



Report of the Greater Poona Municipal Constitution Committee

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CHAPTER I.

INTRODUCTION.

1. Our Committee was appointed by the Government of Bombay by their Resolution, Health and Local Government Department, No. 5608/33, dated the 7th July 1947, to examine and report on measures required to ensure the more efficient municipal government of the Greater Poona region.

Appointment of the Committee.

2. The following persons were appointed members of our Committee :—

Personnel of the Committee.

Mr. M. D. Bhat, M.A. (Cantab.), (Chairman).

„ R. B. Ghorpade, B.Sc. (New York), M.L.A.

„ A. K. A. A. Khan, B.A., LL.B., M.L.A.

„ S. S. Naik, B.A. (Bombay), B.Sc. (Edin.), L.C.E. (Bombay).

Rao Bahadur D. V. Nadkarni, J.P. (Secretary).

3. The terms of reference were as follows :—

Terms of reference. (1) To examine and report, after eliciting local opinion, whether, having regard to the ultimate benefits to the people residing within the limits of the Poona City Municipal Borough and the Poona Suburban Municipal Borough and in the existing or growing contiguous areas, it would be advisable to establish a single local authority in place of the existing separate local authorities for the municipal government of all these areas ; and

(2) To suggest legislative and other measures, if any, considered necessary to achieve greater efficiency of municipal administration and to promote better development of all these areas, whether under a single local authority or under the existing separate local authorities.

We were asked to submit our report within six months.

4. A skelton staff was sanctioned by Government in their Resolution, Health and Local Government Department, No. 5608/33, dated the 16th July 1947. We held the first meeting on 19th July 1947 to consider the draft questionnaire and to discuss and settle the procedure and programme of our work. The questionnaire in both English and Marathi languages, (*vide* Appendix A) was issued to 581 persons whose names were suggested to us by the authorities of the Poona City and Suburban Municipalities and the Collector of Poona. Besides, a notification was published in all the local news-papers announcing that copies of the questionnaire had been supplied to the City and Suburban Municipalities and were available in their offices to persons who had not received the questionnaire and who wished to offer their views. The response was fairly good as more than 200 persons took away copies of the questionnaire from these offices. Some persons also asked for copies of the questionnaire directly from the Committee's office in Bombay. Altogether 324 memoranda were received.

It is evident that a considerable number of persons in the city and suburbs took interest in the inquiry and were eager to assist us.

5. We held in all 14 meetings, 10 at Poona and 4 at Bombay. While in Poona, we went round the city and its suburbs and visited the neighbouring villages which were suggested to us for inclusion in the municipal limits of Greater Poona. We examined orally 69 persons, (*vide* Appendix B) who included prominent citizens possessing experience of municipal administration, representatives of recognized local institutions and Municipal and Government officers. We desire to express our thanks for the co-operation we received from all those both officials and non-officials who submitted memoranda of their views and gave oral evidence at the expense of much time and at considerable inconvenience. The Collector of Poona afforded us all possible help and readily furnished the information required by us. We are greatly indebted to him for his valuable assistance. The Chief Officer and other officers of the Poona City Municipality and the Chief Officer of the Poona Suburban Municipality prepared for us exhaustive notes on the actual working of the two Municipalities and supplied all the information wanted by us. They explained to us orally the difficulties experienced by the Municipalities and the executive in carrying on the administration under the existing constitution, and made certain suggestions for removing some of the difficulties. We are deeply grateful to them for the co-operation and help which they ungrudgingly gave us.

6. There are two main ideas which are apparently responsible for our enquiry.

The first is the amalgamation of the existing municipal authorities in and around Poona City and the second more efficient and planned municipal administration for Poona City and its suburbs. Knowledge of the

Plan of the Report.

past history of Poona City and its suburbs, their development and the growth of municipal government in these areas is essential to understand the significance of these two ideas. It is only in the light of the knowledge and experience of the working of municipal constitutions in large cities in India and elsewhere that the problems involved can be profitably examined and suggestions made for putting the ideas into practice. Bearing this in mind, we propose in the following pages to set out firstly the history of Poona City and its suburbs, secondly the growth of municipal government in these areas and thirdly the present working of the municipal organizations in these areas. We then propose to record briefly the views expressed in writing or orally by the citizens of Poona City and its suburbs regarding the municipal administration in these areas and the suggestions made by them for improving it. Having done this we propose to cite the different types of municipal authorities in America and Europe and in some of the large cities in India and to examine the benefits resulting from the amalgamation of the different municipal units and of the constitution on the lines of the Bombay Municipal Corporation. Lastly, we propose to make our suggestions regarding legislative and other measures which are considered necessary for achieving greater efficiency of municipal administration and better development of Poona City and its suburbs.

CHAPTER II.

HISTORY OF POONA CITY AND ITS SUBURBS.

7. Poona is known as the "Queen of the Deccan" partly on account of its old historical associations and partly on account of its being a great cultural, social and political centre in the Deccan. The name appears to be of Sanskrit origin, the city being known in ancient times as "Punyapur" owing to its situation at the sacred junction of the rivers Mula and Mutha. It was known during the time of Ptolemy (150 A.D.) as "Punnata". In the map of the English traveller Fryer (1673-75), it appears as "Panatu". It is believed that it was also known as "Punya Vishya, Punnak or Purnaka". According to the late Dr. D. R. Bhandarkar, Poona was known as "Poorna Nagar" about the sixteenth century.

8. The history of Poona dates back to the days of "Chalukya" and "Rashtrakuta" dynasties. It appears that about 754 A.D. Poona was captured by the "Rashtrakutas" from "Chalukyas" and later on it came under the domination of "Yadavas of Devgiri". On the downfall of Yadavas, at the end of the thirteenth century, the territory including Poona was successively held by the Moghuls, the Nizam and the Adilshah of Bijapur. Early in the seventeenth century, this territory was the bone of contention between the three empires and none of them could retain it long. About this time, the Marathas came into the picture. In 1621 A.D., Shahaji Bhonsale, father of Shivaji Bhonsale, founder of the Maratha Empire, captured the city and the surrounding districts from the Adilshah of Bijapur and annexed it to the Nizam's empire to whom he owed allegiance. He was the *de-facto* ruler of Poona and the surrounding region, the Nizam's control over the area being nominal. When relations with the Nizam became strained, Shahaji transferred his allegiance to the Adilshah of Bijapur, who in 1636 A.D. ceded to him Poona and Supa as Jagirs. On Shivaji's rise to power, the prominence of Poona increased and it began to grow rapidly. It was, however, during the time of the Peshwas (1708-1818) that Poona reached the peak of its glory. Although the prestige of the Peshwas received a severe setback owing to their defeat in the battle of Panipat (1761 A.D.), Poona continued to enjoy its political importance up to 1817, when the Marathas were vanquished at Kirkee and the Maratha empire collapsed completely. Thereafter, Poona came directly under the British rule and for some time lost its political glamour and importance. But owing to its good climate it soon acquired importance as a Military centre and became the seat of the Provincial Government for five months (June to October) in the year. In 1856, Poona was joined to Bombay by Railway, which contributed to the development of modern Poona.

9. Poona of the time of Shivaji comprised only what is known at present as the Kasba Peth. Later on, the Peths of Shaniwar, Rayivar and Somwar were developed. In 1663 A.D. Sardar Shahistekhan founded the Mangalwar Peth. The Budhwar Peth was founded by Emperor Aurangzeb during his invasion. Poona grew extensively after the construction of the Palace in the Shaniwar

Peth was started by Bajirao I in 1730 A.D. Bajirao founded the Shukrawar Peth and his son Nanasahab founded four more peths, viz. the Vetal, Nyhal, Ganesh and Narayan. He also built the Lakdi bridge and constructed the Parwati temple, which overlooks the whole city from a height of about 260 feet. Madhavrao I founded the Sadashiv Peth to commemorate the memory of Sadashivrao who fell in the battle of Paripat. Madhavrao II founded the Rasta, Nana and Ghorpade Peths and Bajirao II founded the Narsipur Peth now included in the Sadashiv Peth. After Poona came under the British rule, it made a greater advance from 1830 to 1880 than any of the leading towns of the Province except Bombay. Since the opening of the Railway in 1856, the trade and prosperity of Poona increased rapidly. Between 1860 and 1870 the city witnessed a boom. This was followed by a depression which was at its worst in 1876-77. Since 1879, the progress of the city has been steady. In 1896, the Fergusson College was founded on the west of the Mutha river. This led to the development of the western portion of Poona City. Similarly, the south began to develop rapidly after the Shikshana Prasarak Mandali started the New Poona College (now known as Sir Parshurambhau College). The establishment of the Indian Women's University at Yerandavana and of the Law College contributed to the expansion of the city up to Yerandavana and Vetal Hill. The area of the city in 1820 was not more than 2 sq. miles. It was then more like a big village than a city. It has since developed into a large city and its area now is 7.65 sq. miles.

10. Geographically, the city is situated south east of Bombay at a distance of 119 miles. It is 1,850 feet above sea level at 18°-30' north latitude and 73°-53' east longitude. It has a rainfall of about 30 inches and an average temperature of about 75°. For municipal and other purposes the city is divided into 18 wards or peths, which could

**Geographical position
and boundaries of Poona
City.**

conveniently be grouped into three divisions—the eastern, the central and the western. The eastern division, most of which dates from the beginning of the British rule lies between the left bank of the small winding stream "Manik" and the right bank of the larger and less irregular "Nagjheri", which after the westerly course joins the Manik Stream as it falls into the Mutha river. West of Nagjheri, the city proper, the Poona of Mahomedan (1290-1636) and early Maratha (1636-1686) days, with its centre and original starting point at the younger Shaikh Sallas mosque, once the temple of "Puneshwar" about 1,000 yards above the meeting of the Mutha and Mula rivers stretches about a mile along the river bank and runs inland about 1½ miles. West of the city proper, the third division, stretching along the river bank about 800 yards and gradually narrowing to a point near the Lakdi Bridge, consists of suburbs founded in the later days of the Peshwa rule (1760-1818). The present boundaries as sanctioned by Government in their Resolution, General Department No. 5914, dated the 8th September 1934, are described in Appendix 'C'.

11. The earliest record of its population is for the year 1780 when it was estimated at 1,50,000. During the years from 1796 to 1803 the population of the city decreased considerably, owing to political unrest. In 1851, the population was estimated at 73,209. With the opening of the Railway in 1856, the population

**Population of Poona
City.**

rose to 80,000 in 1864, to 90,436 in 1872 and to 99,622 in 1881. Thereafter, it rose steadily each decade as follows:—

1891	...	...	...	1,18,790	
1901	...	...	...	1,11,381	(The decrease was due to the great famine towards the end of the decade).
1911	...	...	...	1,17,256	
1921	...	...	...	1,33,227	
1931	...	...	...	1,62,901	
1941	...	...	...	2,37,560	

12. As already stated, the suburban area of Poona began to grow during the reign of the Peshwas. It was constituted into a separate municipal area by Government Notification No. 501, dated the 12th February 1884. The boundaries then prescribed were, on the north the river Mula-Mutha, on the south the G. I. P. Railway line between gates Nos. 66 and 67 and the boundaries of the City Municipality as far as Sachapir, on the east, Koregaon Road, leading from Fitzgerald Bridge towards the south as far as Railway gate No. 66 touching the cantonment limits, and on the west the limits of the Poona City Municipality as far as Sachapir.

13. In 1888, the villages of Yeravda, New Kirkee and Sangamwadi, including a strip of land between Wellesley Road, and the G. I. P. Railway were included within the limits of the Municipality and again in 1889 a portion of the land admeasuring 4,900' in length and 1,350' in breadth, skirting Koregaon Road, on the east and extending upto the river Mula-Mutha near Yeravda, was added to its area. No further change in the boundaries of the Municipality took place till 1911, when by Government Resolution, General Department, No. 6509, dated the 1st November 1912, survey Nos. 163 to 178, 183 to 185 and 264, along with survey Nos. 268 and 149 of Bhamburda, Taluka Haveli, situated between the portion of the G. I. P. Railway track from Ganeshkhind Road crossing to Wakde's Gate, forming a portion of the existing boundary of the Municipality from the Railway crossing upto Sinhgar Road, the eastern boundary of the Agricultural College, together with survey No. 148 of Bhamburda, Taluka Haveli, were included within the limits. The area, after this inclusion, measured 4 square miles. In 1920, a portion of the land north of Yeravda, from the junction of Ahmednagar Road and Jail Road, was further added under Government Resolution, General Department, No. 6041, dated the 1st June 1920.

14. The Koregaon Park Estate was added to the municipal area in 1922, and thereafter there was no change till 1944, when the Sangamwadi village was handed over to the Cantonment Board, Kirkee.

15. The population of this area increases considerably every year during the monsoon, when Government move to Poona. In 1881, the population was 2,370; in 1891, it rose to 6,700; in 1901, it further rose to 8,100; in 1911, it stood at 9,963; in 1931, it was 14,630; in 1931 it rose to 6,673 and in 1941 to 19,994.

16. The Poona Cantonment came into existence after the battle of Kirkee and the capture of Poona city in November 1817. After the fall of the city the troops were encamped in tents on the spot now called the Ordnance lines. They were attended by *Vani* grain dealers and other traders whose two

History and growth of
Poona Cantonment.

lines of thatched huts now in Main and Tabut streets formed the beginning of the Sadar Bazar. Next came Parsi traders from Sirur and Bohra traders from Poona and Memon traders from Cutch in about 1835. The Sholapur Bazar was established in 1818 by the Madras Pioneers whose camp was on the site of the present Transport lines. The break up of the Queens Bazar on the site of the Vanavdi Bell Alley, further strengthened the Sholapur Bazar. The Vanavdi Bazar was founded in 1825. The Ghorpadi Bazar was started in 1844 on the spot where the Ghorpade Hospital now stands. It was afterwards moved eastwards to its present site. Barracks were built at Ghorpadi in 1842, 1849 and 1880, and large double storeyed barracks at Vanavdi between 1861 and 1872. As Poona grew in importance owing to its position as the Headquarters of Government during the monsoon, the demand of Civil and Military officers for houses and offices steadily increased and led to the building of staff lines to the north of the cantonment in the direction of the railway and the river. The Poona Cantonment had originally an area of about 4.25 square miles. It was a rectangular plot of land about 2.72 miles from north to south and varying from 1.36 to 1.62 miles from east to west and was bounded on the north by the G. I. P. Railway, on the east by Bahiroba's stream, on the south by a line drawn from the Vanavdi hay stacks past the back of the military prison to the cemetery on Satara Road, on the south-west and west by the Bhavani and Nana Wards of the City, and on the north-west by the line of the Council Hall which separates it from the Suburban Municipality. The present area of the cantonment is about 5.3 square miles. The population of the cantonment in 1881 was 30,225. According to the 1941 census, it was 40,447, out of which 31,862 was civil population and 8,585 was military personnel.

17. The Kirkee Cantonment was established in 1817. It is the principal artillery station in the Province and is the Headquarters of the Bombay Sappers and Miners. The Kirkee Cantonment has special importance from the military point of view as the ammunition factory is situated within its limits. The Kirkee bazar was started in 1822. The New Jhansi lines where the Sappers and Miners are quartered

History and growth of
Kirkee Cantonment.

were subsequently built to the south-east of Kirkee. For cantonment purposes, the New Jhansi lines are included in the Kirkee Station.

18. The Cantonment of Kirkee is on the right bank of the Mutha river and about four miles north-west of the Poona Cantonment. It originally covered an area of about 2,700 acres and was bounded on the north and east by the Mula river, on the south by a line drawn from the old Government gardens at the top of the ridge on the parade ground and on the west by a line drawn from the parade ground ridge to the Mula river. Subsequently, the area of this cantonment increased to 3275.49 acres and with the transfer of the Sangamwadi village from the Suburban Municipality to this cantonment on 14th October 1944, the area increased to 3283.31 acres. Its population according to the census of 1941 was 24,065 out of which 16,290 was civil population and 7,725 was military personnel. In 1945, the civil population had increased to 30,476 according to the figures of the Food Rationing Department.

CHAPTER III.

GROWTH OF MUNICIPAL GOVERNMENT IN POONA CITY AND ITS SUBURBS.

