of the conservancy charges, the Government might not unreasonably be expected to contribute a higher percentage of the Police expenditure than of that for the Mofussil towns. Moreover, the greater number of Government institutions and interests at Madras requiring Police protection would point to the same conclusion.

5. The Government contribution to the Madras roads is not in the form of a percentage on the total amount expended, but is the estimated cost of maintaining certain roads within the town limits which are regarded as Government roads. The additional contribution, Rupees 9000, which it is proposed to make is, in like manner, the computed expense of keeping up certain other roads for the maintenance of which no allowance has hitherto been made, but which it has now been deemed proper to treat as Government or Imperial roads, and, as such, to provide for, at the charge of the State.

In the Provincial Municipalities, the maintenance of imperial roads passing through the municipal limits is borne by Government.

6. His Excellency the President proposes to place the Metropolitan and Provincial Municipalities on the same footing as respects the assistance to be given them by the State. This equality he desires to accomplish in each case to the benefit of the Municipality, and at the cost of the Government. He would allow the Madras Municipality 25 per cent. of their expenditure for roads and conservancy. He would raise the Government proportion of the Provincial Town Police charges from 25 to 50 per cent.

be desirable and allowable, I do not absolutely say.* It is, however, evidently of great importance to lead the inhabitants of Madras and of the provincial towns to rely upon themselves for the accomplishment of local objects, such as, in all the more advanced countries of the world, and, indeed, in some parts of India,† are met by local efforts, and, as far as possible, to repress and discourage the too prevalent tendency to look in such matters to Government aid, or, in other words, to attempt to shift the burden from their own shoulders to those of their fellow subjects and tax-payers of the rural classes. As remarked by His Lordship, the ryots of this Presidency have cheerfully submitted to a road cess which will probably yield some 20 lakhs of Rupees annually. The dwellers in towns, who, since they have been relieved from town duties and moturpha, pay little or nothing in the way of direct imperial taxation, may well follow so good an example. Judging from the instances of liberality and public spirit which of late have not been unfrequent, in the establishment, by private means or local subscriptions, of schools, dispensaries and other valuable institutions, I do not doubt that this desirable end will be

* I observe that the municipal revenue for the town of Trinopoly for the current year is estimated at Rupees 89,000, of which more than Rupees 80,000 will be raised from the inhabitants. This—and there must be others like it—is scarce a case for more assistance from Government.

accomplished, and that our good citizens at Madras, and elsewhere, will “help themselves” when they find that they cannot get Government to do this work for them—that Hercules will not inter-

pose, and that they must put their own shoulders to the wheel. At all events, the trial should be fully and fairly made.

15. The present time, at any rate, seems singularly inopportune for bringing forward such proposals as those submitted in his Lordship's Minute. For the past official year the imperial revenue has fallen below the expenditure, and the equilibrium has had to be restored by the imposition of a tax which, whatever may be its merits in the abstract, is certainly most obnoxious and unpopular. Large expenditure is being incurred in the relief of the people of Orissa. Heavy loans have been raised for the prosecution of irrigation works, which, although doubtless essentially necessary and eventually highly remunerative, will not, for some time to come, yield returns to cover the interest of the money spent upon them. The provision of barracks, jails, and other public buildings, augmentation of the salaries of the subordinate public servants, extension of education, and various other measures for the improvement and development of the country, will find ample employment for such funds as the Supreme Government are likely to have at their disposal. We should, in my opinion, be careful how we add to the applications made to them, unless on some strong necessity, and I cannot discern that such urgency has been made out in the present case.

(Signed) T. PYCROFT.

* Note.—In fact, the Government are, at this present moment, executing, at their sole expense, and at a probable outlay of seven or eight lakhs of Rupees the scheme for bringing water from the Certiliar to the Spur Tank, which, although it will subserve the purpose of irrigation, and, it is to be hoped, thus yield a fair return for the expenditure on it, was mainly undertaken for the water supply of Madras. If, also, Captain Tulloch's plan for the Madras drainage is ever to be carried out, it must be largely with the aid of Government, for there is no probability of the Municipality being equal to the expense in any conceivable time. It has been already noticed (supra, paragraph 9) that the Government of India have agreed to borrow 52 lakhs of Rupees for the Calcutta Municipality on account of the water supply project, the Municipality paying 4 per cent. interest on the loan, with 2 per cent. a year towards its redemption. But assistance in these special cases is a very different thing from a percentage annual grant for the general conservancy of the town.

† In 1864, the cities of Lahore, Nagpore, and Rangoon paid the whole of their Police from local sources. In the Punjab, 127 cities and towns (besides Lahore) defrayed the cost of their Police. In the Central Provinces, 80 towns maintained their own Police. In British Burmah, five towns defrayed the entire cost of their Police; and nineteen, a fair proportion of it. The Eastern Settlements paid for the whole of their Police.—Resolution of Government of India, Financial Department, No. 2245, 31st August 1864.

In the Lower Provinces of Bengal some Municipalities pay the entire cost of the Police; some a very large, and some a very small, portion of the charge.—From Government of India, 22nd August 1867.

No. 122. MINUTE by the Honorable H. D. PHILLIPS, dated 3rd September 1867.

The facts brought together in the Minute of Sir T. Pycroft are, I think, very serious objections to the grant, at the present time, of the large pecuniary aid which His Lordship the President proposes to make to the Presidency and Mofussil Municipalities.

2. The two Acts under which these Bodies are now raising a large revenue for municipal purposes, have been in operation for only a brief period, and, so far as our records show, seem to be working

Acts IX and X, 1865.

with sufficient smoothness. The recent riot at Vellore was caused, not by any impatience felt by the towns-people at the unequal or harsh operation of the Mofussil municipal law, first enforced in November 1866, but at the unfairness with which the towns-people considered themselves treated, when the Revenue Officers of the

Act XXI of 1867.

Act X of 1865.

District began to apply Mr. Massey's recent License Act, and to impose the double tax which that law created, coming in, as it did, on the top of our own License Act. The remission of the imper-

ial impost, recently authorized from Simla, will, of course, have removed the cause of irritation; and there is no reason for supposing that Vellore will now form an exception to the peaceable working of our municipal arrangements.

3. It seems extremely desirable that these should be well and sufficiently tested before we introduce the material innovation which His Lordship's proposals create. As regards the Presidency town, I cannot avoid feeling that, in reality, we know but very little indeed of what may not be done if Act IX of 1865 be fairly, completely, and determinedly worked out by those to whom its enforcement has by law been entrusted.

4. Up to very recently, as our records show, the Commissioners had not been working it with a good will. They had appeared to be disheartened by imaginary difficulties, and certainly had failed in the discharge of their duty in respect of realizing what should have been brought into their treasury as license tax proceeds.

