

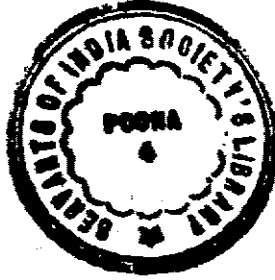
**ADMINISTRATION REPORT**  
OF THE  
**MUNICIPAL COMMISSIONER**  
FOR THE  
**CITY OF BOMBAY**  
FOR THE YEAR 1929-30

BOMBAY:  
THE TIMES OF INDIA PRESS.

---

1930.

SERVANTS OF INDIA SOCIETY'S  
BRANCH LIBRARY  
BOMBAY



**ADMINISTRATION REPORT**  
OF THE  
**MUNICIPAL COMMISSIONER**  
FOR THE  
**CITY OF BOMBAY.**  
FOR THE YEAR 1929-30.

SERVANTS OF INDIA SOCIETY'S  
BRANCH LIBRARY  
BOMBAY

BOMBAY:  
THE TIMES OF INDIA PRESS.

1930.

# CONTENTS.

## PART I.

	PAGES
STANDING COMMITTEE'S "REVIEW" OF THE REPORT .....	i to xiii
COMMISSIONER'S REPORT .....	1-15

### ACCOMPANIMENTS.

1. FINANCIAL ...	Report of the Chief Accountant, with Appendices ...	19-142
2. REVENUE ...	Report of the Assessor and Collector...	143-150
	Report of the Town Duty Officer ...	151-153
3. PUBLIC WORKS ...	Report of the Executive Engineer ...	155-194
	Disposal of Town Refuse ..	155-156
	Drainage ...	156-159
	Mechanical Branch ...	160-163
	Roads ...	163-166
	Footpaths...	167-169
	Tramways ...	169
	Public Lighting ...	169-171
	Asphalt Plant ...	172-173
	Private Building Construction (including set-backs) ...	174-179
	Municipal Building Construction ...	180-183
	Schemes—Overbridges, Roads, &c. ...	183-187
	New Works ...	187-194
	Repairs to Municipal Buildings and Plague Measures ...	179
4. LICENSES...	Report of the Superintendent of Licenses ...	195-202
5. MARKETS ..	Report of the Chief Officer, Fire Brigade ...	203-208
6. HOSPITAL AND MEDICAL COLLEGE ...	Report of the Superintendent of Gardens ...	209-215
	Report of the Curator Victoria and Albert Museum.	217-220
7. EDUCATIONAL ...	Report of the General Stores Department ...	221-224
8. AUDITORS' REPORTS ...	Report of the Superintendent of Licenses ...	225-231
9. PUBLIC HEALTH...	Report of the Superintendent of Markets ...	233-238
	Report of the Dean ...	239-271
7. EDUCATIONAL ...	Report of the Schools Committee ...	273-359
	8. AUDITORS' REPORTS ...	361-389

## PART II.

9. PUBLIC HEALTH...	Health Officer's Report ...	1-35
	Report of the Medical Officer-in-Charge, Arthur Road Hospital ...	39-45
	Report of the Medical Officer-in-Charge, Maratha Plague Hospital ...	46-50
	Report of the Municipal Analyst ...	51-59
	Report of the Superintendent of Vaccination ...	60-61
	Vital Statistics of Health Officer's Report ..	63-102
	Table showing Meteorological Data ...	104

# Review by the Standing Committee of the Administration Report of the Municipal Commissioner for the City of Bombay for the Year 1929-30.

## Corporation and Standing Committee.

Mr. Meyer Nissim, M.A., J.P., was the President of the Corporation and Mr. V. N. Chandavarkar, B.A. (CANTAB.), BAR-AT-LAW, was the Chairman of the Standing Committee.

2. 133 meetings were held by the Corporation and 75 by the Standing Committee, as against 103 and 72 held in the preceding year. There were 51 meetings of the Sub-Committees of the Standing Committee during the year as against 81 in the year previous. There were, besides, 238 meetings of Committees of the Corporation and 130 of their Sub-Committees as against 262 and 186 respectively in the year past.

## Commissioner.

3. Mr. A. R. Dalal, M.A., I.C.S., held the office of the Municipal Commissioner.

## Financial.

### INCOME.

4. The income for the year was Rs. 3,31,40,098, showing an increase of Rs. 16,06,715, while the expenditure was Rs. 3,30,00,829, showing an increase of Rs. 2,50,551 over the corresponding figure for the previous year. The year's transactions thus resulted in a surplus of Rs. 1,39,269. Though the margin of surplus is small, it is encouraging after the disappointing deficit of Rs. 12,16,895 in the previous year. The Surplus Cash Balance was reduced from Rs. 44,86,088 to Rs. 36,14,268, mainly due to the advances having been made for the purpose of financing subvention scheme. The budget estimates for the year under report anticipated a deficit of Rs. 3,43,773, and the Revised Estimates a deficit of Rs. 5,28,244, but the results at the close of the year showed a surplus of Rs. 1,39,269. The estimated Revenue for the year was Rs. 3,33,03,966 but the actual realisations fell short by about Rs. 1.64 lakhs. The main decreases were in respect of the General Tax, Rs. 3.49 lakhs; Development Fund receipts, Rs. 4.85 lakhs; contribution on account of Loan Works Staff Rs. 0.63 lakhs. The fall in the receipts from the General Tax was due to the decision of Government to pay Municipal taxes in arrears instead of in advance and the decreases in respect of Development Schemes were due to less realisations from the sale proceeds of surplus lands in the Development schemes. Other decreases and increases referred to are minor and need no mention. These decreases were, however, set off by increases under Cotton Duty due to more imports, Interest and Profit on Investments on account of interest realised on larger balances in hand, Water Tax due to receipt of arrears from the G. I. P. Railway on account of water by meter measurement and Wheel Tax on account of more receipts from private and Public Conveyances.