19. (The evolution of local self-government in the city of Poona has proceeded along the lines of local self-government legislation in the Province from time to time. It would, therefore, be relevant to record the history of this legislation briefly. Upto (1850) local self-government, as it is now understood, was non-existent in urban areas except in the island of Bombay. In that year, (the first Act (Act XXXI of 1850) was passed.) (It provided for the establishment of a municipal agency in any town and suburb on the application of its residents.) At first, this agency consisted of the Magistrate and a Committee of members appointed by Government. (There was no elective element. Twelve years later, Act No. IX of 1862 provided that all Collectors, Mamlatdars and Mahalkaris should be *ex-officio* Commissioners of every Municipality within the limits of its jurisdiction.) Certain other Government officers were also made *ex-officio* Commissioners when resident in any city, town or suburb, in which a municipal agency was established. (It was, however, provided that the number of *ex-officio* Commissioners should not exceed one-third of the total number of non-official Commissioners.) About ten years later, Lord Mayo called upon the Provincial Governments to further the development of local self-government. As a result, (the Government of Bombay enacted Bombay Act No. VI of 1873 whereby municipalities were given corporate existence.) This Act made a distinction between Town Municipalities and City Municipalities. (Municipal Districts having a population of not less than 10,000 were called City Municipalities and those containing not less than 2,000 were called Town Municipalities.) The City Municipality consisted of two-thirds non-official members appointed by Government and one-third Government officials *ex-officio*. The Act, however, provided that the Governor-in-Council might, if he thought fit, direct the whole or any part of the non-official Commissioners to be elected. Although the right of election was thus conceded to the City Municipalities in 1873, it was not actually put into practice till 1882, when it was decided that one-half of the total number of Commissioners should be elected. (The Collector was the president of both Town and City Municipalities.) A further notable advance was made when Lord Ripon issued the famous resolution of May 1882. This led to fresh legislation everywhere. A wide extension was given to the elective system, the non-official element was increased, every municipal council was permitted to elect non-official Chairman and the financial resources and the responsibilities of the councils were increased. (The Government of Bombay passed a supplementary Act—Act II of 1884. This Act raised the elective element to one-half and did away with *ex-officio* members.) It obliterated the distinction between Town and City Municipalities and provided that not more than one-half of the nominated members should be Government servants. It also provided that the President of the Municipality should be one of the members either appointed by Government or elected by the Municipality if Government so directed. After some years the (Bombay District Municipal Act III of 1901) was passed. It fixed the elective element at a minimum of one-half of the total number of members and provided that this elective element could be further raised by Government by executive orders if they deemed fit to do so. It also empowered Government to permit any Municipality to elect its own President. It enabled a City Municipality to appoint an Executive Officer. The distinction between Town and City Municipalities was revived.

Evolution of Local Self-Government legislation in the Province.

20. In 1908, Government directed that two-thirds of the members of District Municipalities should be elected. It also conferred on all Municipalities the right of electing their own President, provided the selection was approved by two-thirds of the whole body of Councillors. In 1909, the Royal Commission on Decentralisation recommended substantial elective majority in the Municipal councils, elected non-official Chairman and greater financial and taxing power to the Municipalities. The Government of India approved of these recommendations in 1915, but directed that the elective majority should be introduced gradually in selected Municipalities; that the change over from official to non-official Chairman should also be effected gradually; that when the Chairman was elected, a Chief Officer should be appointed to carry out executive administration and he should not be removable except by a vote of three-fourths of the councillors or by an order of the Governor-in-Council. On 11th May 1918, the Government of India passed a resolution following the famous declaration of the British Government on 26th August 1917, for the development of self-government in this country. It observed that Local Bodies should be as representative as possible of those people whose affairs they are called upon to administer, that their authority in the matters entrusted to them should be real and not nominal and that control from within should be replaced by control from outside, which again should be reduced to the minimum. Before this recommendation was given effect to (the Government of India Act of 1919 was passed and Local Self-Government became a "Transferred Subject". The Local government movement thus received a momentum.) In 1920, Government directed that the franchise should be liberalised, that the number of councillors should be increased, that Government nominations on Municipal councils should not exceed one-fifth of the total number; that minority representation should be secured by multiple constituencies and cumulative voting and that all Municipalities should have elected President. In 1921, the franchise was liberalised and Government accepted the principle of separate representation for minorities, although in 1918 they were against the adoption of such representation in Legislative Assemblies. In 1922, Government allowed Municipalities to appoint their own Chief Officers and discontinued the grant-in-aid paid on account of their salaries when they were appointed by Government. By Bombay Act IV of 1924 women were allowed to be councillors. In 1925, the City Municipalities Act was passed. In 1938, the Bombay District Municipalities and Municipal Boroughs (Amendment) Act was enacted. The latter abolished nominations to Municipal Boards. Muslims were allowed to opt for joint electorates. Seats for Harijans and Backward classes were reserved in general constituencies. Reservation was also provided for women.

21. (Turning to the Poona City Municipality, it was established in 1856-57. Its management was then entrusted to a Committee of 30 members, 9 of whom were *ex-officio* Government officials and 21 non-official nominated members. In 1874, the number of members was raised to 36, out of whom 9 were *ex-officio* Government officials and 27 nominated non-officials. In 1893, the number was reduced to 28, out of whom 12 were elected, 7 nominated and 9 were *ex-officio* Government officials. The executive administration was entrusted to a managing committee of 7 elected members who were to elect one of themselves as Chairman, who was to hold office for one year.

Evolution of Poona City Municipality,

22. In February 1886, the number of members of the general body was increased from 28 to 30 out of whom 10 were nominated and 20 elected. In 1898-99 the number was further increased to 38, out of whom 18 were nominated and 20 elected, the increase being entirely accounted for by nominated members. In 1912-13, the number was further increased to 39, out of whom 13 were nominated and 26 elected. (Thus the old proportion between nominated and elected members viz., $1/3$ and $2/3$ respectively was restored.) In 1922-23, the number was increased to 50, out of whom 7 were nominated and 43 elected (38 from Non-Muslims and 5 from Muslims). Communal electorates came to be introduced for the first time in that year. In 1925-26, the total number of members was still 50, but the number of nominated members was reduced from 7 to 5 and the number of elected members increased from 43 to 45, out of whom 38 were Non-Muslims 5 Muslims and 2 Harijans. Harijans as such received separate representation in that year. In 1939-40, there was a further change. According to the present constitution, the Municipality consists of 60 Councillors all elected for a period of three years. Of these, 2 seats are reserved for women, 1 for Indian Christians and 4 for Harijans in Non-Mohamedan constituencies. 6 Seats are allotted to Mahomedans in separate constituencies (now abolished) in proportion to their population. A statement showing the area, population, wards and the number of seats allotted to each ward is contained in Appendix D.

23. The Poona Suburban Municipality was constituted by the Government of Bombay's Notification No. 501, dated the 12th February 1884. This Notification declared the area round about (Poona Railway station (known as the Civil lines) a Municipal District under the District Municipal Act VI of 1873) The first Municipal Board consisted of 16 Commissioners appointed by Government. In 1885, the constitution was liberalised, and 8 seats out of 16 were thrown open to election and the remaining 8 continued to be filled by nomination. Provision was also made for the nomination of the President. Thus the total number was increased to 17. In 1903, the constitution was again changed and the number of elected seats was increased to 9. The total number of seats thus rose to 18 including the nominated President. In 1904, the Municipality was allowed to elect its own President subject to the election being supported by two-thirds of the Commissioners. All the Presidents elected were, however, official members. Since 1915, a non-official is being elected to that office. In 1921, the constitution was again revised and the number of members (since called councillors) was increased to 20, out of whom 16 were to be elected and 4 nominated by Government (2 of the latter being salaried Government servants). Upto 1922, there was only one constituency, but in that year the area within the jurisdiction of the Municipality was divided into several wards and provision was made for representation of minorities and of Muslims by a separate constituency (now abolished). In 1926, the Municipality was raised to the status of a Borough under Act XVIII of 1925. The number of seats was increased from 17 to 21. Out of these only 4 were to be nominated. The whole of the Suburban Municipal area was divided into 6 territorial wards—1 for Muslims, 1 for Scheduled castes, and the rest being general wards. In 1934, the constitution was further revised. The number of Councillors remained unchanged, but the number of wards was reduced from 6 to 5 with 1 ward for Muslims and 1 for Scheduled castes. In 1938, nominations were abolished and in 1941, the total number of members was increased to 25 and of the wards to 8 out of which 1 was assigned to Mahomedans. In the general wards, 4 seats were reserved for Harijans, 1 for Indian Christians and 1 for women. In 1944, a further

change was made and 4 seats were added, out of which 1 was allotted to Muslims. (The area, population, wards and the number of seats allotted to each ward are shown in Appendix E.)

24. The administration of cantonments was solely in the hands of Military authorities until 1809, when civil law was introduced in these areas for the first time by Regulation III of 1809. This Regulation defined the powers of the Officer Commanding the troops in criminal cases. In due course, military persons were permitted to reside in cantonments under various regulations, which, among others, provided that the land within the cantonments belonged to Government and was liable to resumption. Act XXII of 1864 modified the law relating to the leasing of land and houses, which was a source of discontent among the civil population in cantonments, and provided for better sanitation and administration of the areas. There was as yet practically no provision for taxation and no recognition of a Cantonment Committee or Board. The Act was applied to Bombay Presidency in 1867. It was amended by Act III of 1880, which gave power to impose a tax in any cantonment. Act XIII of 1889 introduced important changes in cantonment administration and gave legal status to cantonment committees and cantonment funds. The Act did not provide for the constitution of Cantonment Committees, but it was left to the Government of India to do this by rules. In exercise of this power, the Government of India framed a rule that in every cantonment in respect of which the local Government had determined that a Cantonment Committee should be constituted it should consist of 7 specified officers. Act XV of 1910 consolidated and amended previous Acts. It empowered Government to declare any place where regular forces are quartered to be a cantonment and to extend to it by notification any enactment for the time being in force in any Municipality. The Act laid down that every cantonment beyond the limits of the Presidency Town should have a cantonment authority. It also provided for the constitution of a cantonment fund. The last mile-stone in cantonment legislation was reached by Cantonment Act II of 1924. This Act provided for municipalisation of administration of those cantonments which had a substantial civil population; where such was not the case the Commanding Officer was to be a Corporation sole. In the larger cantonments, the Cantonment Committees were to be replaced by Cantonment Boards for municipal purposes. (The elective principle was also introduced by this Act.) (As a result in all cantonments with a population exceeding 2,500, the number of elected and nominated members was to be equal, save the President, who was always the Commanding Officer of the Cantonment. This Act is still in force.)

25. In 1885, the management of Poona Cantonment was in the hands of a Cantonment Committee of 13 members, out of whom 9 were official members (viz., the Collector, the Deputy Surgeon General, the Executive Engineer, 3 officers, in monthly rotation, commanding regiments at Poona, the Civil Surgeon, the Executive Engineer Irrigation and the Cantonment Magistrate), and 4 non-official members, under the presidentship of the Officer Commanding the station and with the Cantonment Magistrate as Secretary. Subject to the control of the Committee, the Cantonment Magistrate, as executive head managed the conservancy and the sanitation of the cantonment, which for conservancy purposes was divided into 11 wards. The chief sources of income were octroi, property taxes and license fees; expenditure was incurred mainly

for conservancy, public works and Lock Hospital. In 1883-84, the income of the cantonment amounted to Rs. 16,081 (including the previous balance) and expenditure to Rs. 15,907. The income and expenditure in 1944-45 amounted to Rs. 10,02,378 and Rs. 8,95,871 respectively. The figures for subsequent years are not available.

26. The management of the Cantonment changed with the alterations in the cantonment legislation outlined above. According to the present constitution the Cantonment Board consists of 18 members, namely, the President (Commanding Officer of the Cantonment), 8 nominated members including 1 First Class Magistrate, 2 ex-officio members (the Health Officer and the Executive Engineer) and 7 elected members.

27. In 1885, the Kirkee cantonment was managed by a Committee composed of the Commanding Officer (President) and 8 members (Collector, a Senior Regimental Officer, Senior Medical Officer, Officer Commanding Sappers and Miners, Executive Engineer of Poona and Kirkee, Medical Officer in-charge of Kirkee Lock Hospital, Cantonment Magistrate of Poona and Kirkee and Station staff officer). A Military officer was Secretary to the Kirkee Cantonment Committee and was the executive head of the establishment maintained from Cantonment Funds. The chief sources of income were grazing fund, fees, passes, taxes and licences and the main items of expenditure were Lock Hospital and conservancy. The income of the cantonment for the year 1883-84 was Rs. 13,370 (including the previous balance and expenditure Rs. 10,720). The income and expenditure in 1944-45 amounted to Rs. 1,74,479 and Rs. 1,90,714 respectively. The information for subsequent years is not available.

28. The changes in the Cantonment Committee followed the vicissitudes of the cantonment legislation referred to above. The Cantonment Board consists at present of 15 members, namely, the President (Commanding officer of the cantonment), 3 ex-officio members (Health Officer, Garrison Engineer and First Class Magistrate) 4 nominated members and 7 elected members.

CHAPTER IV.

PRESENT WORKING OF POONA CITY AND SUBURBAN MUNICIPALITIES AND
POONA AND KIRKEE CANTONMENT BOARDS.*Poona City Municipality.*

29. The Poona City Municipality is constituted under the Bombay Act XVIII of 1925. The Municipal Board consists of 60 members, elected for a period of 3 years. Out of 60 seats, 54 are general and 6 are for Muslims by a separate electorate, which has now been abolished. Among the general seats, 4 are reserved for Harijans, 2 for women and 1 for Indian Christians. The population of Poona City according to the census of 1941, was 2,37,560, but according to the Food Rationing authorities, it is now estimated at about 4 lakhs. Roughly, there is one seat for a population of 4,000.

30. The Municipality is empowered to levy rates and taxes and raise loans if necessary; to appoint officers whose salary exceeds Rs. 100 per mensem; to draw up and take decisions on plans of development, town planning and acquisition for road widening; to enter into contracts and sanction works estimated to cost upto Rs. 3,000; to pass annual budget and to appoint statutory and executive committees. The work is principally transacted by Committees, which are appointed for a term of one year. The Committees appointed are as follows :—

	Number of Members.
(1) Statutory Committees—	
(a) Standing Committee to decide and determine the grants to be paid to libraries, and educational institutions.	12
(b) Revision Committee to deal with questions relating to the revision of assessment for municipal taxes.	7
(2) Other Executive Committees—	
(a) Sanitary and Drainage Committee to control all business in respect of municipal dispensaries, and sanitation.	7
(b) Public Works Committee to control construction and maintenance of municipal roads and buildings.	7
(c) Finance Committee to control collection of municipal dues and municipal budget.	7
(d) Water Works Committee to attend to all matters in respect of water works.	7
(e) Special and Establishment Committee to consider all questions relating to appointments, promotions and dismissal of servants getting more than Rs. 50 and less than Rs. 100.	7
(f) Market Committee to consider all questions relating to markets.	7
(3) Consultative Committee—	
Law and General References Committee to advise on legal questions including institution and defence of suits and drafting of rules and by-laws.	7

31. Under section 31 of the Bombay Municipal Boroughs Act, 1925, the President watches over the financial and executive administration of the Municipality and performs such executive duties as are assigned to him under the Act. He exercises supervision and control over the acts and proceedings of all officers and servants of the Municipality subject to rules that may be framed by the Municipality. Under section 34 of the Act, the Chief Officer, subject to the control of the President, watches over the financial and executive administration of the Municipality and performs all the duties and exercises all the powers specially imposed or conferred upon him by or delegated to him under the Act. Thus the executive authority is diffused and weakened. The Chief Officer has to take orders from various authorities and yet he is expected to redress all the complaints made to him. His appointment and removal depend upon the whim of the Municipality and although he can be removed only by a vote of two-thirds of the whole number of members, this gives him little, if any, protection and detracts from his independence. He can exercise hardly any control over the staff. He may make appointments to posts whose monthly salary does not exceed Rs. 50, but his powers of punishing municipal servants appointed by him are very limited. The powers of the Municipality are also restricted. It cannot levy any new tax; it cannot acquire any property; it cannot sell or lease immovable property for more than 7 years without Government sanction. It cannot create a new post carrying a salary of over Rs. 100 per month or cannot even make a by-law or rule without Government sanction. The District Collector has powers under the Act to call for municipal record and ask for information and even suspend the operation of a municipal resolution. The Divisional Commissioner is empowered to sanction proposals for sale, lease etc., of immovable property by the Municipality and to sanction new posts. He has also been given extra-ordinary powers to prevent extravagance. The Provincial Government, as the final arbiter, have power to supersede the Municipality. All rules and by-laws and amendments thereto have also to be approved by them. In this constitutional framework, the Chief Officer, who is usually looked upon by the general public for help and guidance and for redress of their grievances, is reduced practically to a nonentity, devoid of any real or effective authority, with little opportunity for showing initiative or leaving any impress on civic administration.

32. The Municipality has three main sources of revenue, (1) octroi, (2) rates and taxes and (3) licence fees. Octroi is levied in the City since the days of the Peshwas. At that time collection of octroi was given on contract. Octroi under the present law was first imposed in 1875-76. It then yielded Rs. 92,525 against a total income of Rs. 1,37,345. Later on, when octroi was introduced in the Suburban Municipality and the Cantonment Boards, the Poona City Municipality was requested by them to recover it on their behalf and distribute it *pro-rata* on population basis.