5. The Bill for amending that Act will, if assented to by the Governor General, largely increase the municipal resources of the town, and enable the Commissioners to strengthen the conservancy staff, which, after all, is the principal requirement of the town.

6. The Mofussil towns into which our Act has been introduced, should, I think, become fully accustomed to it in all its bearings, before we interfere and change it in any important respect. They have already received what seems to me to be a very liberal grant under Section 25 of the Act, and are further extremely well off with the concession made to them of levying tolls on vehicles coming into the town, after using roads kept up by imperial revenue. To give now a large addition to their municipal income, by making an unsolicited contribution, will unsettle people, and lead them to continue on expecting more, and to regard our municipal measures, still in an incipient state, as mere temporary arrangements.

7. I am, therefore, of opinion that it is advisable to defer the change proposed by His Lordship in these Municipalities, and, as respects that of Madras, I would adhere to the resolution communicated to the Commissioners in the Order of Government, dated the 22nd May last.

(Signed) H. D. PHILLIPS.

*Proceedings of the Madras Government, Public Department,
12th September 1867.*

No. 123.

ORDER THEREON, 12th September 1867, No. 1138.

Resolved that copies of the foregoing Minutes be submitted to the Government of India, and to the Secretary of State.

(True Extract).

Chief Secretary.

Exd. J. H. Burns.

PUBLIC DEPARTMENT.

No. 1139.

FROM

A. J. ARBUTHNOT, Esq.,

Chief Secretary to the Government of Fort Saint George,

TO

THE SECRETARY TO THE GOVERNMENT OF INDIA,

HOME DEPARTMENT.

SIR,

I am directed to submit, for the consideration of His Excellency the Viceroy and Governor General of India in Council, the enclosed copies of Minutes recorded by His Excellency the Governor and the Civil Members of Council, with reference to a proposal made by his Lordship for an equalization in the proportion of the grants made by the Government to the Municipality of the Town of Madras and to those in the Provinces of this Presidency.

2. Copies of the Proceedings of Government, referred to in the 1st paragraph of Lord Napier's Minute, are also enclosed.

I have the honor to be,

Sir,

Your most obedient Servant,

FORT SAINT GEORGE,
12th September 1867.

Chief Secretary.

Exd. J. H. Burns.

Statement showing Police Expenditure
account of the several Municipalities in
Mopulil for the half year ending 30th 1884.

Towns	Police Expenditure	Police Expenditure by Municipality	Proportion of Police to Municipality
Agincourt	6235	1558 1/4	1 to 381
Barnham	2510	629 1/2	1 to 666
Barnham	1840	460	1 to 380
Coventry	2460	615	1 to 487
Edinburgh	1754 1/2	438 1/2	1 to 833
Edinburgh	1740 1/2	435	1 to 718
Edinburgh	6399 1/2	1100	1 to 587
Edinburgh	2630	657 1/2	1 to 103
Edinburgh	2322 1/2	595 1/2	1 to 857
Edinburgh	6442 1/4	1104 1/4	1 to 196
Edinburgh	3306	826 1/2	1 to 605
Edinburgh	1847	461 1/4	1 to 474
Edinburgh	4105 1/2	1001 1/4	1 to 654
Edinburgh	1507	377 1/4	1 to 430
Edinburgh	2724 1/2	696	1 to 800
Edinburgh	4205 1/2	1001 1/4	1 to 513
Edinburgh	4662	915 1/2	1 to 516
Edinburgh	3124	796	1 to 171
Edinburgh	566 1/2	141 1/2	
Edinburgh	2670	669 1/4	1 to 605
Edinburgh	3810	952 1/2	1 to 652
Edinburgh	1956	489	1 to 244
Edinburgh	1706 1/2	426 1/2	1 to 374
Edinburgh	2983	745 1/4	1 to 677
Edinburgh	4419	1104 1/4	1 to 802
Edinburgh	8130	2032 1/2	1 to 354
Edinburgh	5112	1210	1 to 510
Edinburgh	1055 1/2	263 1/2	

Maragorda
 Mayanerdun
 Inimipoly
 Mui'ura
 Sindigul
 Imurelli
 Palamcottah
 Tatt...

Total cost. Rs.	Surplus contribution Rs.	
2477 1/2	604 1/2	1 to 573
5252 1/2	213	1 to 446
10762	2690 1/2	1 to 1335
8747	2126 1/2	1 to 475
923 1/2	231	1 to 100
5420 1/2	600	1 to 752
2004	201	1 to 525
1467	200 1/2	1 to 365

124095 1/2 310 1/2

Additional cost to Govt.
 for the half year of their con-
 tribution is to be raised to 50%

62044
 2
 124088

124095
 4 2731 1/2
 3224 1/2

124088
 4 2731 1/2
 3102 1/2

Statement showing the total amount
of Government contribution to the several Municipalities
during the Municipal year commencing on the 1st May 1901

Municipalities	Amount	Municipalities	Amount
Bernambay	3295	Cochin	
Chinnai	1024	Coimbatore	
Kannur	1036	Ernakulam	
Kannur	2074	Kannur	
Kannur	510	Kannur	
Kannur	1700	Kannur	
Kannur	1550	Kannur	4426
Kannur		Kannur	3541
Kannur	1405	Kannur	9067
Kannur	5651	Kannur	12967
Kannur	6058	Kannur	10333
Kannur	9621	Kannur	12000
Kannur	2196	Kannur	4713
Kannur	5951	Kannur	2813
Kannur	3628	Kannur	18800
Kannur	1595	Kannur	11540
Kannur		Kannur	744
Kannur	1001	Kannur	3750
Kannur		Kannur	2813
Kannur		Kannur	5750
Kannur	6778		

Total amount contributed by the Government during the Municipal year 1901

Minute

Under the provisions
of Madras Act No. 18 of
1865 Section 27-28 it is
the same with the title now
held by the Governor General,
the Municipality bear half
the expense of the Police force
in the town of Madras,
the other half being supplied
by the Government of Madras.

The Government also
in 1894-95 advanced by
the order the maintenance of
roads within the limits
of the Municipality, which sum,
with the amount the
Government of Madras, was to
be used to Rs 55,000, being
about one seventh of the
total present year's outlay
on the roads within the
Municipality.

The Government defray
no part of the cost of the
Madras Town Police.
A meeting of the

charges amount to about
Rs 10,000. Thus the total
contribution of the State
to the Madras Municipal
Corporation, in the event of the
additional payment of
Rs 9,000 for the roads, is
Rs 19,000.

Respecting this, the Govern-
ment pay annually, as
assessment on their lands
and buildings situated
within the limits of the
Municipality, Rs 10,000
in the suburbs, but this they
do in common with all
holders of lands and buildings
within these limits.