## EXPENDITURE.

5. Turning to the other side of the balance sheet, the estimated expenditure was Rs. 3,36,47,739. This amount increased by Rs. 1,955 in the Revised Estimates but decreased to Rs. 3,30,00,829 at the close of the year. In the final result there was a decrease of about Rs. 6.47 lakhs over the estimated expenditure. The budget grants of Rs. 3,36,47,739 were reinforced by the unexpended grants of the previous year to the extent of Rs. 8,22,231 and additional grants of Rs. 2,42,960. This brings the total funds available to Rs. 3,47,12,930. Out of this, as has been stated, Rs. 3,30,00,829 were expended, and grants to the extent of Rs. 4,99,110 were renewed for the following year. Thus the savings effected on the aggregate funds available were Rs. 12,12,991. It is a noteworthy feature that the margin of difference between the estimates and the actuals has been gradually diminishing during the last quinquennium. The expenditure during the year shows a net increase of Rs. 2,50,551 over the previous year's actuals. The most important increases were in respect of Debt Charges and Primary Education. On a careful analysis it will be seen that the increases were inevitable and the decreases were the result of the restraining influence on the expenditure of the departments.

6. It must be pointed out that the figures of income and expenditure dealt with in the previous paragraphs do not lend themselves to a proper comparison with the corresponding figures for the previous year. There have been certain changes during the year which vitiate any parallelism with its predecessor. For example, Government decided to pay their contribution in lieu of the general tax in arrears instead of in advance. Accordingly Rs. 4,49,200 due from them during the year 1929-30 were received in 1930-31. Further, owing to the dispute with the G. I. P. Railway the amount of taxes due from them in 1928-29 was received partly in 1929-30 and partly in 1930-31. On the expenditure side, Rs. 7 lakhs were paid from Revenue in 1928-29 as the Municipal share towards the capital cost of constructing the Bai Jerbai Wadia Hospital for children: this item is not of a recurring nature. In 1929-30 on the other hand the Schools Committee unlike in the previous year refunded in pursuance of Corporation Resolution No. 7666, dated the 28th November 1929, Rs. 1,71,628 being the extra balance in their hands. If proper adjustments were made, the deficit of Rs. 12,16,895 in 1928-29 would be converted into a surplus of Rs. 3,18,639 and the surplus of Rs. 1,39,269 during the year under review reduced to Rs. 88,685. The expenditure of 1929-30 was more by Rs. 11,22,179 than that of 1928-29 which is due to the charges in respect of Development Loans being met for the first time out of revenue during the year of report.

## LAPSED GRANTS.

7. As has been noted above the Revenue expenditure closely approximated to the estimates. The balances left unspent were Rs. 12,12,991, the lowest recorded during the last quinquennium. The total lapsed grants required to be renewed in 1930-31 were Rs. 4,99,110 against Rs. 8,28,858 in the previous year. This amount is made up of Rs. 2,15,036 in respect of interest charge on Municipal debentures due but not paid upto the end of the year and of Rs. 2,84,074 for meeting liabilities incurred and to be incurred. The budget transfers decreased from Rs. 5,61,753 in 1928-29 to Rs. 3,46,264 in 1929-30. The Standing Committee note with satisfaction that their remarks in the previous years regarding the large number of budget transfers have had the desired effect in reducing the number of transfers and they hope that this improvement will be kept up.

## CAPITAL WORKS.

8. While the Revenue expenditure closely approximated to the budget provision, the expenditure on Capital Works showed a sharp contrast. The

budgetted estimate in respect of Loan Works Expenditure was Rs. 40,68,116. This provision was increased in the revised estimates to Rs. 43,86,347. At the close of the year the amount actually expended was only Rs. 29,43,178. The percentage by which the actuals fell short of the budget estimates was 28 and of the revised estimates 33. It will be noted that this percentage has been on the increase during the last quinquennium. From a modest difference of 12 per cent. in 1925-26 it has now increased to 28 per cent. in spite of caustic comments from the Chief Accountant and the Standing Committee. In fact the difference between the original demands made by the departments and the expenditure incurred by them was still greater. While submitting the revised estimates the Heads of Departments asked for a provision of Rs. 54,25,000 which amount was reduced to Rs. 49,96,000 by the Commissioner. This amount was further cut down to Rs. 43,86,000 by the Standing Committee after investigating the needs of each department and on the assurance of the executive that they would be able not only to carry out the works but also to pay the bills before the close of the year. The actuals will thus be found to have fallen short of the original demands made by the departments by a little under 50 per cent. This large unspent amount could have been utilised to meet other equally pressing demands which were not provided for in order to keep down the Loan Works expenditure. It will be noted that even when the Loan Works programme was over Rs. 4 crores in 1923-24 when conditions rendered accurate forecast difficult the difference between the estimates and the actuals was only 18 per cent. while the difference rose to 28 per cent. during the year of report when the programme was only of Rs. 40 lakhs. The only inference that can be drawn from this is that the Executive frame their demands without a proper estimate of their capacity to finish works within the stipulated time.