33. The income from the above sources in 1946-47 was as under :—

				Rs. a. p.
1.	Octroi	...	...	16,79,938 0 0
2.	Tax on houses and land at 5 per cent. of rateable value	...	...	4,34,201 0 0
3.	Tax on animals and vehicles and tolls	...	...	1,09,730 0 0
4.	Tax on professions and trades	...	...	54,686 0 0

	Rs.	a.	p.
5. Water rates	2,87,118	0	0
6. Drainage and Cesspool Tax	3,17,167	0	0
7. Fees and revenue from markets and slaughter houses	1,16,496	0	0
8. Rents of lands, houses, etc.	56,129	0	0
9. Conservancy tax	14,576	0	0
10. Sale proceeds of lands and produce of lands	14,442	0	0
11. Notice and warrant fees	14,557	0	0
12. Fines under Municipal and other Acts	22,659	0	0
13. Interest on investments	16,215	0	0
14. Grants from Government and other sources	5,21,511	0	0
15. Miscellaneous	3,41,418	0	0
Total ...	40,00,833	0	0

34. It may be observed that while property taxes (including tax on houses, land, water rates, drainage and cesspool tax and conservancy tax) amount to Rs. 10·94 lacs (27½ per cent. of the total income) the income from octroi alone is Rs. 16·79 lacs (39½ per cent.). An inference may be drawn from this that the properties in the city are underassessed and that the rates of property taxes are also low.

(c) Expenditure. 35. The total expenditure in 1946-47 was Rs. 39,52,525 as under:—

	Rs.	a.	p.
1. General administration	1,14,229	0	0
2. Water supply	3,18,186	0	0
3. Medical relief	99,738	0	0
4. Collection of Taxes and refunds etc.	2,76,226	0	0
5. Provident fund and gratuities	39,771	0	0
6. Public safety (fire, lighting, etc.)	1,22,705	0	0
7. Drainage	1,62,716	0	0
8. Public Health (including conservancy, health and sanitary staff, plague charges, markets, slaughter houses)	9,65,763	0	0
9. Public instruction	10,62,358	0	0
10. Miscellaneous	1,89,182	0	0
11. Public works	6,01,651	0	0
Total ...	39,52,525	0	0

36. *Incidence of Taxation.*—The incidence of taxation for 1946-47 was Rs. 12-3-2 per head on the basis of the Census of 1941.

37. *Loans.*—The total loan liability is Rs. 27·20 lacs.

38. *Government grants.*—The Municipality receives grants from Government towards Primary Education, salary of the Sanitary staff, staff appointed for the administration of the Shops and Establishments Act. The grants received for 1946-47 were (1) School Board Rs. 4,69,613; (2) Sanitary grants Rs. 7,500

(3) Administration of the Shops, and Establishments Act Rs. 2,765, (4) Technical education Rs. 4,120, and (5) Drawing class Rs. 93.

39. *Public Health*.—The birth rate in the city in 1946–47 was 26.94 according to the census of 1941 and the death rate was 33.79.

(d) *Activities*. If the latest estimate of the population of about 4 lacs is taken into account, the birth rate and the death rate for 1946–47 would be 12.00 and 16.05 respectively. The infant mortality was 4.72 per 1,000 of the estimated population.

40. *Medical Relief*.—Ten dispensaries—6 Allopathic, 3 Ayurvedic and 1 Unani—are conducted by the Municipality. It also gives grants to a number of hospitals enumerated in Appendix F totalling Rs. 57,150.

41. *Roads and Drains*.—Drainage and water mains have been laid in almost all the parts of the City. Old city macadam roads have been asphalted. Some town-planning schemes have been carried out. The total length of roads in the city including the town-planning areas is 95 miles and the total length of drainage and water mains is 50 miles each.

42. *Public Amenities*.—There are 10 public gardens in the city and 9 play grounds, besides other open spaces in Town Planning Schemes. One swimming tank is maintained by the Municipality at Shivajinagar.

43. *Primary Education*.—The management of Primary education is entrusted to a School Board consisting of 12 members, of whom 2 are required to be educationists, 1 woman, 1 a Mahomedan, 1 from Backward Classes, 1 a representative of non-local authority and 6 from general constituencies. The number of schools under the management of the Board is 134 and the number of children attending the schools is 29,967.

Poona Suburban Municipality.

44. The Poona Suburban Municipality consists of 29 members, of whom 4 are Mahomedans, 4 Harijans, 1 woman and 1 Christian.

(a) *Constitution*. The following Committees have been appointed by the Municipality under section 37 of the Municipal Boroughs Act, 1925: (1) Standing Committee, (2) Sanitary and Drainage Committee, (3) Medical Committee, and (4) Public Works Committee. The Standing Committee consists of 7 members and the remaining Committees of 5 members each. The Standing Committee exercises all the powers of the Municipality except those reserved to the Municipality, and the other Committees carry on all the business, which, according to the description of the Committees, falls within their purview. The constitution of this Municipality suffers from the same internal weaknesses as have been pointed out in the case of the City Municipality.

45. The income of the Municipality is derived mainly from the following sources:

(1) octroi, (2) rates and municipal taxes and (3) licence and other fees.

(b) *Sources of Income*.

46. Octroi is collected through the Poona City Municipality and shared on population basis. House Tax is graded and the rates are as follows:—

Four per cent. up to rateable value of Rs. 2,400, 5 per cent. on a rateable value from Rs. 2,401 to Rs. 5,000, 6 per cent. on a rateable value from Rs. 5,001 to Rs. 10,000 and 7 per cent. on a rateable value of above Rs. 10,000. These rates have been in force since 1916.

47. The total income for the year 1946-47 was Rs. 2,94,712 as under:—

				Rs. a. p.	
1.	Octroi	...	...	1,32,116	0 0
2.	Rates and taxes—				
	(a) House tax	...	...	78,916	0 0
	(b) Lighting tax at 1 per cent.	...	...	14,640	0 0
	(c) Drainage tax at 75 per cent. of the House tax	...	...	48,561	0 0
	(d) General sanitary cess...	...	...	11,797	0 0
	(e) General water rate	...	...	969	0 0
	(f) Miscellaneous taxes	...	...	7,631	0 0
3.	Licence fees	...	...	82	0 0
4.	Revenue derived from Municipal property apart from taxation	...	...	9,425	0 0
5.	Grants and contributions	...	...	24,343	0 0
6.	Miscellaneous	...	...	3,264	0 0
7.	Extraordinary and debt	...	...	87,862	0 0
				Total ... 4,19,606 0 0	

48. The total expenditure of the Municipality for 1946-47 was Rs. 4,32,280
(c) Expenditure. as under:—

				Rs. a. p.	
(1).	General administration and collection charges	...	...	63,932	0 0
(2)	Public safety	...	...	49,146	0 0
(3)	Public Health and Convenience	...	...	1,8 709	0 0
(4)	Public instruction	...	...	25,371	0 0
(5)	Grants	...	...	400	0 0
(6)	Miscellaneous	...	...	4,062	0 0
(7)	Debt charges	...	...	1,08,660	0 0
				Total ... 4,32,280 0 0	

49. *Incidence of Taxation.*—The incidence of taxation for 1946-47 was Rs. 15-11-6.

50. *Loans.*—No loans have been raised by this Municipality since 1900. This is significant and is probably due to the fact that some of the essential services are largely provided by Government at their own expense.

51. *Government Grants.*—The following grants were received by the Municipality from Government in 1946-47:—

				Rs. a. p.	
(1)	Secondary Middle School at Yeravda	...	...	2,101	0 0
(2)	Sanitary staff Dearness allowance	...	...	16,712	0 0
(3)	Queen Victoria Fountain	...	...	248	0 0
(4)	Subsidized Health staff	...	...	811.	0 0
				Total ... 19,902 0 0	

52. *Public Health*.—The birth rate in the Poona Suburban Municipal area for the latest year available, viz. 1944-45, was 14.85 and the death rate 27.30. The infant mortality rate was 9.4 per 1,000 population.

(d) Activities.

53. *Medical Relief*.—The Suburban Municipality runs 2 dispensaries—one at Yeravada and the other at Shivajinagar and one Maternity Home at Yeravda with 8 beds. The following hospitals receive grants from the Municipality:—

(1) I. D. Hospital (64 beds) 32 per cent. of the total cost.

				Rs.	a.	p.
(2) K. E. M. Hospital	...	...	...	250	0	0
(3) Kondwa Leper Asylum	...	...	...	125	0	0
(4) Sassoon Hospital Nursing Fund	...	...	...	300	0	0
(5) Annexe at Sassoon Hospital...	...	...	...	250	0	0
(6) Countess of Dufferin Fund	...	...	...	50	0	0

54. *Roads and Drains*.—The total length of roads in this area is about 26 miles. Arterial roads are maintained by the Municipality. Under the recent orders of Government certain roads are to be deprovincialised and handed over to the Municipality for maintenance. Drainage was introduced in 1924. Drainage work at Todiwalla Road and Wellesley Road was undertaken in 1931 and expanded and completed in 1942.

55. *Public amenities*.—The Municipality is running 4 gardens and 1 reading room.

56. *Primary Education*.—Primary Schools are handed over for management to the Poona City Municipality to which a contribution is made by the Suburban Municipality for this purpose. The latter, however, conducts a Secondary Middle School of its own at Yeravda for the benefit primarily of the Backward Classes in and around the village.

Poona Cantonment.

57. The Poona Cantonment Board consists of a President, who is usually the Commanding Officer, 2 *ex-officio* members viz.

(a) Constitution. Health Officer and Executive Engineer, 8 nominated members, including one First Class Magistrate and 7 elected members, thus in all 18. There are four Committees viz. (1) Bazar Committee, (2) General Purposes Committee, (3) Finance Committee, and (4) Fire Committee. The Board has also appointed *ad-hoc* Committees, viz. (a) Hospital Committee to make recommendations for the reorganisation of the Cantonment General Hospital, (b) a Special Finance Committee in connection with the proposed levy of tax on trades and professions, (c) a Garden Committee to recommend a site for a separate garden for women and children, and (d) a Raw Water Committee to consider the question of taking water for flushing drains. The Executive Officer is charged with the day to day administration of the area subject to the supervision and control of the Board.

58. The income of the Board for 1944-45 (the year for which the Administration Report of the Board is available) was as under :—

(b) Sources of Income.

	Rs.	a.	p.
(1) Rates and taxes (including octroi, house tax at 6 per cent., sanitary cess from 2½ to 4 per cent., wheel tax and dog tax)	4,76,908	2	0
(2) Realizations from special Acts... ..	3,314	12	0
(3) Licence fees	1,67,123	9	6
(4) Miscellaneous	46,015	0	5
(5) Grants	10,110	0	0
(6) Extra-ordinary and debt	2,98,906	3	10
Total	10,02,377	11	9

59. The expenditure for 1944-45 amounted to Rs. 8,95,870-8-3 as under :—

(c) Expenditure.

	Rs.	a.	p.
(1) General administration	21,773	3	0
(2) Collection of revenue	11,490	5	0
(3) Refunds	630	6	0
(4) Public works	3,09,893	7	0
(5) Public safety and convenience	79,546	5	3
(6) Medical services and sanitation	3,46,754	10	3
(7) Public instruction	43,316	0	0
(8) Contribution for general purposes	6,114	0	0
(9) Pensions and gratuities	111	0	0
(10) Miscellaneous	9,434	6	9
(11) Extraordinary and debt	66,808	13	0
Total	8,95,870	8	3

60. *Public Health.*—The Birth rate was 22·47 per 1,000 population according to the census of 1941 and the death rate 6·69. No figures of infant mortality are available.

(d) Activities.

61. *Medical Relief.*—The Board maintains one charitable dispensary and one general hospital of 63 beds (18 for males and 45 for females).

62. *Roads and Drains.*—The total mileage of roads and drains is not available. About Rs. 26,347 were spent on repairs of roads in 1944–45 and Rs. 2,29,153 on original drainage works and Rs. 25,757 on repairs.

63. *Primary Education.*—The Board maintains no schools of its own but gives grants-in-aid to private schools. In 1944–45, grants to the extent of Rs. 34,116 were given to Primary Schools and Rs. 8,400 to High Schools and Middle Schools. The total expenditure (including special grants of Rs. 500) in this respect amounted to Rs. 43,016.

Kirkee Cantonment.

64. The Cantonment Municipal Board consists of 15 members, namely, a President who is usually the Officer Commanding, 3 *ex-officio* members viz., Health Officer, Garrison Engineer, and First Class Magistrate, 4 nominated members and 7 elected members. The Board has appointed three Committees, viz., Finance and General Committee of 6 members, Bazar Committee of 9 members and School Committee of 3 members.

65. The Board derives its revenue from rates and taxes which include
(a) Constitution. (1) property tax at 4 per cent., (2) conservancy tax at 6½ per cent., (3) water tax from 2½ per cent to 5 per cent., (4) wheel tax, (5) dog tax, (6) octroi and toll, collected through the Poona City Municipality. The total income of the Board for 1944–45 (the latest year for which the Administration Report is available) was Rs. 1,74,479–4–11 as under :—

	Rs.	a.	p.
Rates and taxes	67,985	5	0
Realisation under Special Acts	1,572	3	0
Licence fees, etc.	93,798	14	6
Miscellaneous	5,552	12	5
Grants and contributions	4,447	2	0
Extraordinary and debt	1,123	0	0
Total	1,74,479	4	11

66. The total expenditure of the Board for 1944–45 was Rs. 1,90,713–15–9 as

	under :—			Rs.	a.	p.
(1) General administration	15,453	8	0			
(2) Collection of revenue	4,392	5	0			
(3) Refunds	2,045	10	0			
(4) Public works	9,622	5	0			
(5) Public safety and convenience	12,664	15	0			
(6) Medical services and sanitation	1,22,407	1	9			
(7) Public instruction	8,888	8	0			
(8) Contribution for general purposes	5,606	13	0			
(9) Pensions and gratuities	132	0	0			
(10) Miscellaneous	9,232	2	0			
(11) Extra-ordinary and debt	268	12	0			
Total	1,90,713	15	9			

67. *Public Health*.—The birth rate was 15·41 per 1,000 of population according to the 1941 census and the death rate 22·7. No figures of infant mortality are available separately.

(d) *Activities*.

68. *Medical Relief*.—There is one Cantonment General Hospital and one dispensary.

69. *Water Supply*.—Water is supplied from the Poona Water Works which are in charge of the Public Works Department.

70. *Primary Education*.—One Primary school is conducted by the Board. Besides it gives grants-in-aid to other schools to the extent of Rs. 2,230. The primary school at Sargamwadi was taken over when the village was transferred from the Poona Suburban Municipality to the Kirkee Cantonment Board.

CHAPTER V.

SUMMARY OF EVIDENCE.

71. In our terms of reference we were asked to elicit local opinion regarding the establishment of a single local authority for Poona City, Poona Suburban area and the existing or growing contiguous areas, in place of the existing local authorities. For ascertaining local opinion we issued a questionnaire, which was framed comprehensively in order to enable the people to express their views after full consideration of the various matters pertaining to municipal government. Replies to the questionnaire were received from a fairly large number of persons. We also examined orally a few persons. The views expressed in the memoranda submitted to us and the evidence of witnesses who appeared before us may be briefly analysed as follows :—

72. A large number of persons expressed the view that there should be one Municipality of the type of the Bombay Municipality for Greater Poona. As to what areas should be included in Greater Poona different suggestions were made. One **Administrative area of Greater Poona.** institution suggested that Greater Poona should comprise the whole of the Poona City Taluka. If all the areas suggested by others were combined Greater Poona should include City of Poona, Suburban area, Poona Cantonment, Kirkee Cantonment, Pashan, Aundh, Dapodi, Hadapsar, Bopodi, Dehu Road, Mundwa, Kondhwa, Wagholi, Yeravda, Ghorpadi, Bibewadi, Parvati, Padmanagar, Aranyeshwar, Wanowrie, Hingne, Yeravdava, Ganeshkhind Road and Kothrud.