2. In regard to the pro-
vincial Municipalities the
case is different. Under Act
No. X of 1865 Madras the
Government contribute 25
of the sums expended for
Police and Constabulary
purposes, and for the con-
struction, repair and
maintenance of roads,
but do not contribute to
the

Section 20 27

Section 20

the funds raised for any
other object, as for lighting,
water supply, &c.

3. As respects this dif-
ference in the nature
and percentage of the con-
tributions made by Govern-
ment to the Metropolitan
and Provincial Municipalities,
I have to ob-
serve, that even the policy
of Act X of 1865 no measures
of improvement deserving the
name were carried out in
the Provincial Towns of
the Presidency of Fort St.
George, until such roads as
were made or repaired
were so at the sole cost
of Government, and have
also paid the whole expense
of the Police. In legislating
for the future conservancy
of such Towns, for their Police
as well as for the better or-
dering of their roads by
means of their inhabitants,
it appeared to Government
that the newly imposed

legislation

be expected to contribute a higher percentage of the Police expenditure than of that for the Municipal Town. However, the greater number of Government institutions and interests as well as requiring Police protection would point to the same conclusion.

5 The Government contribution to the Madras Roads is not in the form of a percentage on the total amount expended, but is the estimated cost of maintaining certain roads within the Town limits which are regarded as Government roads. The additional contribution which it is proposed to make is in like manner the comparative expense of keeping up certain other roads, in the maintenance of which no allowance has hitherto been made, but which it has now been deemed proper to treat as Government

Government or Imperial roads, and as such to provide for at the charge of the State.

In the Provincial Municipalities the maintenance of Imperial roads ^{through} the Municipal limits, is borne by Government.

6 As to the proposed by the President, proposes to place the Metropolitan and Provincial Municipalities on the same footing as regards the assistance to be given them by the State. This equality he desires to accomplish in each case to the benefit of the Municipality, and at the cost of the Government. He would allow the Madras Municipality 25% of their expenditure for roads and conservancy. He would raise the Govt. proportion of the Provincial Town Police charges from 25% to 50%.

The

For Madras. Rs. 60,000^a
For the Provinces. 62,047^b
making a total annual
charge of Rs. 122,047.

8 The entire amount
then contributed by the State
to the municipalities of the
Metropolitan Presidency, Metro-
politan and Provincial (I
named them) shall be
Rs. 478411
~~478411~~ per annum.

9 an reference to the
Municipal Acts in the
cities of Calcutta and
Bombay, and in the
other country towns of the
Bengal Presidency. ^{11-1895. Bombay.}
No provision made for any
percentage on Police, Con-
sular and Road charges
being defrayed from the
Imperial Revenue. In the
Acts for the cities of Calcutta
and Bombay it is vaguely
stated that "any monies

~~From the border, which~~
~~border of the coast of India~~

a. This is inclusive of the additional ground for roads to the given station.

b. This no less than the proposed front & roadway must be an add'l assignment of Im. - special revenue in the present Police Budget would not bear it.

Plaster contributed to	125.00
• Plaster, same day	60.00
Plaster addition	
Plaster contributed to	# 231264
Plaster, same day	~~125.00~~
Plaster addition	02047

* formed 478411
 Yr. This is ~~formed~~ by taking ~~the~~
~~of the same amount~~ ~~the~~
~~year on the basis year ending~~
~~to 1905, but not 1905~~
 and not transfer it into operation
 until summer 1906, and the
 amount ~~on the basis of~~
~~year~~ is probably below what
 it will be when the Act is in
 full force.

The estimated amount
of the contribution for the
year 1867/8 for No. 31
Municipalities from the
accounts have been rec'd
and taking the contribution
for the 10 Towns whose esti-
mates have not come
to hand as the sum above of

From a letter just recd from the Govt of India - dated 22 Aug 67 - it seems that the Govt. bear one fourth of the cost of the Calcutta Police and pay besides for the Police employed as guards for Sails and Public Offices. While this last amount is and is not on the whole the Govt. pay half the cost of the entire Police for the City does not appear -

The Govt. also pay until
further orders £26722 for
the River Police - In Ma-
rch on the Marine Police
is paid for by fees on boats.
For Consequence.

Ten Cents of Receipts from the
 1 per Cent. Income Tax has
 been made over to the Muni-
 cipality for expenditure on
 water supply works. This
 amount has been done under
 Secs. 162-4 of the Income Tax
 Act of 11-1860. Assignments
 from this source are in like
 manner made for public
 works at the day - e.g. the
 bridge now building over the
 mouth of the Conna.

The first loan also a present
to Son on 52 days for 12 months?
on all of the water supply pres-
ent to bear interest at a
favorable rate 4%.

the per cent of contribu-
-tion on Municipal expendi-
-ture for Conservancy &
sanitary work is made by
Joint Local Council "Municipal"
and Local Provinces of
Bengal some Municipalities
the entire cost of the

which may be assigned by Government for purposes of conservation or improvement of the Town" are to belong to the Municipal Revenue, but as to contributions for Police and Roads, the Acts are wholly silent. The words above quoted do not appear in the Towns Improvement Act of the Bengal Presidency - III. 1854 (Bengal) The Chunderdare Act XX. 1856 imposed a house tax, one item of our own Municipal Revenue) for the support of a Town Police and assigned all surplus monies to the improvement of the Town into which the Act might be introduced, but contained no provision for any subvention on the part of Government. A

10 In England a portion of the Police Charges in the Provincial cities and Towns and in the Metropolis, is borne

borne by the State, but that portion much more nearly corresponds with the percentage 25% contributed to our Municipalities in the Provinces than with that given to the Municipality of Madras. From a return which I have obtained from the Inspector General of Police, I find that in England in the year 1882, and it is not probable that the ratio has increased since, the Government contribution to the "Borough Police", as Police in Provincial Towns and cities, was 20.5 per cent of its cost; for the Metropolitan Police it was 20.8 per cent, but this was exclusive of the Police of the City of London, the whole of which is borne by the City. The cost of Conservancy, roads and of many other establishments, as Hospitals, Jails, Lunatic Asylums

Police - from a very large and some other small portion of its cost

a Note - This is inclusive of the Govt contribution Rs 1,35,000

b. This also includes the Govt contribution.

Asylums which in this country fall wholly on Government - is defrayed entirely by local rates.