#### LOAN LIABILITIES.

9. The loan liability of the Corporation decreased on account of the restrictive policy adopted by the Corporation in regard to future commitments. The total debt which stood at Rs. 18,48,59,325 at the beginning of the year was reduced to Rs. 18,09,63,341 at the end of the year. New loans aggregating Rs. 60,81,000 were raised during the year and an amount of Rs. 99,76,984 was repaid. Out of the debt mentioned above borrowings from Government amounted to Rs. 9,43,21,841, and from the public to Rs. 8,66,41,500. Against this liability the Sinking Fund accumulations amounted to Rs. 3,03,41,783, which reduced the debt liability to Rs. 15,06,21,558 against Rs. 15,40,91,543 in the previous year. For a proper appreciation of the debt liability in relation to its application the classification of debts in para. 21 of the Chief Accountant's report is a useful aid. It will be seen that out of the total debt liability the General Services account for Rs. 9,53,50,713, and the self-supporting services, like Water Works and Markets and Slaughter Houses account for Rs. 8,56,12,627. It will be noticed that the Development Schemes liability has not been separately shown this year and that this liability is merged with the liability in respect of General Services. The Water Works account shows a surplus of Rs. 1,31,335 against a deficit of Rs. 4,01,838 in the previous year. This surplus was obtained by an all round increase in the rate for water by meter measurement. The Markets and Slaughter Houses account shows a surplus of Rs. 4,58,079. The Water Works and Markets have been really self-supporting services during the year unlike the previous year. The Development Schemes which were hitherto classed separately were not able to meet even their debt charges with the result that it was decided to provide for them from Revenue and credit the sale proceeds to Revenue. The sale proceeds were estimated at Rs. 10 lakhs of which only Rs. 4.85 lakhs were realised. This is due to the prolonged depression in trade and industry. Competition of other public bodies who have released large tracts for sale in the market is also another reason. It is hoped that the strenuous efforts of the Commissioner to effect sales in spite of these adverse factors will be rewarded in the years to come.

## GENERAL.

10. The incidence of taxation during the year rose from Rs. 20-13-4 to Rs. 21-5-5. Nevertheless it is lower than the incidence of the remaining three years in the last quinquennium. The rateable value per head of population also increased from Rs. 97-1-1 to Rs. 99-14-5, the highest ever reached. On the other hand the net debt per head decreased from Rs. 117-5-1 to Rs. 112-3-1, the lowest figure reached since 1924-25. These figures may appear to be rather high but the return of high taxation is in the improvement achieved in public health and sanitation and in the number and kind of amenities provided. The most important achievement has been the reduction of mortality. While it is admitted that the civic benefits are capable of further expansion it has to be recognised that the revenue resources of the Municipality have reached the limit of their yield and the Municipality is faced with immediate liability in respect of Drainage and Sewerage Schemes for the north of the Island, the extension of Primary Education, and the burden of the Improvement Trust which is proposed to be taken over. This prospect necessitated a search for new sources. The Retrenchment and Reforms Enquiry Committee have explored the various avenues from which Municipal income can be augmented and they have submitted an exhaustive report which is now before the Whole-House Committee of the Corporation. It is hoped that the decision of the Corporation will be expedited and Government will be prevailed upon to assist the Corporation in their predicament.

### Assessment and Collection.

11. The rateable value of properties in the City rose from Rs. 12,74,89,831 to Rs. 13,31,79,886. The rates of taxation remained unaltered except for a change in the rate for water by meter measurement. There was an all round increase in the latter except in the case of water supplied to the G. I. P. Railway. The total net demand in respect of Property and Wheel Taxes was Rs. 2,69,88,091 of which Rs. 2,45,62,047 were collected, leaving a balance of Rs. 24,26,044 to be collected. Of these Rs. 4,49,201 were due from Government, Rs. 5,20,981 from the G. I. P. Railway, Rs. 5,97,714 from the Mills and Rs. 8,58,148 from the other ratepayers. The outstandings from Government were due to their decision this year to pay Municipal rates in future in arrears instead of in advance as hitherto. The outstandings from the G. I. P. Railway were attributed to a dispute with the Railway in respect of their claim to be treated on a par with Government which matter has since been settled in favour of the Municipality owing to the special efforts of the Commissioner. The outstandings from the mills were also due to a dispute regarding their valuation by the Municipality. Excluding Rs. 4,49,201 due from Government the total outstandings at the end of the year were Rs. 19,76,844. This amount was reduced to Rs. 10,08,153 on the 30th June 1930, Rs. 9,66,160 having been recovered and bills amounting to Rs. 2,530 recalled and cancelled. Broadly speaking the percentage of collection to demand was 91. A prominent feature of the outstandings during the year was that nearly 60 per cent. of them were connected with disputes which have been either settled or are awaiting settlement and it is hoped that once these are closed the outstandings will diminish if not disappear altogether.

### ASSESSMENT REFORM.

12. During the year the Corporation approved of the valuable suggestions made by Mr. Bird for reform in the system of Assessment and Collection. This reform was long overdue. In fact the report was submitted in December 1925 and after going through many vicissitudes it finally came up before the Corporation in January 1930. The reforms suggested are of a far-reaching character, the most important being the introduction of the system of direct payment of taxes.



▼

This measure is expected to ensure prompt payment and to eliminate much clerical labour and waste of effort and to result, when fully carried out, in a saving of Rs. 50,000 every year. It is proposed to introduce this system in the first instance in A and D wards as an experimental measure, these wards being considered to be more advanced than others in point of literacy. The important recommendations approved by the Corporation are outlined in the last para. of the Assessor and Collector's report. As some of them require amendment of the Municipal Act it would be some time before they are actually put into force. It is hoped that action is being taken by the Commissioner in regard to the preparation of the necessary draft amendments.