73. An overwhelming majority of the persons expressed their dissatisfaction with the present administration of the Poona City Municipality. **Constitution of Greater Poona.** Many attributed its failure to the present constitution. They pointed out that the Municipality was packed with persons who did not possess the requisite knowledge and experience in regard to several matters that came before it and that this position would be worsened if and when adult suffrage was introduced. This was to some extent inevitable so long as the standard of literacy of the electorate remained as low as at present. The introduction of democratic ideas, particularly in the field of local bodies, taught the lesson that institutions did not produce satisfactory results unless their activities were subjected to certain controls from within or without. In the present political set-up, when popular government was in power both at the Centre and in the Provinces, Government encroachment on the sphere of Local Bodies might not be resented by the people. It was, therefore, suggested that (1) one-third of the members of the Municipal body should consist of an enlightened and progressive element on the analogy of Aldermen in the United Kingdom and that these members should be co-opted and (2) a few Government officials should be appointed members of statutory committees. Another suggestion made was that one-third of the number of seats should be reserved for representatives of the various professions such as Doctors, Engineers, etc. Some pressed for the representation of landlords, rate-payers and merchants through special constituencies, while others urged for special constituencies for Matriculates, under-Graduates and Graduates. Yet others asked for representation for the proposed Poona University. A few persons suggested that the City Magistrate, the District Superintendent of Police, the Executive Engineer and the Assistant Director of Public Health should be *ex-officio* members of the General Body. One witness suggested that Government should appoint special officers to control the deliberations of the Municipality, while a good

number of persons expressed the view that the executive should be made as strong as possible and the General Body and Committees should concern themselves mainly with exercising financial control and laying down policies; and that the execution of the policies should be left to the executive and that no member should have any authority to interfere with the actions of the executive. In order to make the executive strong, it was also suggested by some of them that the Chief Officer should be appointed by Government; that the appointment of officers should be made by the Municipality on the recommendation of the Public Service Commission or any outside independent body and that the appointments of Municipal servants of lower grades should be made by the Chief Officer and that he should have complete control over them.

74. With regard to elections, it was suggested by several persons that the Municipality should have nothing to do with the preparation of electoral rolls and the conduct of elections; that this work should be entrusted to a Government officer, preferably the Collector; that the electoral rolls should be prepared on the lines of the rolls for Assembly elections; that house-owners should be required to furnish names of their tenants; that no speeches should be allowed to be made on the election day; that canvassing in any form should be prohibited on that day; that provision of conveyances to voters by or on behalf of candidates should be prohibited; that all corrupt practices should be suppressed with a stern hand; that voters should be required to produce identity cards so that impersonation and duplicate voting may be prevented; that electoral colleges should be formed of groups of 500 voters each residing in small compact localities for election of councillors; that the system of single transferable vote or of distributive vote should be introduced; that communal electorates should be replaced by vocational electorates or by joint electorates; that elections should be contested on party lines and expenses borne by parties and not by individual candidates; that in order to ensure the return of right type of persons, certain minimum educational qualifications should be prescribed for voters, say, the passing of the Vernacular Final Examination or at least V standard in a primary school and that the minimum educational qualification for candidates should be the passing at least of the Matriculation examination. Some suggested that Councillors should be graduates, while others thought that they should have knowledge of the Municipal Boroughs Act and hold a certificate or diploma in Local Government, and that Government should conduct an examination and issue such certificates. It was also suggested by some that there should be separate constituencies for literate and illiterate voters and that the President should be elected not by Councillors but by the general electorate. Some complained that once a Councillor was elected he lost all touch with and interest in his constituency; that there was no corrective if he did not conduct himself properly or betrayed his electorate and suggested that the electors should have the right to withdraw their representative in such circumstances.

75. Some persons expressed the view that as the average man was ignorant of what was being done by the Municipality for him, the Municipality or the Chief Officer should from time to time convene public meetings and let the public know what the Municipality was doing and that public opinion should be associated with all important measures which the Municipality had in view. A suggestion was also made that Councillors should call monthly meetings in their respective wards and explain to their electors the work done by the Municipality during the previous month; that the Municipality should also receive deputations from the public from time to time and note their suggestions. One went to the length of suggesting that

the public should be allowed to attend meetings of the Municipality and given an opportunity to explain their view point. It was also suggested that the Municipality should start a Municipal Gazette giving publicity to important items discussed in the Municipality.

76. Another suggestion made was that the Municipality should open ward offices for promptly attending to public complaints and that a separate "Information Office" should be started to supply information on Municipal matters to the public.

77. As regards finance, the general opinion was that the present sources of revenue should be sufficient even to meet the increased expenditure consequent on the amalgamation provided they were exploited to the full, the revenues were carefully husbanded, wastage was prevented and corrupt practices were put down with a heavy hand. It was pointed out by many persons that there was considerable leakage in the collection of octroi and the granting of refunds; that the octroi should be replaced by a terminal tax, and that alternatively the right of collecting octroi should be auctioned, which was bound to yield more revenue. It was also pointed out by some persons that the system of letting out stalls in the Municipal market (Fuley Market) was unsatisfactory; that some stall-holders had managed to take a number of stalls on lease in their own names or in bogus names and had sub-let them at exorbitant rents and that if the system of letting out stalls was improved the revenue from the market would increase considerably.

Finance.

78. Many persons complained that Government had encroached on the legitimate field of Municipal revenue by levying the Urban Immoveable Property tax, the Non-agricultural assessment, the Entertainment tax, Sales tax etc. and suggested that a share of these taxes, if not the whole, should be ceded by Government to the Municipality and that Government should also give to the Municipality a share of the duty on petrol and electricity. Some expressed the view that the people of Poona had already been taxed heavily and that there was no scope for further taxation. Others, however, thought that the people of Poona might not grudge to pay increased taxes if they were assured of better amenities. Some suggested the levy of a tax on marriages, adoptions, thread-ceremonies, fairs and feasts. Others suggested that a tax on cycles should be levied which according to them was likely to yield over a lac of rupees and would not be resented if the roads were kept in good repair; it was also suggested by some persons that the octroi schedule should be revised and that articles received by post, viz. bullion, silk, cardamoms etc. should be taxed. It was also suggested that charge for water supply should be levied according to consumption, i.e. by meter system; that house tax should be revised and the revision of the assessment on properties should be made by an outside agency. Several persons suggested that the bus transport and the electric supply undertakings should be taken over by the Municipality as they were likely to bring in substantial revenue. It was also pointed out by some persons that considerable saving could be effected by retrenchment of the superfluous staff.

79. It was urged by several persons that Government should give recurring and non-recurring grants to the Municipality and that Primary Education should be entirely taken over by Government, failing which the Municipality should be allowed to levy an educational cess specially for rendering this service.

80. Most of the witnesses urged that the services rendered by the Poona City Municipality should be improved and expanded. As regards Primary Education, it was suggested by many persons that school buildings should be better ventilated.

Amenities needed.

that schools situated in congested localities should be shifted to better localities ; that there should be adequate play grounds for children ; that attendance should be strictly enforced ; that children should be given religious instruction and physical training ; that poor students should be given free milk ; that the present curriculum should be changed and that the lot of Primary teachers should be improved. They also suggested that the Municipality should open free reading rooms, libraries and museums and maintain them. As regards roads, witnesses suggested that they should be broadened, reconstructed and repaired ; that they should be concreted or asphalted and that they should be better lighted at night. They also suggested that there should be area maps showing streets and house numbers which should be posted at conspicuous places in the city. With regard to drainage, it was suggested that the system should be extended and improved by providing mains of larger size and that proper arrangements should be made for the disposal of the sewage. As regards Conservancy and Public Health, witnesses suggested that roads should be swept every day regularly, preferably before sunrise ; that more dust-bins should be provided ; that refuse should be promptly removed ; that throwing of rubbish on roads should be made penal ; that responsible persons should be empowered to fine offenders on the spot and that public lavatories should be regularly cleansed with disinfectants. They also suggested that the Municipality should exercise strict supervision over hotels and eating houses ; that they should be required to maintain a certain minimum standard of cleanliness ; that waiters should be required to be clean and that hotels should be prohibited from preparing dishes, which are unhealthy and dangerous to health ; that prostitutes, lepers and persons suffering from dangerous diseases should be segregated and that adequate measures should be taken to eradicate plague. As regards Medical Relief, they suggested that the Municipality should establish and maintain at least one hospital like the Sassoon Hospital and that more dispensaries should be provided.

81. Turning to markets, they complained that the Fuley Market was not properly maintained and suggested that more sheds should be provided for stall-holders ; that there should be at least two more markets as big as the Fuley Market ; that there should be better check on vendors ; that sellers should be required to keep correct scales and weights ; that rotten food-stuffs should be destroyed and that the Municipality should open a laboratory for chemical examination of food-stuffs.

82. As regards water supply, it was suggested by several witnesses that it should be available throughout the day and at higher pressure ; that filtered water should be supplied ; that Government should sell water to the Municipality at a cheaper rate or that the Municipality should have its own sources of water supply and that Katraj water should be utilised for supply to the city.

83. It was also suggested that the fire-fighting service should be made more efficient and that more fire-fighting appliances and equipment should be provided.

84. As regards Town-planning, it was suggested by several persons that separate areas should be reserved for industrial development, that motor-repair workshops, godowns and cattle-sheds should be shifted outside the city and that a Master Plan should be prepared to prevent irregular development within the city limits as well as in villages immediately surrounding the city ; that there should be more parks, gardens, open spaces and play grounds ; that the minimum open space to be left around a building in a building plot should be prescribed ; that trees should be

planted along the roads; that more green spots should be provided and that slum clearance and improvement schemes should be undertaken by the Municipality.

85. Other interesting suggestions made were that the Municipality should pay more attention to the comforts of visitors; that it should maintain houses for celebration of marriages; that it should run a school for imparting training in cottage industries, poultry farming and animal husbandry; that it should undertake a milk scheme and open grain shops and that it should tackle the beggar problem and establish institutions for the blind and the infirm.

CHAPTER VI.

TYPES OF MUNICIPAL GOVERNMENT.

86. Before outlining the structure of municipal government for the City of Poona, its suburbs and the Cantonment areas, which would in our opinion produce better results than the present structure, it would be helpful if a brief description is given of the different types of city governments prevailing elsewhere.

87. In America, there are three major types.* The oldest of these is the "Mayor Council" type, which consists of a Mayor and a council, elected separately, the Mayor being charged in a greater or lesser degree with the administrative duties. The variation in the degree of responsibility is, in fact, so great that the two extremes are distinguished by such terms as "Strong Mayor" and "Weak Mayor". Under the Strong Mayor type, the Mayor wields a considerable amount of power and control, including veto power, over the actions of the Council and a fairly complete authority in the matter of employment and discharge of personnel. The "Weak Mayor" on the other hand has no control over the actions of the Council. He is forced to work with a personnel largely elected or perhaps appointed by the Council and may find himself hampered at every turn by independent or semi-independent officers or Boards.

88. The second type, popular for the first two or three decades of this century, is known as the "Commission form of City Government".
 (b) "Commission". A Municipality acting under this form elects a group of Commissioners—three, five or seven in most cases**.

A Mayor chosen from among them acts as a ceremonial head of the city, exercising, however, a little more authority than his colleagues. The Commissioners as a group determine policy and confer on administration. Each is assigned direct responsibility for the administration of a department. If a city has more departments than the number of Commissioners, two or more departments are either consolidated or handled separately by the same official. In larger cities the Commissioner appoints full time administrators for the departments he is entrusted with, but in medium sized cities finances may not permit of such appointments. Here the Commissioner may attempt direct administration of his departments, with a resulting instability of top-personnel which is harmful to the work of the department.

89. The Council Manager or "City Manager" is the latest type in the evolution of local government in America. Under this form, an elective council represents the electorate on matters of Policy, while a full trained Manager is employed to assume responsibility for the administration of most municipal functions. It approximates most nearly to the Strong-Mayor type of Mayor-council government. In the City Manager plan, however, management is separated as far as possible from politics. The City Manager is allowed a fairly complete control over his personnel and is placed at the head of an integrated structure. In many City Manager Charters it is laid down that no individual councillor may interfere with the administration of the City Manager. It is claimed that this system has proved successful in eliminating

* Municipal Administration by Stuart A. Mac Corkle.

** New York and Chicago are exceptions having 71 and 70 respectively. (Vide G. Montague Harris' lecture on Local Self-Government in different countries P. 3).

political jobbery and corruption and in establishing an efficient and economical form of government. The City Manager plan has been introduced in some cities in Canada and the Irish Free State.

90. The British system of local government consists of an elected council whether of county, town, district or parish, which is solely responsible for the whole administration, executive as well as legislative. Provision is made for the appointment of Aldermen about one-third of the number of members of the whole council. The Aldermen enjoy a longer term of office than the elected members. The Mayor is elected for a term of one year. He is the civic head of the Municipality and presides over its meetings, but he does not exercise executive powers commonly possessed by the Mayor or Burgomaster in other countries. The essence of the English form of local government is to be found in the "Committee System". The Council is permitted to set up Committees for the purpose of administering the various services. Thus there are a Public Health Committee, an Education Committee, a Finance Committee and so forth. Outside persons may be co-opted to Committees. These Committees are attended and advised by the Chief Officer in charge of the appropriate department and are responsible for deciding the principal questions relating to the work of that department. The reports of each Committee go to the full Council where the recommendations may be accepted, rejected or referred back. The appointment and dismissal of the officers is with a few exceptions within the control of the local council*. There is, however, nothing in the nature of a "Spoils System".

91. The outstanding type of the continental form of municipal government was to be found in Germany. Here, the Council existed side by side with an executive independently appointed and consisting either of one person or a board. The theory of separation of power appeared to be more fully given effect to in the German than in the English system, though the executive had the power to veto any legislation enacted by the Council on the ground either of its illegality or of its inexpediency, and though the members of the Council were able under its direction to participate in the work of administration through membership of various administrative Boards at the head of the city executive departments. Of course, if the Council objected to the veto of the executive it might appeal to a higher administrative authority in the State.† The Burgomaster was not a headman freely chosen by the representatives of the burghesses, but an intermediate state official entrusted with the direction of the town**.

92. In Fascist Italy, every local self-government unit was governed by an official called the "Podesta", who like the Burgomaster in Germany was appointed by and responsible to the Central Government. There were no elections of councils or officials of any kind. Councils were appointed in each commune on lines which were considered to make them represent the different interests of each commune. These Councils could only tender advice to the Podesta, but he was not bound to follow it. It was claimed by the Fascists that this system had eliminated corruption from the municipal administration and established efficiency and economy***.

* British System of Government by Robson Page 31.

† Constitution, Functions and Finance of Indian Municipalities by K. T. Shah and G. J. Bahadurji Page 22.

** Lecture on Local Self-Government in different countries by G. Mongague Harris, Page 5.

*** Ibid Page 2.

93. In France, Bulgaria, Estonia, Lithuania and Turkey the Mayor is the executive. In Belgium there is in each City an Executive Committee known as the "College of Burgomaster and Aldermen". The Aldermen are elected by the communal council from among their own members for a period of six years. The members of the college are collectively responsible, but in practice different branches of the work are allotted to them individually. In Czechoslovakia, Finland, Latvia, Poland and Rumania the municipal administration is entrusted to a small committee. In Switzerland, the Communal Council consists usually of 5 to 9 members. Its functions are distributed among sub-divisions, each of which is directed by a member of the Council—except in large communes where a body of permanent officials, generally known as the "Small Communal Council", is invested with executive authority.

94. Thus there are three major types of local government constitutions in America and Europe viz. the City Manager Plan, the Committee form and the Burgomaster or Podesta form.

95. Turning to municipal constitutions of the principal cities in India, we find a less variegated pictures. The most outstanding type is that which obtains in the City of Bombay. Here the scheme of municipal government is based on three authorities viz. the Municipal Corporation, the Standing Committee and the Municipal Commissioner. The municipal government of the city vests in the Corporation. It decides all matters of policy and sanctions the budget. It appoints all municipal officers whose salary is Rs. 500 and above except the Municipal Commissioner, who is appointed by Government. It consists of 117 councillors, out of whom 106 are elected at ward elections under a joint electorate for a period of three (now four) years on rental franchise of Rs. 5 per mensem (Adult franchise has now been introduced, but no election has taken place so far under this franchise); 4 are elected by Trade Unions; 1 by the Bombay Chamber of Commerce; 1 by the Indian Merchants Chamber; 1 by the Mill-owners Association; 1 by the Fellows of the University, and 3 are *ex-officio* members viz. the Police Commissioner, the Executive Engineer, Presidency Division, Public Works Department, and the Chairman of the Board of Trustees of the Port of Bombay.

96. The Standing Committee is the financial authority. It has to frame the budget and sanction all contracts of the value of Rs. 5,000 and above and all matters concerning the Municipal staff viz. their grades, Leave and Provident Fund Regulations, etc. The Committee consists of 16 members.

97. The Municipal Commissioner is the Chief Executive Officer. Except where it is expressly otherwise provided all executive authority vests in him. He is appointed by Government usually from the Indian Civil Service for a period of 3 years and is generally of the rank of senior Collector. His term of office is occasionally extended and the longest period for which a person has continued in that office hitherto is 9 years. He can take part in the discussions at the meetings of the Corporation and its Committees but cannot vote. He appoints all the staff whose salary is below Rs. 500, has absolute power to fine, reduce, or suspend any officer appointed by him and to dismiss any officer whose monthly emoluments are Rs. 300 or less; sanctions contracts up to Rs. 500 and reports contracts entered into by him between Rs. 500 and Rs. 5,000 to the Standing Committee. He may be removed by Government on a vote of not less than 64* Councillors.