11. Taking the present Municipal Income of the Town of Madras, if duly realized, at 5 lacs, the Government contribution for Police and Roads Rs 1,35,000 would be 27% of it. If the bill now before the Government Council become law the Municipal Revenue will be Rs 1,00,000, and if the Government contribution remain the same, the ratio of the latter to the former will fall to 20%. The total income will however stand at seven lacs of Rupees - no inconsiderable sum. The Government contribution to the other country municipalities is, as already noted, 25% of the total expenditure on Police, Conservancy

Conservancy and Roads.
At present therefore the
rate of the Government
contribution in the aggregate
to the Madras Municipal
Expenditure is somewhat
higher than that of their
contribution to the Pro-
vincial Municipalities.
If the Municipal Revenue
of Madras be increased
under the new bill the
rate will be somewhat
lower.

12 Mr. H. is anxious is
anxious that the matter
should be brought to an
issue, his estimate should
be forwarded to the Secretary
and Home Government
for such consideration as
they may be pleased to
accord to his proposals.

13 For myself, as regards
the Madras Municipality,
I adhere to the view expressed
by Government in their
recent order of 22nd May
last, and I cannot
perceive any valid
reason

① altho' from what I have
shown above in para 11 it
will be perceived that with
regard to the rate, there has really
been no practical difference.

reason for doubling the
Government rate of con-
tribution towards Police
charges in the Provincial
Municipalities.

14 Whether the Madras
and its committee Munici-
palities have received
the same measure
of Government aid does
not seem to me material.
I cannot consider that in
order to be fair we have not
been sufficiently dealt with.
But when the working
of our Towns Improvement
Act & Acts, which took
place in 1854, were brought
into force, the working of
our own system there
afterwards, when the
Government had
been made developed some-
what. Subsequently the
Government may
not be desirable and
advisable, I do not ab-
solutely say so. It is

In fact the Government are at this present moment
executing at their sole expense and are not at all

However suddenly of great importance to lead the inhabitants of Madras and of the Provincial towns to rely upon themselves for the accomplishment of local objects, such as in all the same circumstances countries of the world are indeed in some parts of India we met to local efforts, and as far as possible to repress and discourage the too prevalent tendency to look in such matters to Government aid, or in

outlay of 7 or 8 lacs of Rupees to scheme for bringing water from the Corollan to the Spur-Tuck, which, although it will subserve the purpose of irrigation, and it is to be hoped, thus yield a fair return for the expenditure in it, was in ample undertaken for the water supply of Madras. If the Corporation plan for the Madras drainage is not to be carried out, it must be largely with the aid of Government, for there is no probability of the Municipality being equal to the expense in any conceivable time. But assistance in these special cases is a very different thing from a percentage annual grant for the general convenience of the town.

6. In 1864 the cities of Lahore, Nagpore and Rangoon paid

other words, to attempt to shift the burden from their own shoulders to those of their fellow subjects and tax payers of the rural classes. As remarked by Mr. Lindsay the ryots of this Presidency have cheerfully submitted to a road cess which will probably yield some 25 lacs of Rupees annually. The districts in towns where, since they have been relieved from town duties and meterage, pay little or nothing in the way of direct Imperial taxation, may well follow as good an example - judging from

paid the whole of their Police from local sources. In the Punjab 127 cities and towns besides Lahore defrayed the cost of their Police. In the Central Provinces, 80 towns maintained their own Police. In British Burma five towns defrayed the whole cost of their Police, and nineteen a fair proportion of it. The Eastern Settlements paid for the whole of their Police. Resolution of Government of India, Hill Dept No 2245, 31st Aug 1864.

In the Lower Provinces of Bengal some Municipalities pay the entire cost of their Police - some a very large and some a very small portion of the charge. From S.O. 22 Aug 1864.

It has been already noticed - Supra - that the Govt of India have agreed to borrow 52 lacs of Rupees for the Calcutta Municipality on account of the water supply project - the Municipality paying 4% interest on the loan - with 2% a year towards its redemption -

from the instances of
liberality and public
spirit which of late
have not been infrequent
in the establishment by
private means, or local
subscriptions, of schools,
dispensaries and other
valuable institutions. I do
not doubt that this de-
sirable end will be accom-
plished, and that our
good citizens will make
an "even here will help
themselves" when they find
that they cannot get Govern-
ment to do this work for
them. The Hercules will
not interfere and that they
must put their own shoulders
to the wheel. At all events
the trial should be fully
and fairly made.

15 The present time at
any rate seems singularly
inopportune for bringing
forward such proposals
as those submitted in his
last report. Minute - For
the

It seems that the Municipal
Revenue in the year of
the late year is estimated at Rs 20000,
of which more than Rs 10000
will be raised from the
municipality. The revenue of the
municipality is a small one, but it is
a source of income for the
municipality and for the
people of the place.

the past official year the
Imperial revenue has
fallen below the expenditure
and the equilibrium has
had to be restored by the
imposition of a tax which
whatever may be its merits
in the abstract, is certainly
most obnoxious and im-
popular. Large expenditure
is being incurred in the
help of the people of Orissa.
Many loans have been
raised for the prosecution
of irrigation works, which
although doubtless eventually
necessary and eventually
highly remunerative, will
not for some time to come
yield returns to cover the
interest of the money spent
upon them. The provision
of barracks, jails, and other
public buildings, augmenta-
tion of the salaries, of the
subordinate public servants,
extension of education
and various other measures
for the improvement and
development of the

development of the country,
will find ample employ-
ment for such funds
as the Supreme Government
are likely to have at their
disposal. We should, in
my opinion, be careful
how we act to the ap-
plications made to them,
in case of some strong
necessity, and I cannot
decide that such urgency
has been made out in the
present case.

W. H. H.

27-8-67

12 Sept 19 of 1867

12 Sept
Pathi 1867 Departs

Minute by the Honble
of Pycroft.

11/10/1867

Dated 27th August 1867

8981 of 10801 Mt

No 1433

Respecting the Municipal
Cities of the Presidency and
Provinces.

Act 9 & 10
1865

Act 21 of 1867

Act 9 of 1865

45
The facts brought together in the Committee
of the Council, are, I think, very serious
objections to the grant of the present limits
of the large pecuniary aid which the Government
the President, proposes to make to the
city and its municipal institutions.

The two Acts under which these bodies are
now raising a large revenue for municipal
purposes, have been in operation for only
a brief period, and, so far as our records
show, seem to be working with sufficient
smoothness. The recent riot at Bellary was
caused, not by any unfairness felt by the
Town people at the unequal or harsh
operation of the municipal law,

first
which was enforced in November 1866, but
at the unfairness with which the Town people
considered themselves treated, when the
revenue officers of the District began to apply
Mr. May's recent license Act - and to
impose the double tax which that law
created, coming in, as it did, on the top of
our own license Act. The removal of
the imperial imports, recently authorized
from Bellary, and, of course, have removed
the cause of irritation, and there is no reason
for supposing that Bellary will now form
an exception to the general working of
our municipal arrangements.