### Public Works.

13. All the works budgetted for were undertaken during the year. Pages 180 to 187 of the Executive Engineer's report give a brief account of the progress made in respect of works undertaken. The information supplied in connection with the Development Schemes at Pages 188-189 throws light on the financial aspect of the schemes. The number of cases comprising the schemes was 826, the area acquired 12,85,759 square yards and the expenditure incurred upto the end of the year Rs. 3,82,90,761. Out of the area acquired, 6,10,226 square yards are available for sale, the approximate value of which is estimated at Rs. 3,42,96,430. It will be seen that the proportion of the area available for sale to the area acquired is nearly 50 per cent. The amount realised by the sale of surplus land in the schemes was Rs. 13,04,395. The area disposed of is not mentioned. The rental recoveries from Municipal Buildings during the year amounted to Rs. 6,83,356, while the income from Municipal trees, cultivation, &c., amounted to Rs. 55,300. The total receipts in respect of buildings and trees fell from Rs. 7,94,753 to Rs. 7,38,656. The reduction was partly due to vacancies in Municipal buildings and partly to reduction of rents. It is understood that the collection of rents is much in arrears and that the accounts have not been kept up-to-date in spite of repeated comments from the Accounts Department and the Test Audit Officer. As a separate section for the management of lands has now been created under the reorganisation scheme, it is hoped that a register of Municipal lands will be carefully maintained and attempts will be made to recover the arrears of rents.

### MAIN DRAINAGE AND SEWERAGE SCHEMES.

14. The most noticeable feature of the year was the approval by the Corporation of the Scheme for the Drainage of the North of the Island. A decision on this question had long been delayed on account of the contending schools of thought who set up rival claims in favour of Antop Hill, Love Grove and Worli Point, respectively, as the most suitable site for the location of the out-fall. After considerable deliberation and discussion the Worli Point Scheme estimated to cost Rs. 190 lakhs was approved by the Corporation and the Commissioner was requested to obtain the sanction of Government to the modification of the sanctioned scheme for the disposal of sewage at Kurla and the change in the point of the out-fall and also to prepare detailed plans and estimates for the sewers and take such other preliminary measures including the acquisition of land as may be necessary, after obtaining the financial sanction of the Corporation. It is hoped that this matter will be attended to with due despatch.

### WORKSHOPS.

15. The balance sheet of the Municipal Workshops discloses a loss of Rs. 28,649. The expenditure incurred was Rs. 3,74,191 while the receipts amounted to Rs. 3,41,140. The Workshops have been making a loss ever since the reduction of Capital Works which reduced its output. Page 160 of the report gives a comparative statement of the turnover and loss for the past three years. The question as to how to reduce the losses and effect economies has been engaging the attention of the Standing Committee and the Executive ever since January 1927. The exhaustive note on Workshops retrenchment prepared by Mr. Jamnadas M. Mehta

indicated possibilities of drastic retrenchment. An expert adviser who had the experience of the G. I. P. Railway Workshops was appointed to go into the working of the Workshops. As a result of his inquiry and subsequent investigations held by the Test Audit Officer and the information received from an employee in the Workshops and the personal interest evinced by the Commissioner, a saving of Rs. 71,700 per annum was effected. In order to make up the deficits, the Commissioner had proposed that the percentage of overhead charges should be increased from 50 per cent. to 66½ per cent. on the cost of labour. But although the overhead charges have been reduced on account of the abolition of some of the higher posts, the Commissioner is doubtful whether, owing to the fact that half the salary of the Mechanical Engineer is being debited to the Workshops since 1929-30, it would be possible to bring down the percentage. This matter, however, will have to be considered after some experience is gained.

#### ROADS AND BUILDINGS.

16. Out of 220 miles of roads in the City 35·647 miles have hitherto been asphalted, the length done by the Municipality being 26·661 miles, and by the Improvement Trust 8·986 miles. During the year of report, the Municipality asphalted a length of 4·246 miles and the Trust 0·850 miles. The actual expenditure incurred by the Municipality during the year in this respect, as also in the reinstatement of trenches made by the Gas and Electric Companies, was Rs. 4,19,158. Forty-five private streets were improved and seven declared public, the expenditure incurred on the improvement being Rs. 38,848. The recoveries made from house-owners in respect of improvements carried out during the previous year amounted to Rs. 51,183. An area of 4,396·53 square yards was added to the roads as setbacks at a cost of Rs. 39,525. The amounts spent on setbacks during the last 20 years aggregate over Rs. 87 lakhs. In addition to the operations referred to above, the Municipality repaired and maintained 35,40,860 square feet of water-bound macadam roads at a cost of Rs. 2,08,162, the rate for repairs being lower than in the previous year. During the year 24·5 miles of roadway were dug out for laying underground mains, etc., by the different departments of the Municipality, the Public Utility Companies and Government, against 33·18 miles in the previous year. This may further decrease in view of the amalgamation of the Drainage and Roads Departments. During the year 579 new buildings were erected and 985 dealt with for additions and alterations.

#### LIGHTING.

17. The cost incurred in respect of lighting was Rs. 10,34,233 of which Rs. 6,24,951 were in respect of 6,839 gas lamps, Rs. 2,64,587 in respect of 1,311 electric lamps, Rs. 87,957 in respect of 248 "Bannister" (incandescent kerosene oil) lamps, and Rs. 846 for 20 kerosene oil lamps. The balance of Rs. 6,716 was utilised for erecting new lamps and increasing the candle power of the existing gas lamps. The annual cost for each lamp, works out at Rs. 91-6-0 for the gas lamp, Rs. 201-13-0 for the electric lamp, Rs. 354-10-0 for the "Bannister" (incandescent kerosene oil) lamp and Rs. 42-5-0 for the kerosene oil lamp. It will be noticed that the cost of maintenance of incandescent kerosene oil lamps is the highest.

#### Water Works.

18. The rainfall at all the four lakes was deficient and much below the quinquennial average, the deficiency ranging from 19 per cent. at Powai to 25 per cent. at Tansa. While Vehar and Powai overflowed, Tansa and Tulsi did not. The total quantity of water received was 27,437 million gallons as against 27,801 million gallons in the previous year. Owing to the failure of Tansa to fill up Vehar had to be drawn upon to a greater extent than in the preceding year. Even then the supply to the City had to be curtailed. Of the above supply 2·06 million gallons per day were received by the suburbs as against 2·12 million gallons in the previous year, and 75·17 million gallons by the City against 76·16 million gallons in the past year. The average daily supply to the City per head for all purposes thus fell from 54·80 to 54·05. The failure of the monsoon and consequent curtailment of the supply to the City necessitated the revival of the Vaitarna Scheme and the

sanctioning by the Corporation of the preliminary survey at an estimated cost of Rs. 40,000. This work was commenced in January 1930 and before the close of the year much progress was made.