* This number was fixed when the total strength of the Corporation was 72 and has not since been revised.

98. Each of these three authorities is independent in its own sphere. The Corporation enjoys full autonomy and approaches Government only for sanctioning loans etc. It works through a triple Committee system viz. the Statutory Committees, Special Committees and Consultative Committees. There are two Statutory Committees (besides the Standing Committee mentioned above) viz. the Improvements Committee to attend to acquisition and disposal of land and improvement and slum clearance schemes and the Schools Committee to look after Primary Education in the City. The Corporation makes an annual lump grant towards Primary Education and the disposal of the grant is entirely within the discretion of the Schools Committee. The Special Committees act like conduits for all business coming up before the Corporation. All matters which do not fall within the purview of the Standing Committee, the Improvements Committee and the Schools Committee go to the Corporation through the relevant Special Committee with its recommendations. In a few unimportant matters the Special Committees have been delegated full powers of disposal. There are at present 5 Special Committees viz. (1) Works Committee, (2) Medical Relief and Public Health Committee, (3) Law, Revenue and General Purposes Committee, (4) Markets and Gardens Committee, and (5) Tramways and Telephone Committee.

99. The Corporation may remit any question for consideration and report to a Consultative Committee. Such Committees are *ad-hoc* Committees and cease to exist after the references sent to them are disposed of.

100. The constitution of the Madras City Municipal Corporation resembles in appearance that of the Municipal Corporation of the City of Bombay, in that it also consists of three authorities viz. the Corporation, the Standing Committee and the Commissioner but when examined closely it reveals many points of difference.

(b) Madras City Municipal Corporation.

101. The Corporation consists of 68 Councillors of whom 65 are elected (60 Councillors and 5 Aldermen) and 3 are appointed by Government. Out of these 9 are Europeans and Anglo-Indians. The municipal government of the city vests in the Corporation.

102. There are 6 Standing Committees: (1) Accounts, (2) Education, (3) Health, (4) Taxation and Finance, (5) Town Planning and Improvement and (6) Works. The Corporation may appoint additional Standing Committees with Government sanction. Each Standing Committee consists of 7 members elected by the Corporation. The Corporation determines the powers and duties of the Standing Committees. The Standing Committees for Accounts and Taxation and Finance are vested with additional powers.

103. The Commissioner is appointed by Government. All executive powers vest in him subject to such restrictions and limitations as are expressly provided in the Municipal Act. Contracts up to Rs. 10,000 are sanctioned by the Commissioner, those above Rs. 10,000 but below Rs. 50,000 by the Standing Committee, those exceeding Rs. 50,000 but below Rs. 2,50,000 by the Corporation and those exceeding Rs. 2,50,000 by the Corporation and Government.

104. The Standing Committee and the Commissioner are bound by the Resolutions of the Corporation. The Provincial Government have certain powers which seem to detract from the full autonomy of the Corporation. The Provincial Government can call for any information and record and depute an officer to report on any matter. Copies of Resolutions of the Corporation are required to be

submitted to Government, who may cancel any Resolution on the ground of its being *ultra vires*.

105. The constitution of the Municipal Corporation of Calcutta differs slightly from that of Madras. It provides for communal constituencies, but unlike in Madras it is empowered to appoint its own Chief Executive Officer. The Corporation consists of 85 elected councillors from 5 constituencies, viz. General, Mahomedan, Anglo-Indian, Chamber of Commerce and Labour, 8 Councillors nominated by Government, out of whom 3 are required to be of Scheduled Castes and 5 Aldermen elected at a meeting of the elected and nominated councillors.

106. The Corporation is authorized to appoint a Standing Committee of not more than 12 members every year for any specific purpose. The Standing Committee has no independent powers. All its proceedings are subject to confirmation or revision by the Corporation. The Corporation may divide Calcutta into different districts and appoint a Standing Committee for each district. The District Committee is empowered to co-opt not more than 3 members (non-councillors) residing within the district. There is also a Standing Committee for Primary Education. The Corporation may appoint Special Committees to enquire into and report upon any matter not already under the consideration of any Standing Committee and appoint thereto even non-councillors. All contracts are to be made by the Mayor or the Deputy Mayor on behalf of the Corporation.

107. Government control over the Corporation is greater in Calcutta than in Madras. Every Municipal contract or project costing Rs. 2,50,000 and above requires Government's sanction; a major alteration in such projects also requires Government sanction. Government can require production of any statistics, information and document; they can depute any officer to inspect and examine anything connected with the Corporation. They can cancel any proceedings of the Corporation, which, according to them, are illegal. Thus while the Corporation has been given power to appoint its own Chief Executive Officer its autonomy in other respects has considerably been whittled down by checks exercised by Government.

108. The constitution of the Municipal Corporation of Karachi is somewhat modelled on the constitution of the Municipal Corporation of Bombay. It consists of three authorities, viz. the Corporation, the Standing Committee and the Chief Officer. Barring this apparent similarity it differs from the Municipal government of Bombay in several respects.

109. The Corporation consists of 73 members. Out of these 65 are elected by territorial constituencies, out of whom 30 are elected by Hindus (3 seats being reserved for Depressed Classes and 2 for Mahrattas) 25 by Muslims, 2 by Europeans 1 by Anglo-Indians, 2 by Indian Christians, 3 by Parsis, 1 by Sikhs and 1 by Jews. In addition to 65 members elected by communal electorates, 1 is elected by the Karachi Chamber of Commerce, 1 by the Indian Merchants Chamber, 1 by the Trustees of the Port, 1 by the District Local Board, Karachi, 2 by Registered Trade Unions and 1 by the Muslim Chamber of Commerce. Perhaps nowhere else such chequered municipal constitution with such an emphasis on communal electorate can be found in India.

110. The Standing Committee consists of 12 members. The Corporation is authorised to appoint Special Consultative Committees, viz. Public Works

Committee and Public Health and Markets Committee. Some limitation is put on the number of Committees to be appointed. The Corporation can also appoint Special Committees not exceeding 7 for enquiry and report.

111. The Chief Officer is appointed by the Corporation subject to the approval of Government for a period of not less than 5 years. He is removeable on a vote of two-thirds of the members of the Corporation. He appoints all the staff whose monthly salary is less than Rs. 200. He has absolute power to fire, reduce or suspend any officer or servant appointed by him and to dismiss any officer or servant whose monthly emoluments are Rs. 100 or less. He can enter into contracts up to Rs. 5,000, from Rs. 5,000 to Rs. 10,000 the Standing Committee has the power and above Rs. 10,000 the Corporation.

112. Government can call upon the Corporation to remove any tax which they consider objectionable and on default suspend such tax. Government can suspend any action of the Corporation if it appears to them to be in excess of its powers or is likely to cause annoyance to the public or breach of peace. They can depute any of their officers to inspect and examine any department. They may dissolve the Corporation in case of incompetency, persistent default or excess or abuse of powers. Government thus exercise far greater control over the Karachi Municipal Corporation than either in Madras or Calcutta.

113. It will be observed that the model of the Municipal Corporation of the City of Bombay stands out both for the fullest measure of local autonomy enjoyed by it and the independence of the executive which have made its government unique in India.

114. The constitution of this Municipality has been framed with great care and has stood the test of time. It approximates to the City Manager plan in America in which all the legislative power vests in the Council, and the executive power in the executive. The success of municipal government in Bombay may be said to be due in a large measure to the vesting of the entire executive authority in the Municipal Commissioner and to his appointment by Government.

CHAPTER VII.

UNIFICATION OF THE EXISTING MUNICIPALITIES.

115. The idea of amalgamation of the Poona municipal bodies is not new. On 17th February 1933, a resolution was passed by the Poona City Municipality recommending to Government that a combined Municipality should be constituted in place of the present four local bodies, viz. (1) the Poona Suburban Municipality, (2) the Poona City Municipality, (3) the Poona Cantonment Board and (4) the Kirkee Cantonment Board. While forwarding the resolution to Government, the President of the Municipality pointed out that the four local bodies were already grouped together for purposes of "Octroi", but for all other purposes they were independent of each other; and that a combined administration would be more efficient and economical. Government, however, replied that the proposal was not feasible.

116. The question was revived in 1939, when the Standing Committee of the Poona City Municipality passed a resolution that the Municipality should be raised to the status of a Corporation embracing within its jurisdiction the areas now under the administration of the Poona Suburban Municipality and the Poona and Kirkee Cantonment Boards, and decided to send a deputation to wait upon the Minister of Local Self-Government. But, meanwhile, the war broke out and the ministry resigned. In 1940, the Kale Committee in its report (paragraph 156) recommended the amalgamation of the Poona City and Poona Suburban Municipalities and observed that separate running of the two institutions was not at all justifiable. It, however, appears that this recommendation did not find favour in some quarters, and the proposal was eventually dropped.

117. In 1941, the City Municipality reiterated its demand for a Corporation but as Government were then pre-occupied with war problem, they postponed consideration of the question. The Greater Poona movement was started again in 1942, under the auspices of the Poona Rotary Club, when two suggestions came to be made, one for immediate application and the other by way of long term planning. As regards the first, it was suggested that meetings of Executive Officers (including Presidents, Vice-Presidents and Chairmen of Standing Committees) should be arranged periodically—say at least once in two months—for discussion of problems of common interest to all the local bodies within Greater Poona and that as regards the second an Assembly to be called "Greater Poona Assembly" should be created, consisting of 250 members, including (1) all councillors or members of (a) the Poona City Municipality, (b) the Poona Suburban Municipality, (c) the Poona Cantonment Board, (d) the Kirkee Cantonment Board, (e) the Bopodi Village Panchayat, (f) the Aundh Village Panchayat, (2) Executive Officers of the above local bodies, (3) the President and Executive Officers of the Poona District Local Board and (4) representatives of Government and various educational, women's and other organizations; and that this assembly should meet once every three or six months to discuss subjects of common interest to Greater Poona, such as drainage, water-supply, refuse removal and disposal, fire service, measures against epidemics and malaria, civic education, leper problem, public gardens and town planning. The idea appeared to be to make some concession to local patriotism and not "to

force anything on the local bodies against their free will". It was also provided that "works of purely local utility should be looked after by the local body concerned, but that the works of common utility should be planned and carried out in co-operation with the neighbouring bodies". This movement did not make much headway.

118. In March 1946, the City Municipality passed a fresh resolution for raising it to the status of a Corporation. This was followed, in **Fourth proposal, 1946,** May 1946, by a representation to Government from one of the citizens that the administration of the Poona City Municipality was unsatisfactory, that the councillors constantly interfered with the duties of the executive, that the City was fast growing and would soon assume great importance on account of the proposed University, Research Laboratory and Military Academy, and that it was necessary to raise the status of the Poona City Municipality to that of a Municipal Corporation to enable it to carry out its growing responsibilities efficiently and economically. A other representation was made to Government in August 1946 signed by about three hundred citizens of Poona wherein the same request was repeated. The views of the Local Bodies concerned were then ascertained by Government and it was found that the Poona Suburban Municipality was opposed to the merger on the ground that it would lead to deterioration of its standard of administration. The Military authorities opposed the amalgamation of the Poona and Kirkee Cantonment areas with those of the Poona City Municipality for military reasons. The Commissioner, Central Division, then convened a conference of the representatives of all the local bodies and the two Cantonment Boards on the 10th March 1947 at which the same divergence of opinion revealed itself. He, however, agreed with the view previously expressed by his predecessor that the case for amalgamation was overwhelming, that it would bring the best talent to the common task of municipal administration, that it would facilitate development and slum clearance and that it would result in economy in administration. Thereafter our Committee was appointed by Government, to examine the whole question and to make its recommendations.

119. Before proceeding to discuss the benefits of amalgamation, it is **Objections by Cantonment Boards considered.** necessary to consider the objections raised by the Poona Suburban Municipality and the Poona and Kirkee Cantonment Boards. The latter's objection is mainly on military grounds. The areas under the control of these Boards fall within the jurisdiction of the Central (Union) Government. That being so, it might seem beyond our competence to go into the question of bringing these areas under the Greater Poona administration, but we are convinced that any scheme of municipal government for Greater Poona which isolates and keeps out the Cantonment areas will be halting and incomplete, and we therefore suggest that negotiations should be started by the Provincial Government with the Central (Union) Government at the earliest opportunity with a view to bringing these areas within the ambit of Greater Poona, so that not only the municipal services like drainage, conservancy, water supply, etc., could be rendered to all the areas more economically and efficiently but a uniform policy could be adopted for the betterment of civic life in its various aspects throughout the jurisdiction of the Greater Poona Municipality. In this connection the instance of Bombay City where no separate municipal administration is provided for the areas occupied by the military forces at Colaba may be cited. There do not seem to be any special reasons for keeping such areas at Poona segregated. We are told that the question of land tenure of building sites in these areas might give rise to some difficulties. We, however, feel that whatever those difficulties might be, they

could be overcome by Government. Besides, these Cantonments have a large civil population and their needs would be better served in association with the civil population in the neighbouring areas. These Boards are at present financed by Government and it is possible that by amalgamation Government's financial liability might be reduced to some extent. However, if for any military reasons it is considered essential to vest the control over the administration of certain specified areas in these Cantonments in the military authorities, it would always be open to Government to withdraw such areas from the jurisdiction of the Greater Poona Municipality after consultation with it.

120. The opposition of the Poona Suburban Municipality to its amalgamation with the Poona City Municipality seems to be based mainly on two grounds viz. (1) that the administration of the City Municipality is, according to it, not satisfactory and its merger with it will lower the tone of administration in the suburban area, and (2) that the incidence of taxation would rise. The former is a self-complacent view, which it will be difficult to support if all the circumstances are taken into account. In the first place, it is not clear why a separate Municipality was established by Government in close proximity to the City Municipality when the interests of both the Municipalities are common in all respects; and even if it was considered necessary at that time, perhaps with a view to avoiding the imposition of additional burden on the City Municipality of developing the suburban area, there seems hardly any reason why the Suburban Municipality should take such an isolationist and narrow view when its association with the City Municipality is more likely to improve the administration of the latter Municipality than to bring about a deterioration in the standard of administration in the suburban area. It is contended by some persons that the so-called "efficiency" of municipal administration in the Poona suburban area is due partly to the area of its administration being small and partly to the substantial help received from Government in carrying out some of the essential services. It is also pointed out that nearly 50 per cent. of the suburban municipal revenue is obtained through the Poona City Municipality, which collects octroi for it, and that its population being only 20,000 and dispersed, its sanitary and health problems are relatively less complicated. As against this, it is urged that the Poona City Municipality has to administer a large area with little assistance from Government and that its population is about 4 lacs crowded within a limited area, which naturally gives rise to difficult problems of health, sanitation, conservancy etc., that nevertheless it has done its best and whatever weaknesses in the administration are noticeable are mainly due to the present unsatisfactory constitutional arrangements under which the executive authority of administrative officers is constantly hampered and that with the raising of the Municipality to the status of a Corporation, and the strengthening of the Executive, greater efficiency can be achieved.

121. As regards the apprehension of the Suburban Municipality that amalgamation would result in raising the incidence of taxation, it has already been observed that a greater proportion of some of its essential services are at present being carried out by Government and that if as in the case of the City Municipality, the burden of maintaining all the services including water supply, drainage, roads, etc. were to be borne almost wholly by the Suburban Municipality it would necessarily have to increase its taxes. It is doubtful if in that case it will be able to maintain its

present level of taxation even though liberal assistance may be given to it by Government by grant-in-aid or by providing additional sources of revenue. It is not a sound principle to promote small units of civic administration in juxtaposition to a large unit, especially when they are not capable of being economically independent and are perforce required constantly to rely on Government help for their existence.

122. It is common experience that independent existence of local authorities in close proximity to each other without natural barriers creates many difficult problems of administration. The taxation policy of these authorities may differ and with it the incidence of taxation. Apart from inconvenience to the public, this may inevitably result in some persons taking advantage of easy communications between these areas for the purpose of evading taxes. So far as octroi is concerned, evasion has been prevented by these local authorities by a joint cordon. The success of joint action in this case would suggest the advisability, nay even the necessity, of joint administration in other spheres like medical relief, public health and prevention of epidemics. These activities, if carried out by small and independent units, will be costly and may endanger the health of all the units. Moreover, these units will not be able to undertake independently larger public utility services like public transport, water supply, drainage, slum clearance and housing for which necessary finance, technical ability and adequate organisation will be lacking.