It seems extremely desirable that these
should be well & sufficiently tried before
we introduce the material innovations which
Her Lordship's proposals create - as
regards the

4122
The Reading Town, I cannot avoid feeling
that, in reality, we know but very little,
indeed, of what may not be done if act-
9 of 1865 be fairly, completely and deter-
minedly worked out & those to whom its
special enforcement has by law been submitted
Up to the ~~present time~~ ^{very recently}, as our records
show, the Town had not been working
it with a good will. They had appeared
to be disheartened by imaginary difficulties
and certainly had failed in the discharge
of their duty in respect of realizing what
should have been brought into their
treasury as license tax proceeds. -

The Bill for amending that act will,
if applied to by the proper (moral) body,
increase the municipal resources of the

Town and enable the Town to strengthen the
conservancy staff, which, after all, is the
principal requirement of the Town.

The populous town into which our act
has been introduced, I think, I think, become
fairly accustomed to it in all its bearings,
before we interfere & change it in any
important respects. They have already
received what seems to me to be a very
liberal grant under Section 25 of the
act and are further extremely well off
with the concession made to them of
levying tolls on vehicles coming into
the Town, after using roads kept
up by imperial revenue. So give
now a large addition to their municipal
income & making an unsolicited con-
tribution, with unselfish people and
lead

4133
lead them to continue on existing
work, and to report our Municipal
managers, still in these an incipient
state, or more temporary arrangements.

I am therefore of opinion that it
is advisable to defer the plans
proposed by Her Lordship in these
municipalities and to report that
of London. I would adhere to the
resolution communicated to the Com.
in the order of 10th Feb. 1841
last.

3 Sept 1841

W. D. Lewis

Respectfully,
The Rt. Hon^{ble} The President.

Attached to this Minute will be found two
 letters addressed by the Municipal Commissioners
 to the Government under date
 respectively of the 9th and the 10th of April
 together with the replies of Government.

The first of these communications has reference to the maintenance of roads within the Municipal limits for which the Commissioners claim a larger contribution on the part of the State. The second regards the conservancy of the city, which is now defrayed exclusively by the Municipality but for which the Commissioners claim the participation of Government on the ground that the sanitary state of the Capital is an Imperial interest.

These communications were made by Daniel
Denison to Council after personal conference
with me and with my encouragement for I
consider the claims of the Municipality to be
just and I wish to have the questions referred
to brought to an issue and determined by the
highest authority.

The Municipality of Madras and the Provincial Municipalities are at present not on the same footing in regard to State assistance. In Madras the city receives two

to 600. But the proportion of rural police to rural population is as one to 1212, and the proportion of police men to the whole population is as one to 1019. It is consequently evident that even on the principle accepted here there is no ground whatever for altering the existing regulation by which the State and the Municipality share equally the police expenditure of the Capital. Reason might be alleged for increasing the contribution of the State, but, in my humble judgment, no single reason can be adduced for diminishing it.

While the State truly does its duty to the Municipality of Madras in respect to the Police it does not do its duty fully in respect to the roads. The State now pays Rs. 26,000. for the maintenance of certain roads in connection with the fort, and the local Government have ^{has} resolved, with the sanction of the Government of India, to contribute the additional sum of Rs. 9000. for the maintenance of the high road which attaches the Capital to the important military stations in its immediate vicinity. But the State avows no general participation or responsibility in the maintenance or

improvement of the subordinate roads and streets. This I deem to be unjust. No one can see Madras without recognizing the imperial and foreign character of the roads which have been opened over its vast extent. The Esplanade, the shore the extensive quarters in which the English of the upper class have their scattered habitations and in which the government has placed many of its establishments are all traversed and united by beautiful and spacious roads well metalled and shaded. To these the crowded native streets offer a most unfavorable contrast. There may be seen many examples of narrow rough and rutted roadways without pavements or metal mere mounds of rubbish deep with dust or mud alternately. In Blacktown alone, the most ancient and the most improved of the native quarters there are 27 miles of unmetalled roads and 22 of metalled. In other parts the proportion is no doubt far more unfavorable. The general physiognomy of Madras is that of a group of compact towns interspersed in the intervals and on the outskirts with villas for the richest and with hovels for the poorest, in which much has been done for the foreign official class, something for the mixed or native citizens and nothing for the common people. There are many evils to correct and many

complaints to make good. The State has in past
times done what has been done and neglected
what has been neglected. The State cannot
yet forsake the scene of its labour and its
wrongs. The help of the Government may, I think,
be legitimately claimed for a time, at least,
in reforming and completing the roadways
in the native quarters and bazaars. The
extent to which this cooperation might justly
be afforded is open to discussion but while
the Government bears a quarter of the
expenditure for roads in the Provincial
Municipalities it ought at least to
contribute the same proportion in the
Capital. The Government contribution
for the particular class of esplanade
roads mentioned above is already more
than one sixth of the whole expenditure
of the Municipality on roads which
amounts at present to rather more
than Rs. 140,000. If the additional
grant now recommended for the Mount
Gossanalee road is sanctioned at
simila the proportion contributed by
Government will be one fourth. All I
therefore practically ask is that the

latter. Yet all the motives which rule the action of Government in one case recommend it in the other and the necessity is the same in both. The reflections which have prompted the benevolent interference of the State in carrying out Sanitary measures in the smaller communities are easily discernible. The Government no doubt feels that it is in part responsible for the deplorable condition of the towns in India. We have governed a large portion of this country for a century. It may have been imperfect for a knowledge, or want of means, or an exaggerated respect for native notions and prejudices, or some other cause more blame worthy, or less blame worthy, but the fact stands up against us. If there is no water supply, if there are no drains, if there is no pure air, all this is greatly owing to our inaction. If there is cholera it is partly our fault, if there is fever it is partly our fault. The Government recognises its responsibility for these evils and does not deem it just to throw the whole burden of the remedy all at once on the untried and untrained Municipal bodies. But the Government

is not only actuated by a sense of duty
 it has a natural indulgence for the
 incapacity and ignorance of the people.
 The people are poor, they are astounded to
 spontaneous and combined exertion, they
 are not convinced of the evils by which
 they are surrounded or, at least, they do
 not feel those evils keenly. They are not
 persuaded of the efficacy of our remedies,
 they could not apply those remedies
 if they were persuaded. Without
 the intervention of the English Collector
 and the science of the English Engineers
 an Indian Municipality would not
 and could not move a step in the
 path of sanitary improvement. We
 are teaching the Indian Townspeople
 what they do not care to know we are
 driving them where they do not wish to
 go. A despot's impulse of this sort ought
 not to be unattended by cooperation. The
 Government must, under certain circumstances,
 share and lighten the exertions and
 sacrifices which it imposes. If there are
 the considerations which induce this
 Government to assist the provincial municipalities