### General Stores.

19. The value of stores on hand on 1st April 1929 was Rs. 8,95,557. Fresh purchases made during the year amounted to Rs. 8,83,542, bringing up the total to Rs. 17,79,100. Against this, stores worth Rs. 9,15,022 were issued leaving on hand a balance of stores worth Rs. 8,64,078, at the end of the year. Though the purchases made during the year were less by Rs. 1.44 lakhs than the previous year the practice of keeping at the end of the year such a large balance does not seem to be justifiable. It may be noted that this practice was adversely criticised by the Standing Committee in the past. It is reported that great care was taken not to swell the store balances and only such articles as were required for immediate use were indented for, thus freeing a large amount of capital money invested in stores. However, the balances in hand are nearly 50 per cent. of the year's turn-over. From this it appears that the stores now on hand were purchased not in the year under report but previously. Stores purchased in advance of requirements and lying idle are subject to deterioration and consequent loss in value besides loss in interest charges. Attempts should therefore be made to reduce the balances to the minimum.

### Markets and Slaughter Houses.

20. The receipts from the Markets and Slaughter Houses fell from Rs. 12,13,440 to Rs. 12,02,131. The decrease of Rs. 11,309 is chiefly due to the fall in the receipts from fair fees at the Bandra Slaughter Houses and in the rent receipts of most of the markets, especially the Arthur Crawford Market. The number of Municipal markets remained at 16. Of the 19 private markets 2 were closed before the end of the year. There has been a slight improvement in the condition of the markets, the average number of stalls vacant per quarter having decreased from 595 to 593. The net decrease in stall rents is Rs. 10,885 which is due to trade depression. The vacancies in the stalls have increased practically all round except in the case of the Elphinstone Market and the Gilder Tank Market. The Bhuleshwar and the Dadar Markets have kept level with the previous year's situation. The position of the Gilder Tank Market for the first 10 months remained unchanged but during the last two months as fish and mutton were allowed to be sold, the market recovered slightly. However, the situation was not still encouraging as 133 out of 178 stalls remained vacant. A question has therefore been raised as to whether the market should not be closed entirely and the building utilised for offices or school purposes. Enquiries are being made in this direction.

### Licenses.

21. The License Department issues licenses under Section 313, 313A and 394 and permits under Sections 328, 328A and 390. The amount realised by the issue of licenses under Sections 313 and 313A was Rs. 52,487 against Rs. 62,989 realised in the preceding year. This fall is ascribed to the stoppage of the removal of perishable goods under legal advice, restriction of hawking to foodstuffs and few other specified necessities of life and discontinuance of licenses for the sale of cloth, cutlery and crockery in hand carts. Owing to the discontinuance of the seizure of perishable goods under legal advice the services of the temporary staff employed for the purpose were dispensed with from September 1929. The recoveries of expenses for the removal of encroachment amounted to Rs. 16,136. The receipts from license fees under Section 394 increased from Rs. 1,24,093 to Rs. 1,29,405. Permits under Sections 328 and 328A brought in a revenue of Rs. 35,330 against Rs. 34,164, while permits under Section 390 yielded an income of Rs. 5,575 against Rs. 5,375 in the previous year. During the year the Corporation having decided to license bidi shops, 443 licenses were issued in this behalf. One notable feature is the reduction in the number of prosecutions for the infringement of the provisions of Sections 328 and 328A owing to the rule introduced during the year to charge double the monthly rates in the event of failure to make payments in advance as required by law or within ten days of grace.

## Health Department.

22. The health of the City in the year of report shows an improvement over the conditions of the previous year. The birth and death rates are calculated on the basis of the estimated population for the year 1927, as it is presumed that there has been no marked variation since then. The birth-rate showed a slight increase from 18.5 to 18.6 while the death-rate decreased from 21.0 to 20.4, which is the lowest ever recorded. During the year Small-pox which was epidemic for 19 weeks claimed 1,135 deaths as against 597 in the preceding year, while the mortality from Plague, Cholera, Influenza and Malaria decreased. The death-rate has been as usual invariably high among the poorer classes of people, and as an unduly large proportion of the population of the City belongs to the most poorly paid section of society, the general death rate is raised by that of the large proportion of the very poor. The rate of mortality among the males improved from 18 to 17 while the female death-rate remained constant at 27. It was, however, markedly high among children below 5 years. The general improvement in the health of the City may be attributed to the operations of the Improvement Trust, the Development Department and the Municipality in clearing slum areas and in providing sanitary dwellings and the increased facilities of medical relief provided by Government and the Municipality.

### INFANT MORTALITY.

23. The rate of mortality among children under 1 year was 298 per 1,000 as against 311 in the preceding year and marks the lowest recorded since statistics began to be compiled. While the percentage of deaths under this class to the total mortality improved from 27.3 to 27.2 it increased in the next age group (1 to 5) from 14.9 to 17.4. The largest mortality among infants was as usual due to debility, premature births and diseases of the respiratory system, which together accounted for 73 per cent. of deaths. The death-rate was particularly high among children living in one-room tenements, being 78 per cent. The improvement of 4 per cent. under both these heads over the previous year's percentages may be attributed to the work done by the Municipal district nurses and the Infant Welfare Society. The welfare work done by these agencies consists of (1) education of mothers in the rearing of infants, (2) medical aid and (3) supply of milk at cheap rates.