123. Having dealt with the objections to the merger, we may now consider its advantages. The amalgamation of the four local bodies viz. the Poona City Municipality, the Poona Suburban Municipality, the Poona Cantonment Board and the Kirkee Cantonment Board into one unified Municipal Corporation will open up vast vistas of development and town planning and improvement in administration and economy. It will extinguish the present artificial barriers between un-economic units and consolidate them into one homogeneous whole, in which rich segments can come to the rescue of poor ones in regard to expenditure on slum clearance, sanitation and health. It will enlarge the area of administration and avoid multiplicity of executive officers, all of the same status and doing similar work. There will be uniformity of policy, which may help scientific replanning and uniform development of the whole area into one living and well-knit organism. There will be pooling of resources of the local bodies, which might enable the new Corporate body to provide better amenities. It will further increase the borrowing capacity of new body and enable it to raise loans for large schemes of public utility. It will also help to foster a cosmopolitan outlook instead of a parochial one among the citizens of Greater Poona, which is very necessary on account of its position as an important centre of education and as the headquarters of Government for five months in the year. In short, the amalgamation of the different units into one unified authority with the status of a Municipal Corporation will tend to make the administration far more progressive, enlightened and efficient than at present.

CHAPTER VIII.

RECOMMENDATIONS.

124. In Chapter IV a reference has been made to the arrangements existing between the Poona City Municipality and the Poona Suburban Municipality in regard to primary education and between the Poona City Municipality, the Poona Suburban Municipality and the Cantonment Boards of Poona and Kirkee in regard to octroi. In other matters such as water supply, drainage, medical relief and public health, the interests of the people residing in these areas are also so closely linked together that the divisions as they exist at present appear to be more artificial than real. With so much unity in objectives and activities, we see little justification in maintaining separate entities for these units, involving inevitably disparity in rates of taxation, multiplicity of administrative machinery and conflict of authority. In our opinion it would be more conducive to efficiency as well as economy if all these units are welded into one coherent and comprehensive system of Municipal administration.

125. The modern drift is also towards larger units. It is now well-recognised that modern life necessitates an enlargement of the area of local government for many purposes. This is partly due to such inventions as automobile and telephone, which bring every part into closer connection with the centre and partly to the increase of expensive public services in consequence of which it is necessary to spread the charge for these over wide areas, so that the richer districts should bear a portion of the burden of the poorer.* Each municipal district should be able enough to maintain a strong and efficient executive. Apart from the practical advantages flowing from consolidation, we consider it necessary to establish one homogeneous authority to instil a sense of common citizenship. In our view this can be best achieved by merging the areas of Poona City, its suburbs, the Cantonments of Poona and Kirkee and the neighbouring villages of Hingne Budruk, Kothrud, Pashan, Aundh, Dapodi, Bopodi, Yeravda, Ghorpadi, Vanavdi, Kondhwa, Manjeri and Parvati into one unit, namely, Greater Poona for purposes of municipal government. The area, population etc., of the four existing municipal units and of the combined Greater Poona unit including the above villages are given in the subjoined table:—

	Area (Square miles).	Popula- tion.	Number of Council- lors.	Total Income.	Total Expendi- ture.
				Rs.	Rs.
Poona City Municipality	... 7.65	2,37,560	60	40,00,872	39,52,525
Poona Suburban Municipality	... 4.00	19,994	29	4,19,606	4,32,260
Poona Cantonment Board	... 5.33	40,447	18	10,02,377	8,95,870
Kirkee Cantonment Board	... 5.13	24,065	15	1,74,319	1,90,714
Hingne Budruk	... 1.39	806	...	.....	.....

*Local Self-Government in different countries by G. Montague Harris—P. 10.

	Area (Square miles).	Popula- tion.	Number of Council- tors.	Total Income.	Total Expendi- ture.
				Rs.	Rs.
Kothrud	4.61	1,071	...	.....	.....
Pashan	7.77	21,66	...	.....	.....
Aundh	2.89	2,727	...	.....	.....
Dapodi	0.72	2,370	...	.....	.....
Bopodi	0.83	6,446	...	.....	.....
Yeravda	8.22	6,691	...	.....	.....
Ghorpadi	0.84	2,085	...	.....	.....
Vanevdi	1.58	2,470	...	.....	.....
Kondhwa	1.89	1,053	...	.....	.....
Manjari	7.45	3,742	...	.....	.....
Parvati	2.65	37	...	.....	.....
Total ...	60.95	*3,53,748	122	55,97,175	54,71,389

126. The boundaries of the existing four municipal units and of the proposed Greater Poona unit are shown in the map appended to this Report (Appendix G).

127. We are not aware of the military considerations which warrant the exclusion of the Cantonment areas from the Greater Poona unit, but if their inclusion is not favoured at this juncture, we suggest that a provision should be made in the legislation for their accession at a later stage by a notification. This will avoid the necessity of amending the Act from time to time for inclusion of any additional areas. The aggregate area of Greater Poona as proposed by us will be approximately 60.95 square miles i.e. about 36.76 square miles more than that of Bombay which is 24.19 square miles. We have recommended the incorporation of the outlying villages mentioned above in order to provide the urban area of Poona with a rural belt, for immediate expansion. There are other villages besides those mentioned above, which were suggested to us by witnesses for inclusion within the municipal limits of Greater Poona, but we think that inclusion of undeveloped areas within municipal limits is not advantageous, when the prospect of their development is remote. For it will be uneconomic for the Municipality to provide city amenities in those villages, while the inhabitants of the villages will have to pay higher taxes without adequate return. We have, therefore, not suggested the inclusion of those villages.

* The figures of population given above are according to the Census of 1941. Since then some developments have taken place and the population seems to have increased considerably. It may therefore be assumed that the population of the whole area proposed to be brought within the Greater Poona Municipal units will be about 6 lacs.

128. We, however, recommend that a Master Plan should be prepared for the whole area within a radius of 10 miles from the Poona City Post Office, lying within the Haveli Taluka in order to facilitate systematic reconstruction of the already built up areas in Greater Poona and orderly development of the open lands in Greater Poona as well as beyond it where extension is likely to take place in years to come. This Master Plan should provide for zoning with separate areas for location of light as well as heavy industry, parks, playgrounds, theatres, housing schemes, etc. Poona City is now expanding in all directions and it is, therefore, very essential that a Master Plan should be prepared as early as possible. Merely preparing a Master Plan is, however, not enough. So far as Greater Poona is concerned, it will be the responsibility of the Municipality to regulate reconstruction and development within Greater Poona according to the Master Plan. Outside Greater Poona, there should be some agency which would be responsible for regulating development likewise. We suggest that a Board should be constituted by Government for this purpose consisting of the Collector of Poona as Chairman, and the Mayor, the Municipal Commissioner, the Chief Engineer of the Poona Municipal Corporation, the President of the Poona District Local Board, the Consulting Surveyor to Government, the Consulting Public Health Engineer to Government, the District Superintendent of Police, Poona, the Executive Engineer, Poona Division, and the Director of Public Health as members. The preparation of the Master Plan with the help of experts after a scientific survey of the whole area should also be entrusted to this Board.

129. Having expressed our opinion in favour of the amalgamation of the existing municipal units, we have next to consider the question as to what type of city government should be set up for the combined and enlarged unit. The municipal organisation functioning in Poona City and Poona Suburban area is of the type of a Borough Municipality. In the memoranda submitted to us, dissatisfaction was expressed almost unanimously with the present administration of the Poona City Municipality. This feeling was further endorsed by most of the witnesses who gave oral evidence before us. The reasons advanced, however, varied from trivial instances of neglect to serious defects in the constitution of the Municipality and great stress was laid on the inefficiency of the executive to redress the grievances of the public. We have not made any investigations into the affairs of the Municipality, as it was not within our province to do so and we are not, therefore, in a position to say how far the charge of inefficiency levelled against the executive is justified. We are also unable to express opinion as to whether the administration of the Poona City Municipality is better or worse than that of any other Borough Municipality in this Province of comparable size and resources. From what we have seen of the condition of roads and drains, disposal of refuse, unfiltered supply of water, dim lighting of streets, lay-out of roads and construction of buildings in the newly developed areas, we cannot help remarking that the standard of services is not what we should expect from a Municipality in a city like Poona. It is undoubtedly much lower than in Bombay. This is recognised by the Executive Officers of the Municipality, but they seem powerless to raise the standard. The structure of the Bombay Municipal Boroughs Act, 1925, is partly responsible for the helplessness of the executive. Under this Act, although the Chief Officer is supposed to be the chief executive authority, his powers are so circumscribed that he is unable to do his work according to his own judgment and has in many matters merely to carry out the orders of the various municipal authorities for which he is not responsible.

130. Although democracy envisages control of administration by the elected representatives of the tax-payers, the practical experience of municipal government in India as well as in some of the countries of Europe and America goes to show that better results are obtained when the elected representatives, instead of assuming responsibility for the administration of most municipal functions concern themselves with laying down the policy and seeing that that policy is carried out by the executive. It is of course essential that the elected representatives should exercise financial control, but it is in the interests of good government that the executive power should be vested wholly in a single responsible officer. If the executive power is divided among the elected representatives and the executive as under the Bombay Municipal Boroughs Act, 1925, a sense of irresponsibility grows among both, with the result that efficiency suffers greatly. Moreover, it does not seem fair to entrust the executive responsibility to persons who have got their own occupations and who cannot afford to devote their whole time and energy to municipal functions. If on the other hand the entire executive power is vested in a full-time experienced officer, it will be his responsibility to see that the administration is carried on as efficiently as possible, as otherwise he may risk his career by his administration being condemned by the public as well as by the councillors. The necessity for the appointment of such an officer was recognised by the framers of the City of Bombay Municipal Act as far back as 1888 and a provision has, therefore, been made in this Act for the appointment of a Municipal Commissioner in whom the entire executive power is vested. Under this scheme although there are three distinct authorities viz. the Corporation, the Standing Committee and the Municipal Commissioner, having independent powers, none of them can interfere with the performance of the duties and functions entrusted by law to another, but at the same time the relations between all these three authorities must be cordial if the administration is to be carried on smoothly. The scheme of the Bombay Municipal Act has worked successfully for over half a century and we feel that the principles underlying this scheme should be adopted in the case of other municipalities.

131. For the reasons stated above and in paragraphs 113 and 114 we recommend that the city government for Greater Poona should be set up on the lines of the city government of Bombay. We believe that it would not be easy to provide such a constitution by amending the Bombay Municipal Boroughs Act 1925, and we therefore suggest that a Special Act should be passed for this purpose. Conditions in Poona are, however, somewhat different from those in Bombay and we, therefore, consider that while the foundations of the structure of the City of Bombay Municipal Act, 1888, may be kept intact, changes may be made in the details of the structure to suit local conditions. To facilitate early preparation of necessary legislation, in case Government accept our above recommendation, we have attempted to draft a Bill on the lines of the City of Bombay Municipal Act, 1888, with certain changes which seem necessary to us in view of the local conditions in Poona. We are submitting the draft Bill separately.*

132. The important features of the scheme of municipal government for Greater Poona, proposed by us in the draft Bill are as follows :—

133. As in Bombay, there should be three authorities charged with the responsibility of carrying out the provisions of the Act; viz. the Corporation, the Standing Committee, and the Municipal Commissioner. Having regard to the present population of Greater Poona, we have suggested, that the Corporation should consist of 85 members, of whom 64 should be elected by

Constitution.

(a) Corporation.

territorial constituencies, 16 should be co-opted by a system of distributive voting by elected councillors, of whom four should be women; one should be elected by the Marhatta Chamber of Commerce and Industries, two by Labour through an electoral college and two should be *ex-officio* members viz. the District Superintendent of Police, Poona, and the Executive Engineer, Poona Water Works Division. The term of office of elected councillors should be four years, and of co-opted councillors five years. We have proposed a longer term of office for co-opted councillors in order that when a general election takes place in the first few years the newly elected councillors should have the benefit of experience and knowledge of co-opted councillors for at least one year. The provision of co-opted councillors is made on the lines of Aldermen in the Municipal Corporations of Karachi, Madras and Calcutta. It is intended to serve as ballast to the constitution and to enable the entry of such persons into the Corporation as are capable and willing to work, but do not wish to undergo the worry and trouble of an election. We have also provided special representation for experienced and educated women through co-option and for Trade and Industries and Labour by election from special constituencies.

134. The Standing Committee should be a co-ordinate authority with the Municipal Corporation and invested with certain independent powers particularly in matters of finance. It should be responsible for the preparation of the Budget. It should consist of 12 members and one-third of the members should retire each year. The members should elect their own Chairman, who should hold office for one year unless removed by death or disqualification earlier. Five members should form a quorum. All contracts of the value of Rs. 5,000 and above should receive its prior approval. It should also approve all proposals dealing with establishments including Leave, Provident Fund and other Service Regulations.

135. When the Corporation comes into being, councillors will have to devote a good deal of their time in attending meetings of the Corporation and its various Committees. We have no doubt that they will readily sacrifice their time, but we feel that it will not be fair to call upon them to bear the expenses incurred by them on transport in attending meetings of the Corporation and the Standing Committee which will have to be held on different days, especially when the area of the Corporation will be extensive and many of the councillors will be persons of small means. We have, therefore, provided that councillors should be given a monthly allowance sufficient to cover their transport expenses for attending meetings of the Corporation and that councillors who are also members of the Standing Committee should be given an additional allowance for attending meetings of the Standing Committee in accordance with the rules to be framed by the Corporation and sanctioned by Government.

136. A number of witnesses who appeared before us attributed the inefficiency of municipal government in the City of Poona, to the weak executive and the effete constitution wherein executive authority was divided between the President and the Chief Officer. They pointed out that the Chief Officer could not withstand interventions by the President and the Councillors in his day to day work with the result that he was reduced to nonentity without any authority even over his subordinates who could play him off against councillors who were only too ready to oblige them and that it was hopeless to think of improving the municipal administration without increasing the powers of the Chief Officer. We are convinced that high standard of efficiency of municipal administration cannot be achieved without a strong

and independent executive and a watchful council. We cannot do better than reproduce the remark made by the late Sir Pherozeshah Mehta in support of our view. He said on one occasion that "the only safe and efficient way of disposing of the executive authority is to vest it in a single officer." The truth of this remark is often brought home to all those who are connected in any way with municipal administration and it is interesting to observe that this remark was made many years ago by a person who was in a large measure responsible for the scheme of the Bombay Municipal Act, 1888, and who was also a formidable champion of municipal autonomy.

137. The independence of the executive can be fostered if the appointment of the Municipal Commissioner is made by Government. If, on the other hand, the appointment, promotion and prospects of this officer were to depend on the votes of the councillors, he would be called not infrequently to compromise with his sense of duty to the common man to please the councillors. For example, councillors who are in arrears of taxes may take advantage of their position to see that the recovery is delayed as long as possible. They may also put pressure on the executive to proceed slowly with the recovery of arrears from their friends. We find that the percentage of arrears of municipal taxes in Poona City is as high as 20 and this may be partly due to the reluctance of the executive to take prompt action against the defaulters in whom some influential councillors are interested. Again, the executive may choose a certain set-back line of a street as being most advantageous and least expensive to the Municipality. If it happens to cut across any portion of a councillor's property, the Chief Officer may find it difficult to recommend the line lest he should displease one of his masters. Democracy does not mean that it should possess or exercise executive power directly. It is enough if it can exercise effective control over its executive. This control can be adequately exercised by limiting it to finance and to the power of removal of the executive for misconduct, neglect of or incapacity for the duties of his office by a requisite number of votes. If, on the other hand, it is to be exercised by insisting on the appointment of the executive of its own choice, it will result in favouritism and inefficiency. That candidate who can canvass best will have the best chance and not the candidate who is most deserving. We, therefore, consider it most essential that the appointment of the Municipal Commissioner in whom the entire executive authority would be vested, should be made by Government and not by the Municipal Corporation. In this connection it may be mentioned that a demand was made by a large majority of the witnesses that the appointment of the principal executive officer as well as the appointments to the key posts in the Municipality should be made by Government themselves or by the Municipality in consultation with some independent body. We, therefore, suggest that, as in the case of the Bombay Municipal Corporation, the Municipal Commissioner should be appointed by Government preferably from the Indian Civil Service or the future Indian Administrative Service for a renewable period of four years and be removable by three-fourths vote of the whole Corporation. Government may also remove him if he is guilty of misconduct or incapable of performing his duties.

138. The Municipal Commissioner should be a co-ordinate authority with the Standing Committee and the Corporation and, while generally following the policies laid down by the Corporation or accepting the financial control exercised by the Standing Committee, he should be independent in the exercise of the powers assigned to him under the Municipal Act. He should be entitled to take part in the discussions of the Corporation and all its Committees but not to move a proposition or vote.

139. In view of the amalgamation of the existing units and the enlargement of the area of the combined unit, it will be necessary to reconstitute the wards on the basis of population, number of properties and rateable value and a mean of the three.