10.
The same considerations should lead in
applied to Madras. Madras is more the creation
of the English government than any other
town. No town is poorer, none is more
neglected. Nature indeed made it healthy,
the sand, the sea breeze, the abundance
of water in the subsoil conspire in its
favor, but the flatness of its site and the
peculiar diffusion of the population render
the maintenance of cleanliness and better
health unusually expensive and arduous.
The native population of Madras has as
strong a claim on the aid of the State
as the population of any provincial
town and needs it as much as any. But
Madras has an additional claim which
some towns do not possess at all and which
no town possesses in the same degree.
Madras is the seat of government, it has
an English garrison, an English official
community and an English mercantile
community. It contains all that is most
important, most costly and most identified
with imperial interests. If State assistance
in Municipal Sanitation was given ~~any~~
where else it ought still to be given ~~at~~
~~Madras~~ ^{here} yet strange to say it is given
everywhere else and not ~~at Madras~~ ^{here}.

11.
I consider therefore that the claim made by the Municipal Commissioners of Madras for a contribution on the part of Government towards the better conservancy of the city is an equitable claim and that State assistance ought to be extended to Madras in the same proportion as to the Provincial Municipalities. The current expenditure of ~~Madras~~ ^{the Municipality} for conservancy purposes is at present at the rate of Rs. 92,000 per annum but the contemplated increase of revenue under the new Municipal Act will, it may be hoped, materially increase this branch of expenditure. It would not be safe to estimate the eventual current charge for conservancy purposes in the city at less than Rs. 150,000 annually in which case the contribution of the State if accorded on the scale here submitted would amount to Rs. 37,500.

The whole contribution of the State to the current charge for police, roads and conservancy in the Municipality of Madras would under the system recommended be approximately Rs. 187,500 in lieu of Rs. 125,000. The approximate amount now

granted for police and roads. There would be an increase of R. 60,000. no great burden to the State where a good object is at stake but constituting a serious relief and assistance to the Municipal body.

Turning now to the provincial municipalities I observe that the only change which I would recommend is one which would place them on the same footing as Madras in regard to police. They already receive 25. percent on their road and sewerage expenditure.

The provincial municipalities now pay three quarters of ~~their police~~ ^{the} expenditure for police within their limits. The unfairness of this arrangement is apparent from a simple reference to figures. The proportion of the aggregate number of police men in the provincial municipalities (all belonging to the general State Police) to the aggregate Municipal Population is as 1. to 536. The ratio of police men to population in rural districts is, as I said before, as 1. to 1212. and over the whole population of the Presidency as 1. to 1019. The proportion of aggregate police

to aggregate population in the towns is little more than twice as great as it is in the country but there are many towns in which the proportion of police to population is much lower and if we consider that all the central and district jails of the Presidency are placed in the Principal Municipalities we may fairly state that the proportion of police to population for strictly local purposes in the towns is not more than double what it is in the country. Under these circumstances I am at a loss to understand why the Provincial Municipalities should be called upon to pay more than half the cost and why they are expected at three quarters of the cost. I can affirm that this feature in the Towns Improvement Act which places the Provincial Municipalities at such an unjust disadvantage when compared with P. adras is keenly felt. Wherever I have been I have heard it complained of and I am confident that the sense of injury attached to this provision has succeeded to render the introduction of the Municipal system more unacceptable.

Presidency it might be judicious to
 reserve for the local Government the
 power of decreasing that amount, at their
 discretion, and of throwing a larger
 proportion of the charge on the Town in
 particular instances. It has been stated
 that the average ratio of policemen
 to inhabitants in the Towns is 1. to 536.
 But the ratio ranges from 1. to 1335.
 to Trichinopoly to 1. to 196. in Cuddalore,
 with many intermediate variations,
 as will be seen from the inclosed return.
 In ^{some} cases in which the proportion of police
 to inhabitants is abnormally high the
 fact may be held to prove an exceptional
 predominance of turbulence or
 criminality in the population and
 the Government ought to hold in reserve
 the faculty of exacting a higher
 proportion of local contribution in order
 to make the honest inhabitants feel
 the necessity of cooperating for the
 abatement of such a local evil.

It may be contended that the
 conceptions which I advocate are
 gratuitous and premature, that it

would be wiser to await the results of the recent alterations in the Madras Municipal Act and a longer experience of Municipal taxation in the country towns. The resources of Madras and of the other Municipalities may prove to be commensurate to their necessities and improvement may be measured out in proportion to means and to aspirations, at any rate the Government proposes an absolute discretionary power, it can make the Municipalities pay what it pleases and thus save the Imperial revenue for purposes exclusively Imperial.

To such arguments I would reply that we cannot now anticipate a ^{period} when the Municipalities of this Presidency even with a moderate measure of Government aid, such as that which I propose, will be in possession of adequate resources for the field of duty which lies before them. I see on the contrary a perspective of high local taxation for a length of time with a very gradual and laborious attainment of objects which would elsewhere be deemed of primary necessity. Aqueducts, wells, reservoirs, drains, pavements, markets, slaughter

17.
houses, dispensaries, almshouses, ^{all the} every
appliances for the mitigation of drought, dirt,
disease and indigence are all wanting almost
everywhere and these works will long absorb
every farthing that can be raised by every
expedient. With the proceeds of the
new taxes contemplated by the recent
Municipal act for Madras the Municipality
will almost be able to meet the expenditure
contingent on the distributive works belonging
to the water supply project. I do not
venture to speak of the drainage scheme
the practicability of which cannot yet
be positively affirmed and which appears
beyond any means which the Municipality
unaided can ever have at its disposal.

Every Municipality if accurately
interrogated would have the same
story of expensive undertakings and
insufficient resources. Nor is it at all
probable that government will be
patient of abuses or that it will
justify inaction on the ground of
poverty. There is, on the contrary, a
shout abroad which will impel for
innovations and improvements without
due consideration of means and remuneration.

It is true that the Government which is the
 despot Master of the ^{Towns} Municipalities, as well
 as of every other class and interest in the
 country, could withdraw all support from
 the Municipal bodies and leave them
 to shift for themselves or force them to
 act by themselves at any sacrifice, but as I
 said before the Government steps higher
 and more liberal motives nor can the
 Government fail to be sensible that at a
 time when the credit of the State is about
 to be deeply pledged for ~~works of~~
 agricultural ^{works} ~~improvements~~ that it would
 not be wise or just to decline a cautious
 participation in urban improvements
 which though not directly remunerative
 in an agricultural sense are still
 intimately connected with imperial
 interests and with the civilisation
 of the Indian people.