### MILK SUPPLY.

24. The quantity of milk consumed in the City as calculated in 1923 is roughly about 23,000 gallons per day, which is equivalent to 3.1 ounces per head—a quantity insufficient for the consumers in the City a majority of whom are vegetarians. Of this about 78 per cent. of the milk is produced in the City, 1 per cent. is supplied by the suburbs and about 21 per cent. is brought in from places further off. On account of the length of the journey in the latter case the milk is often preserved with "Boracic acid" or "Formalin". Inspection raids are made at Railway Stations and milk found mixed with these harmful preservatives is destroyed. This action has resulted in the reduction of the importation of preserved milk. The question of improving the milk supply to the City has engaged the attention of the Corporation and the Commissioner for a long time past. Various difficulties, legal or otherwise, had stood in the way of the Corporation undertaking the construction of model stables outside the City or encouraging private enterprise by subsidies. The Standing Committee are glad to note that the Commissioner has devoted serious attention to this problem and after examining and discussing the question in all its aspects has submitted a scheme for subsidising a private enterprise for the supply of 10,000 lbs. of milk per day, as an experimental measure. The scheme is now receiving consideration at the hands of the Corporation and if it is finally approved it will go some way to solve the milk supply problem of the City. It may be hoped that if this venture succeeds it will stimulate private enterprise further.

### MALARIA.

25. There has been a steady improvement in the death rate from Malaria for the past some years. The Malaria mortality fell from 294 to 216 during the year. The number of attacks as ascertained from the Municipal dispensaries, Hospitals and Private medical practitioners increased from 99,060 to 1,01,507. These figures do not indicate the exact incidence of malaria as the same patients may have been returned by different practitioners or a patient who has had attacks of Malaria by intervals may have been treated every time as a new patient. Nevertheless as these factors are common, the increase in the number of attacks shows that Malaria is not still sufficiently under control. The low-lying lands and the open wells still remain the breeding places of mosquito larvæ. The total number of wells in the City is 2,793, of which 1,518 are open or partially open and 1,275 are hermetically closed with or without pumps. Owing to the opposition of the orthodox section of the population to the closing of wells on religious grounds the Corporation have appointed a Committee to assist the Commissioner in determining the exact number and situation of the wells which should be kept open. This co-operation of the Committee with the Commissioner is expected to remove all groundless opposition. At present the Malaria campaign is handicapped by the reluctance of Government, the Railway and the Port Trust to submit to the direction of Malaria operations by the Municipality in their spheres and their insistence on a rigid delimitation of powers.

### CONSERVANCY REFORM.

26. The conversion of basket privies into waterclosets on the full flushing system has gone on apace. The number of privy seats converted upto the end of March 1930 was 10,398 and the cost incurred was about Rs. 5,65,600. It is expected that if this progress is maintained all the basket privies in the sewered areas will soon disappear. This sanitary reform, apart from reducing the cost of conservancy, will go a long way in improving the health of the City. Another sanitary reform of equally great importance is the speedy removal of kutchra from the City. There has been some improvement in the method of collection of kutchra by the gradual substitution of motor traction for bullock transport. The importance and necessity of speeding up this progress cannot be over-emphasised.

### K. E. M. Hospital and G. S. M. College.

27. The important feature of the year under report was the increasing popularity of the Hospital which resulted in constant overcrowding and necessitated the scheduled number of beds being raised from 334 to 354. The highest number of the in-patients accommodated on a single day also rose from 399 to 405. A great part of the congestion is ascribed to cases of fractures which could have been more economically treated in a Convalescent Home. The Dean therefore again stresses the need of starting a Convalescent Home for such cases and an infirmary for chronic and nervous cases to relieve congestion in the Hospital. The arrangement made by the Corporation with the Helpless Beggars' Committee to receive helpless patients is expected to relieve congestion to some extent. The total number of in-patients treated was 8,575 against 8,141 in the previous year. Of the above number 8,265 were new admissions against 7,846 in the preceding year. The deaths numbered 917. Turning to the outdoor section, the progress has been equally marked, the number of new patients treated having increased from 48,160 to 51,760. There was considerable congestion in this section also to relieve which the Dean emphasises the need of a separate Casualty Department, and the extension of the Surgical Dressing Section. Funds for the latter have since been provided and the work is in progress. The total expenditure on the Hospital was Rs. 4,96,747 against Rs. 4,81,492 in the previous year. The average cost per in-patient per day is gradually decreasing. It fell from Rs.3-11-6 in 1927-28 to Rs.3-6-7



in 1928-29 and then again to Rs. 3-2-6 in the year of report. The same improvement is marked in the cost per out-patient admitted which decreased from Rs. 1-8-6 to Rs. 1-7-7 and then again to Rs. 1-7-6 during the corresponding years. The average cost to the Institution for every in-patient admitted also decreased gradually during the last three years from Rs. 62-2-9 to Rs. 52-3-2 and then to Rs. 48-1-10. This speaks of vigilant economy exercised by the management. The strength of the students at the G. S. M. College increased from 192 to 232 the College now having received its full complement. The total expenditure in respect of the College and the Students' Hostel was Rs. 2,23,241 and the total receipts from fees and hostel rents, etc., Rs. 60,730 against the corresponding figures of Rs. 2,17,668 and Rs. 56,017 in the preceding year. The net cost per student for the year was reduced from Rs. 842 to Rs. 700. The working of the Hospital and the College was more economical during the year of report than in any preceding year. This is the result of frequent investigations and retrenchment and the cheerful accommodation of the management to the exigencies of economy.