It is not proposed to go into these details at this stage. These will have to be worked out during the interim period by a Special Officer or by the Municipal Commissioner after his appointment. As regards territorial constituencies, the question as to whether multi-member or single-member constituencies should be preferred is debateable. In European countries particularly in France, Italy, England and Germany, the Municipalities favour multi-member constituencies, while, in America single-member constituencies are preferred. The merit of single-member constituencies is that they help to secure due representation of minorities which may be ignored under the group system. In multi-member constituencies, it is possible to ignore the differences in localities which in industrial cities of to-day are important, since they denote differences in wealth, tastes, demands for civic amenities and ideals. It may, however, happen in single-member constituencies that a single party may be able to secure all the seats; but as a general rule and without most intensive party organisation and propaganda, single-member constituencies provide proper representation of minorities. Serious administrative difficulties may, however, arise on account of single-member constituencies and localism may also be encouraged thereby. That is why multi-member constituencies are favoured in municipalities with large populations. Cumulative voting is generally associated with multi-member constituencies as it helps to secure due representation of minorities with reservation if necessary. In the Poona City and Suburban Municipalities the system of multi-member constituencies with cumulative voting is in vogue, but most of the witnesses who appeared before us condemned the system of cumulative voting and advocated a change which might eliminate the evils inherent in that system.

140. We have provided in the Draft Bill that 64 seats in the Corporation should be filled by ward elections. If the system of single-member constituencies is adopted, the city will have to be divided into 64 wards which in our opinion will cause too much segmentation. Over-fragmentation of the city for the purpose of elections will lead to parochialism and is bound to blur the wider vision that is needed for the efficient governance of a large city. Besides, the division of the city into so many wards will create serious administrative difficulties at the time of the general election. We are, therefore, of the view that multi-member constituencies should

(a) Multi-member Constituencies.

be continued and recommend that the system of distributive voting should be adopted in place of the system of cumulative voting as the former is easily understandable and can be followed by even illiterate voters. The system may help to check the tendency of voting according to communities. Besides it may encourage educated and experienced persons, who do not ordinarily wish to contest elections on communal lines, to offer themselves as candidates for elections. Legislation has recently been passed by

(b) Distributive voting.

Government abolishing communal electorates in the case of local bodies, and it appears that seats for certain communities will be reserved in some constituencies. We do not think that the system of distributive voting will give rise to any special difficulties in such constituencies.

(c) Joint Electorate.

141. Under the Bombay Municipal Boroughs Act, 1925, a person is qualified to vote at a municipal election if he has occupied as owner or tenant a house or building or part of a house or building, of which the capital value is not less than Rs. 200 or the annual rent is not less than Rs. 12 for a certain period. This franchise is fairly liberal. There is,

(d) Franchise.

however, a large volume of opinion in favour of adult suffrage for elections to local bodies, but it may be pointed out that, even in England, the qualification for a voter (local government elector) is still occupation as owner or tenant of any land or premises in the local government area, or as wife of the person so qualified. The principle seems to be that a voter should have some stake in the affairs of the local authority owing to his liability to pay taxes levied by it, even though indirectly, so that he might feel a sense of responsibility in choosing the candidate in whose favour he should cast his vote. This is a sound principle, but since adult franchise has already been prescribed for elections to the Bombay Municipality, it seems inevitable that rental qualifications will ultimately have to be abandoned and adult franchise introduced for elections to the Greater Poona Municipality.

142. Some witnesses urged before us that a literacy qualification, such as passing at least Vernacular V standard, should be prescribed for a voter. Others were in favour of a higher qualification namely, passing the Vernacular Final examination. We are not in favour of any such restrictions. We think that the vote itself can be an instrument of education. As regards voters for election of Trade Union Delegates on the Municipal Corporation, we are of the opinion that the qualification should be six months residence in the City and six months registration in the electoral roll of delegates.

143. The question whether candidates for municipal elections should have any higher qualifications than those prescribed for voters has long been debated. Some of the witnesses who appeared before us urged that, if the civic administration of the Poona City Municipality was to be improved, it was necessary that councillors should be graduates or at least matriculates. This view was contested by others on the ground that it was the essence of democracy that no such restrictions should be placed in the way of councillors and that municipal bodies should not consist merely of the intelligentsia, but also of the common people who can understand more intimately the common-man's wants and his point of view. The Kale Committee have expressed their opinion in favour of some minimum qualification being prescribed for members of a Municipality in the interest of efficiency. They have suggested that members of Borough Municipalities should be graduates of 7 years' standing and observed that this would no doubt reduce "the field of selection of members," but the minimum qualifications laid down were so low that in practice the restriction would not operate as a hardship. We are not, however, so optimistic and feel that such a qualification would hinder many estimable and useful citizens from being members of city municipalities. We are, however, of the opinion that it is essential to have an enlightened and progressive element in the Corporation and have, therefore, provided for the election of 16 councillors possessing a degree of the University of Bombay or of any other recognised University and five years experience thereafter in any trade, profession or business or as social workers by co-option.

144. It is necessary that matters which come before the Corporation should in the first instance be considered by a small body of councillors so that the Corporation would not have to spend much time on deliberation of these matters and it would have the advice of persons who have carefully applied their minds to them. A provision has therefore been made for the appointment of the following Committees after each general election :—

- (1) A Development Committee to deal with all matters connected with development (improvement) schemes, acquisition and sale of land, slum clearance, town planning and gardens and layouts.

(2) A Works Committee to deal with all matters connected with roads, buildings, lighting, water supply, drains, sewers, fire brigade and public transport.

(3) A Public Health and Markets Committee to deal with all matters connected with public health and safety, sanitation, disposal of rubbish, regulation of offensive and dangerous trades, markets and slaughter houses.

(4) A General Purposes Committee to deal with all matters connected with municipal taxation, sky-signs, advertisements, municipal rules, by-laws and regulations and other matters not falling within the purview of any of the above Committees.

145. Each of these Committees should consist of twelve members, of whom two should be from co-opted councillors. Each of these committees should elect its own Chairman, who will hold office only for one year. Five members will form a quorum. One-third of the members of these Committees should retire each year, and their vacancies should be filled by the Corporation in April each year.

146. None of these Committees should exercise any independent powers except to the extent of any powers specifically delegated to it by a vote of two-thirds of the members of the Corporation. All matters which do not fall within the purview of the Standing Committee should be considered in the first instance by the relevant Committee and submitted by it to the Corporation with its recommendations, save where the final power of disposal is delegated to it. The Standing Committee may also delegate by a vote of two-thirds of its members any of its powers to the Special Committees and such delegation should be reported to the Corporation, who should have power to revoke the resolution granting the delegation. Any matters which are not disposed of by a Committee within three months may be placed by the Commissioner directly before the Corporation for its decision. We consider such a provision necessary in order to ensure that important matters are not bogged in the Committees and decisions are arrived at expeditiously.

147. A provision has also been made that the Corporation might appoint *ad hoc* Committees consisting of such number of members as it would think fit and remit to them any matters for enquiry and report and direct that the report of any such Committee should be submitted through the Standing Committee or any Special Committee. The Chairman of these Committees should normally be the Mayor.

148. At present the School Board of the Poona City Municipality is responsible for Primary Education within the limits of the Poona City and the Poona Suburban Municipalities. Although we would prefer that Primary Education like any other essential service should come directly within the purview of the Corporation, we do not consider it necessary that a fundamental change in policy should be made at this juncture. We however suggest that an Education Officer should be appointed by the Corporation who would exercise the powers and carry out the duties of the Administrative Officer under the Bombay Primary Education Act, 1947. We also suggest that of the twelve elected members of the School Board, four should be from amongst the co-opted councillors and of these one should be a woman. In order to enable the Corporation to render this service through a School Board, it would be necessary for Government to amend the Bombay Primary Education Act, 1947, so as to declare the Poona Municipal Corporation an authorised municipality for purposes of that Act.

149. We have provided that the Municipal Corporation should be empowered to appoint a Deputy Commissioner if the appointment of such an officer is deemed necessary. His appointment should, however, be subject to confirmation by the Provincial Government. He should be subject to the same liabilities, restrictions and conditions to which the Commissioner is subject. The Corporation should also have the power to appoint fit persons as Chief Engineer, Health Officer, and Education Officer. Each of these three officers should be appointed for a term of five years, which may be renewed thereafter from time to time for a like or lesser period. These appointments should also be subject to confirmation by Government. They should be removable at any time for misconduct or for neglect of or incapacity for the duties of the office by a vote of 3/4ths of the members of the whole Corporation. The Corporation should also appoint a fit person to be a Municipal Secretary to attend to all the work of the Corporation and its Committees and Sub-Committees including the drawing up of minutes and the drafting of reports, and a Municipal Chief Auditor for auditing Municipal Accounts and carrying out such duties as he may be directed by the Corporation or the Standing Committee to perform. They may be removed for misconduct or neglect of or incapacity for duties on the votes of not less than 2/3rds of the Councillors present at a meeting of the Corporation. The staff under the Secretary and the Chief Auditor should be appointed by the Standing Committee. We think that at least in the beginning it will be desirable if the services of an experienced officer of the rank of Assistant Accounts Officer are placed by Government at the disposal of the Municipal Corporation for appointment as Chief Auditor for a period of three years. We have not, however, made a specific provision to this effect in the Draft Bill. The appointment of such an officer will ensure efficiency and breadth of outlook in the scrutiny of accounts in the beginning and help to lay down good traditions for the future.

150. In our view, the powers of appointment should be suitably graded and all appointments the starting salary of which is Rs. 500 and above (except in the case of the Municipal Commissioner) should be made by the Corporation and those the minimum salary of which is below Rs. 500 but not less than Rs. 200 should be made by the Standing Committee and all other appointments by the Municipal Commissioner save those under the Municipal Secretary and the Municipal Chief Auditor, which should be made by the Standing Committee. Temporary appointments for Loan Works carrying a monthly salary of Rs. 200 or more may be made for a period of six months by the Municipal Commissioner with the sanction of the Standing Committee. Such appointments should, however, be reported to the Corporation forthwith and no such appointment should be renewed without the sanction of the Corporation. So far as permanent appointments are concerned, we suggest that all such appointments as carry an initial salary of Rs. 200 and above (exclusive of allowances) should be made only after previous consultation with the Public Service Commission in accordance with the Rules to be framed by the Corporation and sanctioned by Government. We attach great importance to this as we find from experience that the efficiency of services depends in a large measure upon the quality of personnel and the best way to ensure satisfactory recruitment is to leave the selection of candidates to a body whose fairness, impartiality and judgment are unimpeachable and to act on its advice. So far as the powers of punishment are concerned the general rule should be followed, namely a servant may be fined, reduced, suspended or dismissed by the authority appointing him for any breach of discipline, unfitness, neglect of duty or misconduct. This rule may, however,

be varied in the case of officers drawing a salary of Rs. 200 and above per month. All these officers, including the statutory officers, except the Municipal Secretary and the Municipal Chief Auditor and the staff appointed under them, should be subordinate to the Municipal Commissioner.

151. With regard to acquisition of immovable property by the Corporation, we have provided that, where property can be acquired by agreement, it should be done by the Municipal Commissioner subject to such maximum rate or price as may be approved by the Development Committee either generally for any class of cases or specially in any particular case. Where such acquisition cannot be effected by agreement, the Municipal Commissioner should with the approval of the Development Committee approach the Provincial Government for invoking the provisions of the Land Acquisition Act, 1870. As regards disposal of property, we have suggested that the Commissioner should have power to grant, with the sanction of the Development Committee, a lease of any immovable property of which the rent or premium for any one year does not exceed Rs. 5,000, up to a period of three years. Beyond these limits, the power of sanction should vest in the Corporation. In order to safeguard against the underselling or underleasing of plots under pressure, a provision has been made that the price or premium or rent for which any such property is sold or leased by the Corporation should not be less than the market rate.

152. In the case of movable property the Commissioner should be empowered to dispose of goods up to the value of Rs. 500, the Standing Committee between Rs. 500 and Rs. 5,000 and the Corporation above Rs. 5,000.

153. As in Bombay, a provision has been made that the Municipal Corporation should have power to raise loans up to a limit equivalent to double the rateable value of lands and buildings assessed to property taxes within the municipal limits. Such loans should be allowed to be raised only for execution of permanent works authorised by the Act, acquisition of land, repayment of an existing loan etc.; The terms of each loan should be subject to the previous sanction of Government and under no circumstances the period of repayment of a loan should exceed 60 years. No portion of a loan so raised should be applied to any other purpose except with the sanction of Government and no portion of it should be applied to meet any current expenditure except such expenditure as is required to be incurred in respect of the capital work for which the loan is sanctioned. The Corporation should have the freedom to consolidate existing loans by a fresh loan. It is necessary that a sinking fund should be established for every loan raised and such sinking fund should be invested in Government securities or other securities guaranteed by Government or in Poona Municipal debentures. In the alternative, the Corporation should provide for equated payments.

154. All moneys received by or on behalf of the Corporation, all proceeds of the disposal of property, moneys raised by any tax or fee, all moneys recovered by way of compensation, any grants or contributions received from Government and interest and profits arising from any investment should be credited to Municipal Account in a Bank approved by the Corporation and sanctioned by Government for the said purpose. The fund should be drawn upon by cheques signed by three persons viz. (1) the Commissioner or the Deputy Commissioner or in the absence of both by the Chairman

of the Standing Committee, (2) by one member of the Standing Committee, and (3) by the Chief Accountant or the Deputy Accountant or in the absence of both by the Chairman of the Standing Committee. It has further been provided that no payment of any sum should be made unless it is covered by a Budget grant and that any payment in excess of Rs. 100 should be made by a cheque. When any sum not covered by a Budget grant is expended, the Commissioner should forthwith communicate the circumstances to the Standing Committee who should take such action on it as it deems fit. No expenditure outside the municipal limits should be incurred unless it is sanctioned by a vote of at least three-fourths of the councillors of the whole Corporation.

155. The account of receipts and expenditure should be kept in such manner and in such forms as may be prescribed by the Standing Committee. They should be audited by the Municipal Chief Auditor each month, who should submit his report to the Standing Committee. An abstract of monthly receipts and expenditure should be published. The Standing Committee may, if it thinks fit, conduct its own audit in addition to that carried out by the Municipal Chief Auditor. The Provincial Government may also direct a special audit. The Commissioner should submit to the Standing Committee at the close of each official year a detailed report on the municipal administration of the City for the said year together with a statement of receipts and disbursements during the year. The Standing Committee should forward it to the Corporation with its review. The Municipal Commissioner should likewise prepare and lay before the Standing Committee Budget Estimates each year. The Committee may modify these estimates. The estimates as they emerge from the Standing Committee should be placed before the Corporation for their sanction.

156. The Corporation should be empowered to levy (a) property taxes, (b) a tax on vehicles or animals, (c) tolls on vehicles other than motor vehicles, (d) octroi, (e) tax on dogs, (f) tax on professions, trades, callings and employments and (g) any other tax which the Provincial Legislature have power to impose in the Province under the Government of India Act, 1935.

157. Property taxes should consist of water tax to be levied at such per cent. of the rateable value as the Corporation may deem reasonable and as will not be less than the minimum required to cover the cost of supplying water, conservancy tax at such per cent. as would suffice to cover the cost of collection, removal and disposal of all excrementitious or polluted matter including the cost of maintaining and repairing drains, a general tax of not less than 7 per cent. and not more than 12 per cent. and a fire tax not exceeding 1 per cent. of the rateable value of properties. Water tax should be leviable on all properties situated in any area where the Municipal Commissioner has given public notice that sufficient water supply is available whether water is actually drawn or not. In suitable cases, the Commissioner may in lieu of water tax charge for water by meter measurement with the sanction of the Standing Committee. Conservancy tax should likewise be leviable in any area in which public notice has been given by the Commissioner that collection, removal and disposal of excrementitious and polluted matter will be undertaken by municipal agency. Such tax should be leviable even on properties which may not have separate water closets, privies or urinals provided the Commissioner directs that provision of such conveniences at the property is not necessary and the tenants thereof can take advantage of conveniences provided in the neighbourhood. In the case of hotels, clubs or

other large premises the Commissioner may levy conservancy tax at a special rate with the sanction of the Standing Committee. The assessment of properties should be reviewed every year and in the case of Government properties once in five years. The rateable value of a property should be determined by deducting from the gross annual rent ten per cent. "for repairs or on any other account". Valuation complaints should be heard by the Commissioner or by any officer to whom he may delegate this power. Appeal from his decision should lie to the Judge of the Small Cause Court. Valuation of Government properties should be fixed by an independent officer to be approved by both the Corporation and Government. Refund of two-thirds of the general tax and the whole of the water tax and conservancy tax should be granted for vacancies exceeding 60 days subject to compliance with certain statutory provisions.