The suggestions which I here
 submit for the judgment of the
 Secretary of State and the Government
 of India might have been brought
 forward in connection with the
 recent measure for the amendment
 of the Madras Municipal act and in
 the form of a modification of the

Texas improvement act of 1886. I did not, however, think it prudent to propose such changes in our present practice without previously ascertaining the opinion of higher authority. The participation of Government in the general expenditure of Madras for the maintenance and improvement of roads and streets as well as for sewerage and sanitary improvements would probably involve a similar course of action in Calcutta and Bombay. There are indeed local features in this city which might be held to justify an exceptional course. But the other capitals burdened as they are with heavy debts and embarked as they are in costly though brain worthy enterprises would not fail to claim and to obtain similar favors for the Imperial revenue.

I shall remark in conclusion that there are ^{as a rule} two ~~engines~~ ^{engines} of ^{material} ~~social~~ improvement at work in this Presidency road and Municipal Taxation of which the effects are only just felt but which are destined by their extensive and sustained though

deliberate operation to produce at least
the most substantial ameliorations. Road
work is not so much felt by the rural
districts where reduced assessments and
rising prices have produced a prevailing
welfare of which the country had no
experience before, while the beneficial
results of the impost are immediate
and palpable. Municipal
taxation ~~is more~~ weighs more heavily
for the towns have not enjoyed the
prosperity of the land in an equal degree
and the advantages are less evident
and less appreciated; the government
will act wisely, in my humble opinion
by doing all in its power to temper
and recommend this innovation
until its usefulness is better
understood.

Napier

Madras. July 17th 1867.

Public Letter to Eng 12th Sept. No 19
of 1867.

(100 12 1867)

Public 1867 reports

Minute by the Right
Honble the President

Dated 17 July 1867

No 1432

Respecting the
Municipalities of the
Presidency Provinces.

Memorandum.

I am unable to answer
Mr. Pycroft's question as to the
condition of the other Presidencies
as regards the State contribu-
tions in aid of municipalities,
but I have telegraphed to
Calcutta and to Bombay for
information on the following
points. "The proportion con-
tributed by the Govt. to the
Police, Conservancy ~~and~~ Boards
of the Presidency Towns." and
the same question has been
put in respect of the "up-
country municipalities".

I cannot find any-
thing definitely stated in
this matter in the Acts of
the Bombay and Bengal
Presidencies.

In the Presidency Town
Municipal Acts (Calcutta
VI of 1863, Sec VI, the Section
describing the Municipal
Funds

Funds, the words occur "and"
all monies which may be
assigned by Govt. for purposes
of Conservancy or Improvement
of the Town" as indicating
the ^{purpose} of these Funds.

The same words occur
in Sec VII of Act II of 1865,
which is the Municipal
Act of the Town of Bombay,
and in Act IX of 1865, the
Madras Municipal Act.
No such words are to be
found in ~~the Municipal Act~~
~~of the Town of Bombay~~
~~and in the Madras Municipal Act~~
Act III of 1864 which
is the Mofussil Municipal
Act of the Bengal Presidency
proper; nor are they found
in the old Chowkeydare
Act XX of 1856 which imposed
on a house tax for the
support of a Town Police,
and assigned all surplus revenue
to the improvement of towns
in which the Chowkeydare
Act is imposed.

In

In 1864 there was
forwarded to all the Govts a
Resolution of the Govt of India
dated 31st August of that year
in which it was stated
that owing to the increasing
cost of all branches of the
Administration it was ab-
solutely necessary "either to
renew the income tax or to
impose new taxes, or to transfer
to Local Funds a portion of
the sum which is at pre-
sent included in the Imperial
Budget", and the necessity
of defraying the Police as
a municipal charge in
towns was specially brought
to notice.

It was shown that
of the eight capital cities of
the Empire, three - Lahore,
Agra and Rangoon - pay
the whole cost of their police
from local sources. Two
Presidency Towns - Calcutta
and Madras, had no thing,
and

and of the remaining three
Capital cities. Lucknow
constituted two thirds, Al-
lahabad half, and Bombay,
rather more than a quarter.

It was further noticed
that at this date, no local
payments were made towards
the expense of the Police in
the Madras Presidency. The
necessity of reform in this
respect was strongly urged,
and certain principles were
promulgated on this subject.
These were that "the expense
of the Police specially re-
quired for the purpose of
Town populations should
be defrayed by those popu-
lations. The expense of
Police employed in Towns
for Govt. purposes should
be defrayed by the Govt.
Places in which owing to
peculiar circumstances
the fluctuating, bears
an unusual proportion
to

to the fixed population are
entitled to some assistance
from the Govt., but not in
proportion to the additional
expense of the fluctuating
population, because such
places derive great advantage
from the increased traffic
of various kinds caused
by it. The special circum-
stances of the several Towns
were to be considered, and
certain limits fixed within
which it should be at the
discretion of Govt. of India,
on the recommendation of
the Local Govt., to exempt
particular places from their
liability for defraying the
expense of the Police. The
maximum of exemption
it was suggested should
be fixed at one fourth of
the cost of the Municipal
Police of every such place,
no account being taken
of

of the cost of the Government
Establishment. Sea ports
were considered as peculiarly
claiming this privilege,
and places of pilgrimage,
such as Poore, Tripatti,
Benaries, Nafick.

In charges on Imperial
taxes, in the shape of muni-
cipal taxes, was, in this
paper which issued in the
name of the Gov^l General,
was written by Mr. Munro,
then Finance Minister,
noticed with special
reprobation. It was stated
that "there will be no
limit either to the burdens
upon the people, or the
dilapidation of the General
Revenue, if municipalities
are allowed to add taxes
of their own to the Imperial
customs and excise."

This was specially
aimed at "Octroi duties."

No allusion is made
in this paper as to the
inflation or probability
of Govt. contributing any
money in aid of the im-
provement of towns as
regards drainage or con-
servancy, which were
regarded as objects to be
secured by local taxation.
But it must be remembered
that the attention of the
Indian Government began
only in 1861, to be directed
to the necessity of anything
like Sanitary administration,
or to the part which the
State should take in the
protection of the Public
Health of its subjects. It
will also be remembered
that the appointment of
Sanitary Commissioners was
only made about this time
and these, in the first
instance, had for their
primary

primary object the pro-
tection of the health of the
English soldiers.

In 1864, ~~Mr. Robinson~~, the Inspector General of Police
proposed to the Government
a draft of a Bill to impose
taxes on the towns and
villages for the support of
their Police. Mr. Robinson
in his letter stated that
he had refrained from
providing by legislative
clauses for a grant from
State funds in aid of the
local income proposed to
be raised, it not being usual
to insert money clauses
in a Bill, but he at the same
time urged a grant in aid
as an indispensable condition
of this new impost, and
suggested that the grant
should be equal to twenty
five per cent of the total
charge of the Police.