### Primary Education.

#### MUNICIPAL SCHOOLS.

28. The progress of primary education was fairly well maintained during the year. The lost ground of the previous year due to riots and strikes was recovered and a further appreciable advance was made. The number of pupils attending Municipal Schools increased from 49,659 to 51,710 while the number of Municipal Schools decreased from 341 to 326 as a result of the closure of some schools and amalgamation of others by reason of poor attendance. The net expenditure on Municipal Schools was Rs. 27,55,654. The average cost per pupil in these schools was thus Rs. 53.3 against Rs. 56.9 in the previous year. In calculating this average the expenditure incurred in respect of the Schools Committee's Head Office has not been taken into account and if that is done the average cost works out at Rs. 54.5. The average in the three sections varied from Rs. 51 on the Marathi side to Rs. 55.9 on the Gujarathi side and Rs. 57.9 on the Urdu side which taken together bring the average to Rs. 53.3. This average is the lowest since 1920-21 but is still high, compared with the average of Rs. 50 recommended by Mr. N. D. Mehta. The reduction in the average cost was due to the number of pupils at the end of the year being larger than the actual average number of pupils throughout the year. This circumstance was brought about by the partial recovery of normal life from the effects of riots and strikes during the previous year which continued to be felt even during the earlier part of the year under report. The total number of posts of teachers during the year was 1891 of which only 1877 were filled. No new teachers were engaged during the year in consequence of the adjustment that would have to be made by virtue of the Retrenchment Committee's recommendation to maintain a staff of permanent teachers at the rate of 1 teacher for 30 pupils on roll and to maintain in addition a floating staff equal to 10 per cent. of the permanent staff. The number of pupils per teacher in the Municipal Schools works out at a little over 27. This is very much near the number of 30 which has been fixed as the goal to be achieved. What makes the cost in the Municipal Schools more than in private schools is the high percentage of trained teachers maintained by the former, *viz.*, 51.6 as against 22 by the latter.

#### AIDED SCHOOLS.

29. The number of Aided Schools increased from 176 to 180 and the number of children attending these schools correspondingly increased from 17,143 to 18,588. The grants and remissions to these schools amounted to Rs. 1,91,271 as against Rs. 1,81,211 in the preceding year. The expenditure incurred by the Aided Schools was Rs. 7,70,600. Taking the average number of pupils at 17,348, the average cost per pupil in the Aided Schools works out at Rs. 44.4 against Rs. 43.4 in the

preceding year. The rise is due to the increase in the number of teachers from 933 to 1,081, which was high in proportion to the increase in the number of schools and pupils. The average number of students per teacher works out a little over 17. In spite of this low average the Aided Schools are working on the whole more economically than Municipal schools as they maintain a third of their staff on half time basis and have a low percentage of trained teachers, *viz.* 22. Many of these schools are deemed to be an asset to the Municipality inasmuch as they help in educating a large number of children at a comparatively less cost to the Municipality.

#### FREE AND COMPULSORY PRIMARY EDUCATION.

30. The steady progress of free and compulsory primary education was disturbed during the last two years by the disorganisation of normal life by mill strikes, the G. I. P. Railway strike and the riots. At the beginning of the year there were 16,874 children of compulsory age in F and G Wards, of whom 12,778 attended schools. By the end of the year the number of school-going children rose to 18,085 out of which 13,098 attended schools, leaving 4,987 to be reclaimed. The percentage of pupils attending schools to the total number of children of compulsory age at the end of the year was 72.4 against 75.3 during the previous year. This resilience is not quite encouraging as the disturbing factors were mostly common to both the years. The Schools Committee have realised the need for better effort in this direction and have engaged the services of 80 teachers on extra allowance of Rs. 10 to visit families in the neighbourhood of schools and induce parents and guardians to send their children to school. This experiment has been in operation from June 1930 and is reported to have achieved great results within a working of two months by bringing to school 2,000 out of the 5,000 non-attending children. The important feature of the Schools Committee's activities during the year was the introduction of compulsion among Moslem girls below 10 years in F and G Wards from 1st August 1929. Before this step was taken the number of Moslem girls of compulsory age attending schools was 288. This rose to 378 within the course of 8 months of the introduction of compulsion. It is important to remember in reviewing the results of compulsion during the last quinquennium that the Schools Committee have considered it politic to pursue a policy of persuasion rather than prosecution in cases of default. The extension of compulsion to other Wards has been impeded for the time being by refusal of Government to accord sanction to the schemes framed by the Corporation in this behalf for one reason or another. Any progress in those wards for some years to come will have therefore to depend not on legislation but on enlightened public opinion.

#### MEDICAL INSPECTION OF SCHOOLS.

31. Among the new entrants the percentage of boys free from any disease was 50, and among girls 48. Malnutrition and bad teeth accounted for 34 per cent. of defects among boys and for 35.5 per cent. among girls. There has been a decided decrease in the percentage of diseases generally. In addition to inspection and instruction the medical staff attends to various preventive and remedial measures. The activities of this staff are detailed in para. 31 of the Schools Committee's report. It has been proposed to start Children's Clinics and the suggestions made by the Dean, K. E. M. Hospital, in this matter have been approved by the Corporation. The question is receiving the attention of the Schools Committee. The Schools Committee have also arranged with some Hospitals and dispensaries in some wards for the treatment of affected children for a period of three months. Dental defects having prominently figured among the diseases of children, the Schools Committee are investigating the present system of treatment with a view to its improvement.

## SCHOOLS COMMITTEE'S FINANCES.

32. The year began with an opening balance of Rs. 2,77,185. The budgetted figure was Rs. 1,05,557. The difference therefore was refunded to the General Fund. The Municipal grant during the year amounted to Rs. 31,12,660 and other miscellaneous receipts to Rs. 44,099. The total amount thus left in the hands of the Committee was Rs. 32,62,316 against Rs. 32,89,399 in the previous year. Against this the expenditure incurred was Rs. 29,68,295 while the expenditure in the preceding year was Rs. 30,12,214. The year's transactions have left a closing balance of Rs. 2,94,021. On a scrutiny of these figures it will be seen that the expenditure during the year shows a reduction of Rs. 44,000 over that of the previous year. This is a welcome feature particularly in view of the fact that the expenditure every year is bound to increase by about Rs. 50,000 by reason of normal increase of 2,000 children every year and annual increments to the staff, etc. It is stated that further economy would have been possible if the number of children attending the schools were steady and not fluctuating. As has been already noted there had been large variations in the figures of attendance owing to disturbed conditions in F and G Wards and general depression in trade and industry. The key to economy is in reclaiming more non-attending children and it is stated that with the present machinery it would be possible to educate 2 or 3 thousand more children with a little extra cost. It is hoped that the Schools Committee's efforts will be directed towards this end. The reduction in respect of school rent was Rs. 16,000 which was due to strenuous efforts of the Chairman of the Committee in that direction. The above expenditure is exclusive of the cost of establishment of the Schools Committee's Office, which was Rs. 60,471 against Rs. 54,913 in the preceding year. This amount is paid from the General Fund. The increase is set down to annual increments to the staff and addition of 3 posts to the present strength. During the year the total amount of grants received from Government was Rs. 8,10,418 against Rs. 8,15,636 in the preceding year. Para. 41 of the Schools Committee's report gives the amount claimed from Government and the amount actually received since the dispute arose. It will be seen that the balance outstanding from Government is Rs. 23,29,986.

## GENERAL.

33. The year was eventful. The constitution of the Schools Committee was under revision by a Private Bill in the Council which has since been passed into an Act. Rules for a revised Grant-in-Aid Code for the City were framed and were receiving the attention of a Committee of the Corporation. These rules have since been approved. Three new Municipal owned school buildings were constructed. The salaries of Superintendents of Schools were revised from Rs. 270-10-380 to Rs. 300-20-400. The salaries of Vernacular Final teachers were revised from Rs. 40-1-60 to Rs. 40-1-65. The salaries of the peons and hamals also came in for revision. The revision of the curriculum of studies was also taken up, the prominent items being the introduction of shift system for infant and 1st standard classes and 17 hours' teaching in a week for these classes. The changes proposed are detailed in para. 67 of the Schools Committee's report. It is stated that some of these changes have already been introduced and others will be introduced ere long. Centralisation of all the Schools Committee's offices was also seriously considered and the question of locating them in the Gilder Tank Market Building is being investigated. The most important contribution was in the matter of retrenchment. Mr. N. D. Mehta made a searching scrutiny of the Schools Committee's finances and laid out expenditure on different heads on the basis of the cost of Rs. 50 per student. His recommendations were in the main to maintain the permanent staff of teachers at 1 teacher per 30 pupils and to maintain in addition a floating staff of 10 per cent. of the permanent staff, to have combined classes for the infant and 1st standards, to introduce the shift system, to close or amalgamate poorly attended schools, to reduce rents, to regulate admissions by a new set



of rules, to revise and reduce the scale of pay of teachers, etc. The Schools Committee, though they agreed with Mr. Mehta on most points, could not see eye to eye with him on the most crucial questions of the salaries and strength of teachers. The Retrenchment Committee's recommendations to the Corporation were a compromise between the two. They have since been approved by the Corporation with slight modifications. The combined efforts of the Retrenchment Officer and the Retrenchment Committee deserve commendation.

### **Municipal Auditors.**

34. The Auditors' appreciation of the financial transactions during the year is a useful aid to the study of Municipal finances.

### **Acknowledgment.**

35. In conclusion, the Standing Committee desire to place on record their high appreciation of the very able and successful conduct of Municipal administration during the year by Mr. A. R. Dalal, M.A., I.C.S., whose financial acumen has been of considerable benefit to the Municipality.

MUNICIPAL CORPORATION OFFICE,  
BOMBAY, 10th December 1930. }

A. R. DIMITIMKAR,

*Chairman of the Standing Committee.*

# INDEX

	PAGE
Administration and Divisions of the City ...	31
Adulteration of Food ...	51
Analyst, Municipal, Annual Report of ...	51
Appendix—Supplementary Reports and Tables ...	37
Area and Population ...	2
Arthur Road Hospital—Annual Report ...	39
Births and Birth-rates ...	2
„ by Months ...	2
„ „ Races ...	3
Causes of Deaths ...	4
Certificates of the Cause of Death ...	4
Cholera ...	17
Conservancy ...	32
Consumption ...	17
Deaths and Death-rate ...	3
„ by Months ...	6
„ „ Occupation ...	6
„ „ Sections ...	6
„ „ Sex and Age ...	3
„ —Causes of ...	4
„ from Principal Causes ...	5
Disinfection ...	30
Dispensaries—Municipal ...	31
Dogs—Destruction of ...	32
Epidemic Diseases ...	15
Food—Seizure of and Adulteration ...	33
Hospitals—Isolation ...	...39 and 46
Housing ...	35
Infant Mortality ...	6
Infant Mortality—Prevention of ...	10
Infant Welfare Centres ...	12
Infectious Diseases ...	15
Influenza ...	17
Legal Proceedings ...	34
Malaria, Ague and Remittent Fevers ...	19
Malaria—Anti-Malarial Work ...	19
Maratha Hospital—Annual Report ...	46
Maternity Homes ...	12
Medical Relief... ...	31
Meteorology of 1929 ...	12
Midwives—Municipal ...	10
Milk—Adulteration of ...	33
Milk Supply ...	33
Notices under Municipal Act ...	34
Notification of Infectious Diseases ...	15

	PAGE
Nurses—Municipal	10
Phthisis	17
Plague ...	15
Population	2
Prosecution	34
Review of the year	1
Small-pox	16
Still-births *	3
Tuberculosis	17
Vaccination	16
Vaccination—Report of the Superintendent...	60
Venereal Diseases	28
Water Supply ...	34