In

In 1865, two important
measures were introduced
into the Legislative Council
of Madras and afterwards
became law, as Act IX
and X of 1865. Act IX is
the present Madras Mun-
icipal Act. Act X is
the new country Municipal
Act, known as "the Towns
Improvement Act."

In the first of these
Acts of 1865, the Madras
Municipal Act, the
Municipality were for the
first time called upon
to bear a share of the
cost of the Madras Town
Police.

By Sec 77 of the Act,
the Municipal Commissioners
were required every month
to pay $\frac{1}{4}$ of the cost of
the Police, as fixed by the
Governor in Council, or
in other words $\frac{1}{2}$ of the
total

total cost of the Police. Mr. Phillips, a member of the Govt., in introducing the Bill announced that the Govt would defray the other half, or about 103,000 Rs, ~~but there~~

No provision was made as to the Govt contributing in aid of the conservancy or roads, but in the debate on the introduction of the Bill Mr. Ellis stated that under the taxation imposed by Act IX of 1865, there would be no surplus for the execution of great works of drainage and water supply, and appealed to the Govt. to intercede with the Secretary of State as to the cost of construction being met from Imperial Revenue. ^{The Governor & President of the Leg. Council} Sir W. Denison, stated that a water rate would probably pay the interest on

on capital required for distribution of water, but that the Govt would have to provide the whole of the means for the construction of the drainage works for the Town of Madras.

In the same year 1865 Act X of 1865 which is the up country Municipal Law was passed.

It was originally intended that this should be simply a Police Act, but acting on the suggestion of the Govt. of India in the Resolution (written by Sir C. Trevelyan) to which allusion has been made above, conservancy and the improvement of towns were included in its provisions.

Sections 25, 26, 27, 28 gave the priority of appropriation of municipal funds to Police, Roads, and all that relates to the preservation of the public

Public Health, the Govt.
determining the amount
to be appropriated for
these purposes on the con-
dition that the State should
contribute an equivalent
of 25 per cent on the total
amount raised by the
Municipal Commissioner.
For these purposes. At
first the Govt contribution
was proposed at $\frac{1}{3}$.

It will be seen from
the debates that this was
considered an undue pro-
portion to be borne by the
State and the reduction
to 25 per cent was made.

Having myself seen
on the original Committee
which framed Act X of
1865, and on the Select
Committee on the Bill
after it had been introduced
into the Council, and also
on the Select Committee
on Act IX of 1865, the
Madras

X X X

The Municipality is required
to pay one half of the
Police required by the Town
of Madras, the strength of
the force being fixed
by Govtth 77. and as stated
before, it was announced by
Mr. Phillips that the Govt
would contribute the other
half, but this is not stated
in the Act.

Madras Municipal Bill,
I think I can explain
how it happened that
the Govt. ~~only~~ is bound
by Law, in ^{only} one Act, namely
IX of 1865, the up country
municipal Act to bear
a share, 25 per cent, of
both Police and Improvements
and Conservancy of Towns;
while no such provision
as regards Improvements & Conservancy is
~~in any~~ ^{found} in the
Madras Municipal Act
IX of 1865, ~~although~~
~~unintentionally~~
~~omitted~~
~~in the Bill~~
~~as introduced~~
~~into the Council~~
~~by Mr. Phillips~~
In Madras, the Pre-
sidency Town, the people
had been for a long time
accustomed to be taxed
for Road Making, Con-
servancy &c., and the
only

only change was then
being charged with $\frac{1}{2}$
of the cost of the Town
Police. It was not therefore
so necessary that the Govt.
should promise State aid
as regards town improve-
ments, though the then
Governor pledged himself
as regards the State bearing
the entire cost of the
drainage scheme.

As regards the up-
country towns, the case
was different. The hut tax
and Income Tax having
been abolished, the municipal
taxation came upon them
as a new impost, and it
was some time before the
Committee could be per-
suaded to alter the character
of the Bill they were
preparing and convert it
from its original shape
of

of a Police Bill into a
real municipal Act.
It was thought that the
State undertaking to
bear a share not only
of the Police but of the
improvement of towns in
respect of their general
conservancy would pro-
pitiate the people and
render the new taxation
less unpopular. Thus
in the debate we find
the Honble J. B. Norton,
who has always repre-
sented the popular side
in these questions, saying
in a debate on this measure,
Act X of 1865, -

"He was glad to see
the Government had fixed
the amount which
would be contributed
from the general revenue
for the purposes of the
Bill. It was only just and
fitting

fitting that there should be not merely an understanding or a promise as to the amount but an actual legislative guarantee. We must say, too, that the Govt. had fixed the amount very liberally; He regards this as a fortunate circumstance as it would go far to diminish the discontent which the imposition of new taxes would inevitably create." —

As regards the other questions put by Sir T. Pycroft: The amount of Municipal taxation on land & houses in the Town of Madras for 1866, was ^{Rs} 18,979-9-1
2nd The estimated Municipal ~~Revenue~~ for the Town of Madras, under the present act of 1865, from all sources are ^{Rs} 15,00,247.

Should the new Municipal Bill become law the estimated annual income will be ^{Rs} 7,00,000 or an increase of ^{Rs} 1,40,000 per

Read the following papers

minutes of the R. Council
the former

13th July 1867
minutes of the R. Council in 1867
Group

22nd Aug 67

minutes of the R. Council
the latter

3rd Sept 1867

19th September 1867 No 1138.

April 1

Resolved that the papers
minutes be referred to
the Govt. of Madras &
the Secretary of
the

G. H.

Public

depts 13/9 with
minutes & 2 Res.

N^o 1139.

The Secretary & the
Govt. of India
Home Dept.
India

As I am directed to submit
for the consideration of
H.E. the Viceroy and
Gov. General of India
in Council the enclosed
copies of minutes recorded
by His Excellency the
Governor and the Civil
members of Council
with reference to a proposal
made by his Lordship
for an equalization
of the proportions of the
grants made by the
Govt. to the municipalities

W

Public Letter to Govt. of India
of 18th

Revenue Department

19th Nov

Enclosed for the Govt.

Noted 12th Dec 1891

7947 1458-1497 1891

1190 124.

Public Letter to Congress 12th Sept 1867
No 19 of 1867

124

Further Despatch from the Secy. of State for India of 31st Decr No 4 of 1867.

Wm. Robert Stephenson
1st 1139.
who is going to the East
of India
J. J. 1867
which is the 19th of January 1867
of No. 1082 of 1868