158. We have incorporated in the draft Bill detailed provisions with regard
 Water Supply, Roads, to water supply, roads, drains, sewers, sanitation, markets,
 Drains, etc. slaughter houses, fire brigade, development (improvement)
 schemes, etc., on the lines of those in the City of Bombay Municipal Act and the
 amendments suggested by the Bombay Municipal Corporation in the light of
 experience within recent years and we do not think it necessary to refer to them
 here.

159. Although we believe that Councillors of the Greater Poona Municipality
 Provision against will not at any time act in such a manner as to bring about
 breakdown of Muni- a deadlock in the municipal administration, we have made
 cipal Administration. a provision for dealing with such an emergency by empower-
 ing the Municipal Commissioner to call meetings of the Corporation and its
 Committees and by enabling Government to supersede the Corporation and to
 appoint an Administrator to carry on the municipal administration under extreme
 circumstances.

TRANSITORY PROVISIONS.

160. If Government accept our recommendation that a Municipal Corporation
 should be established for the Greater Poona area, (excluding
 Interim arrangements. the areas of the Poona and Kirkee Cantonments if the Central
 Government are not agreeable), it will be necessary for them
 to draft a Bill for placing it before the legislature for their approval. We believe
 that the draft Bill prepared by us would be useful to Government in drafting their
 own Bill. This would, however, necessarily take a long time as every provision
 will have to be carefully scrutinised and examined. Besides a considerable amount
 of preliminary work will be required for preparing Schedules including the Schedule
 describing the boundaries of the various wards into which the Greater Poona Muni-
 cipal area will have to be divided and other Schedules setting out the ceiling rates of
 the tax on vehicles and animals and of the octroi on goods and of the tax on pro-
 fessions, trades, callings and employments. This would need a careful study of
 local conditions by a Special Officer. As all this procedure will occupy much time
 we recommend the following arrangements for the interim period:—

(1) Government should, as early as possible, pass a Special Act for
 First stage. Poona City and Poona Suburban area embodying
 provisions on the lines of those contained in Chapter
 XIII-A (the Municipal Commissioner, his powers and duties) of the Bombay
 District Municipal Act, 1901. This will enable Government to appoint a Municipal
 Commissioner for the interim period. In order to strengthen his hands, a provi-
 sion should be made in this Act for the appointment by Government of such
 additional officers as may be required by him. Provision should also be made

for the re-employment of the Chief Officer in any other capacity and on special terms after the termination of his appointment (*vide* Section 186 (4) of the Bombay District Municipal Act, 1901). The Municipal Commissioner should also be empowered to appoint municipal servants on a salary below Rs. 200 per month.

(2) The Municipal Commissioner should collect necessary material and submit his proposals to Government in respect of the boundaries of the Greater Poona Municipality and its divisions into various wards for the purposes of general election. He should also submit his proposals for the various schedules to the draft bill. It would further be necessary for him to scrutinize the draft bill and submit his proposals for any modifications which he thinks are necessary in the light of his experience of the municipal administration and his knowledge of local conditions.

(3) He should explore ways and means for increasing the revenue from the existing sources and prepare a detailed plan for the improvement and expansion of the various services and a scheme for financing the cost required for such improvement and expansion.

161. We suggest that before the first stage comes into operation, Government should select a capable and energetic officer from the Indian Civil Service of the rank of Collector and place him on special duty for studying the constitution and working of the Bombay Municipal Corporation for about three months prior to his appointment as Municipal Commissioner. Much will depend upon the selection of this officer, as he will not only have to do considerable spade work for smooth transition from a Borough Municipality to a Municipal Corporation, but also to assist and guide councillors in setting up good traditions for the Corporation.

162. We have incorporated in the draft Bill for the Corporation some transitory provisions to come into effect at the second stage. These are intended to facilitate the change in organization from a Borough Municipality to a Municipal Corporation and include the continuance in office of the existing members of the Poona City Municipality and the Poona Suburban Municipality, and the appointment of the Mayor, the Deputy Mayor, the Standing Committee, the Development Committee, the Works Committee, the Public Health and Markets Committee and the General Purposes Committee and the appointment by Government of a Deputy Municipal Commissioner, a Chief Engineer, a Health Officer, an Education Officer, a Municipal Secretary, a Municipal Chief Auditor, and any other officers on a salary of Rs. 400 and above per month for a period of three years from the day the enactment comes into force. This has been specially provided in order to enable the Municipal Commissioner to establish a high standard of efficiency in carrying out his duties under the new Act with the help of selected officers. These officers may either be continued or replaced after three years by the Corporation in accordance with the relevant provisions in the Act. The Commissioner should proceed without undue delay to prepare the first electoral roll under the new Act so as to enable him to hold a general election as early as possible. The budget estimates, the rates of property taxes, taxes on vehicles and animals and the rates of octroi, and all assessments and valuations adopted or fixed by the two constituent municipalities should have validity during this transitional period.

163. When the electoral roll is prepared and elections are held in accordance with the provisions of the new Act by the Commissioner and the new Councillors take office, the last stage would be reached in the inauguration of the constitution for the municipal area of Greater Poona for which our Committee was set up.

CHAPTER IX.

CONCLUSION.

164. The two principal recommendations we have made are (1) the amalgamation of the areas included within the limits of the Poona City Municipality, the Poona Suburban Municipality, the Poona Cantonment Board, the Kirkee Cantonment Board and the villages of Hingne Budruk, Kothrud, Pashan, Aundh, Dapodi, Bopodi, Yeravda, Ghorpadi, Vanavdi, Kondhwa, Manjeri and Parvati, for purposes of municipal government. So far as the areas included within the limits of the Poona Cantonment Board and the Kirkee Cantonment Board are concerned, we have suggested that the question of their amalgamation should be taken up by the Provincial Government with the Central (Union) Government, but if there is any difficulty in regard to their amalgamation, they may be left out for the present; and (2) the establishment of an autonomous Municipal Corporation on the lines of the Bombay Municipal Corporation for the amalgamated areas.

165. These two recommendations are based on psychological as well as practical considerations. Poona City has grown extensively during the last few years and with the establishment of the proposed Poona University, National Chemical Laboratory, and Indian National War Academy within easy reach, its attraction is bound to increase. Besides, on account of its past history and political associations, and as the seat of the Provincial Government for five months in the year, it possesses a special status. The people naturally expect that the standard of services rendered by the municipality of such a city should be high and that the amenities provided by it should compare favourably with the amenities provided by large cities elsewhere. Their expectations are not however fulfilled and this was impressed upon us forcefully by a large majority of the citizens who submitted memoranda of their views or gave oral evidence before us. A change was demanded by them in the municipal structure, which would infuse a new spirit into the municipal administration. The scheme of municipal government for the amalgamated areas recommended by us has worked successfully in Bombay for over 50 years and there seems no particular reason why it should not succeed in Poona. It is true that the existence of good traditions has contributed to some extent to the success of the municipal government in Bombay, but looking to the spirit of public service prevailing in Poona it should not be difficult for the Municipal Corporation of Poona to build up sound and healthy traditions.

166. We are nevertheless conscious that, howsoever well-designed the structure of municipal government and howsoever efficient the executive machinery may be, they cannot achieve much without adequate finances. An independent executive, with a capable and energetic person at its head, can obtain the maximum revenue from the existing sources by tightening up supervision, stopping leakages and preventing wasteful expenditure. From the memoranda and oral evidence it appears that there is considerable scope for increasing the revenue from the existing sources of the Poona City Municipality by adopting the above methods. What the increase is likely to be can be known only after proper investigation. Similarly the total cost of improving and expanding the existing services, and of providing new amenities, can be estimated only after full investigation is made. With the increase in area, the increase in staff and the employment of better qualified persons on higher scales of pay,

the cost of the various services is bound to increase considerably and it may be assumed that the revenue from the existing sources will not be adequate to meet the expenditure. More revenue would be required especially as a high level of efficiency will have to be maintained in respect of all services. New sources of revenue will therefore have to be found and in this connection it was suggested to us by several witnesses that bus transport and electric supply undertakings should be taken over by the Municipality and that Government should allot to the Municipality a share of the revenue derived by them from non-agricultural assessment of land, entertainment tax, duty on petrol, and sales tax within municipal limits. It was also suggested to us that the entire proceeds from the Urban Immoveable Property Tax should be handed over by Government to the Municipality. We feel that, if the Municipal Corporation for the amalgamated areas is to be established on firm foundations and if the demands of the people for improvement and expansion of the existing services, for provision of new amenities and for a high standard of efficiency, are to be satisfied in a large measure, it would be necessary for Government to provide adequate financial assistance to the Corporation. We therefore recommend that any proposals that may be submitted by the Municipality in this respect should be considered by Government with the utmost sympathy.

167. No system of local government can however succeed fully unless it secures the whole-hearted support of each individual citizen. It is therefore necessary that each man or woman should take his or her part in the work of reconstruction of civic life, realising that rights have also their corresponding duties. The performance of these duties will re-act on the well-being of the community, and, if all co-operate, the work of the Municipality will be facilitated and the people will be able to enjoy the maximum benefits from the municipal government.

168. Before we conclude our report we wish to place on record our high appreciation of the ability and zeal which our colleague Rao Bahadur D. V. Nadkarni displayed in helping us in our work. He has placed his long and varied experience of municipal administration in Bombay at our disposal and discharged his arduous duties with great efficiency and dispatch. We are also indebted to the office staff who, under his direction, have worked very hard and with great devotion.

M. D. BHAT (Chairman),

A. K. KHAN,

S. S. NAIK,

R. B. GHORPADE,

D. V. NADKARNI (Secretary).

Bombay, 15th November 1947.

APPENDIX A.

Committee appointed by the Government of Bombay to examine and report on matters relating to the Municipal government of Greater Poona.

QUESTIONNAIRE.

1. What is your general opinion about the administration of the Poona City Municipal Borough and the Poona Suburban Municipal Borough and of the local authorities in the existing or growing contiguous areas? Do you consider it satisfactory? If not, what are the shortcomings? What are your suggestions to remove them?

2. Do you think that the services rendered by the Local authorities in Poona City and Suburbs in respect of essential needs such as primary education, water supply, drainage, conservancy, public health, medical relief, roads, lighting, fire-fighting and markets are efficient? If not, what are the drawbacks? Do you consider that there is need for improving as well as expanding these and other services?

3. Do you think that the development of Poona City and Suburbs is being carried out on right lines? If not, what measures would you suggest for promoting better development?

4. Are any difficulties experienced in rendering the obligatory and other services under the existing provisions of the Bombay Municipal Boroughs Act? If so, what are those difficulties? What remedies would you suggest for removing them?

5. Do you think that greater efficiency of administration can be achieved by amending the Bombay Municipal Boroughs Act? If so, what amendments would you suggest?

6. Are you in favour of establishing a single local authority in place of the existing separate local authorities for the Municipal government of Poona City and Suburban areas? If you are, what ultimate benefits you think will be derived by the people residing in all these areas by the establishment of a single local authority? Besides the areas included within the limits of the Poona City Municipal Borough and the Poona Suburban Municipal Borough, what other areas would you suggest for being brought under the administration of a single local authority?

7. Do you think that greater efficiency of Municipal government and better development of all these areas will be achieved by having a Municipal Corporation on the lines of the Bombay Municipal Corporation than by bringing all the areas under the administration of one Municipal Borough with necessary modifications in the Bombay Municipal Boroughs Act? If so, have you any definite suggestions to make in this connection?

8. Do you consider that the present method of appointing Municipal Officers is satisfactory? If not, what modifications would you suggest?

9. Do you think that the control at present exercised by Government over the Poona City Municipal Borough and the Poona Suburban Municipal Borough is adequate? If not, in what respects you think it should be strengthened?

10. Do you think that for achieving greater efficiency of Municipal Government and for promoting better development of all these areas, whether under a Municipal Corporation or a Municipal Borough, larger financial resources will be required? If so, have you any suggestions to make as to how financial resources could be increased adequately?

11. Have you any other suggestions to make generally in connection with the Municipal government of Poona City and Suburbs?

APPENDIX B.

Names of Persons who were invited to give oral evidence.

Serial No.	Name.	Address.
1	Prof. D. G. Karve, M.A. ...	Principal, Brihan Maharashtra College of Commerce, Poona 4.
2	Mr. S. S. More, B.A., LL.B. ...	Pleader, Shivaji Nagar.
3	Khan Bahadur Mahomed Salabuddin ...	35, Wellesley Road, Poona 1.
4	Dr. V. M. Nawle ...	Editor "Deenbandhu", 444, Rasta Peth, Poona City.
5	Mr. G. R. Sathe ...	Prop. Sathe Bisc. Co., Sathe Ch. Works, Poona 2.
6	Mr. E. D. Chinoy ...	Member of the Poona Suburban Municipal Board and Chairman, Moledina Free Reading Room and Library.
7	Mr. S. M. Garkwad ...	633, Nana Peth, Poona City.
8	Mr. D. V. Potdar, B.E. ...	} Working President, etc. Marhatta Chamber of Commerce and Industries, Poona, 587/9, Shukrawar, Tilak Road, Poona 2.
9	Mr. A. R. Bhat	
10	Mr. Kulkarni	
11	Khan Bahadur M. H. Moledina ...	Ex-President, Poona Sub. Municipality and Vice President, Poona and Kirkee Cantonment Boards, 30, Main Street, Poona 1.
12	Mr. S. R. Bhagwat ...	282, Sadashiv Peth, Poona City.
13	Mr. F. D. Billimoria ...	President, Poona Suburban Municipality, Poona.
14	Mr. A. T. Loonavat ...	President, Samastha Gaokari Mandal, Yeravada, Poona 6.
15	Mr. D. F. Chinoy ...	Nagin, 64, Koregaon Road, Poona 1.
16	Mr. B. H. Hande ...	Gram Samiti, Sangam Wadi, Poona 3.
17	Rao Bahadur N. S. Moodliar ...	Municipal Councillor, Sardar Moodliar Road, Poona 2.
18	Mr. T. R. Deogirikar ...	No. 1026, Chitrashala, Sadashiv Peth, Poona City.
19	Mr. S. R. Date, B.A. ...	Editor "Kal," 624, Sadashiv Peth, Poona City.
20	Mr. S. B. Chavan ...	Shanwar Peth, Poona City.
21	Mr. B. G. Parge ...	240, Budhawar Peth, Poona City.
22	Dr. D. G. Mohile ...	Sadashiv Peth, Poona City.
23	Mr. B. P. Oak ...	607, Sadashiv Peth, Poona 2.
24	Mr. S. G. Sonavane ...	Councillor, Poona Sub. Municipality, 89, Wakde Wadi, Poona 2.

APPENDIX B—*contd.*

Serial No.	Name.	Address.
25	Mrs. Radhabai Ranade ...	President, } of Poona Women's Council,
26	Mrs. Indumati Datar ...	Convener, } 101, Shukrawar Peth,
27	Mrs. Shobhana Ranade ...	Member, } Poona City.
28	Mrs. Motibai K. Irani ...	42, Sassoon Road, Poona 1.
29	Major Arthur Da Gama ...	No. 8, Wellesley Road, Poona 1.
30	Rao Bahadur Deshpande ...	Chairman, Poona Middle Class, C. Housing Society Ltd., Shivaji Nagar, Poona 6.
31	Mr. H. G. Phatak ...	625, Sadashiv Peth, Poona 2.
32	Mr. K. S. Kelkar ...	Secretary, Poona City Dakshin Vibhag Rahiwasi Sangh, 479, Tilak Road, Poona 2.
33	Mr. R. G. Dandavate, B.A., LL.B. ...	1407, Kasaba, Poona 2.
34	Mr. B. B. Walvekar ...	398, Vetal Peth, Poona 2.
35	Mr. S. V. Gadgil, M.A., LL.B. ...	} President and others, Poona Tenants' Association, 720, Sadashiv Peth, Poona City.
36	Mr. V. S. Kulkarni ...	
37	Mr. Abhyankar ...	
38	Mr. K. P. Paranjpye, B.A., L.C.E. ...	20, Hindu Gymkhana, Poona 2.
39	Mr. Trimbak Shastri Vaidya ...	Poona 2.
40	Mr. S. B. Naik ...	199, Vetal Peth, Poona 2.
41	Mr. D. N. Borate ...	1092, Shukrawar Peth, Poona City.
42	Mr. S. R. Sathe ...	Poona 2.
43	Dr. N. K. Gharpure, M.A., LL.B., Ph.D. ...	812, Sadashiv Peth, Poona 2.
44	Dr. V. R. Dhamdhare, M.B.B.S. ...	322/3, Sadashiv Peth, Poona City.
45	Mr. B. N. Sanas ...	President, Poona City Municipality.
46	Mr. V. B. Deshmukh, B.A., LL.B. ...	Shivaji Nagar, Poona 2.
47	Mr. S. G. Barve, I.C.S., ...	Collector of Poona.
48	Mr. N. V. Bhonde, B.A., LL.B. ...	28, Budhwar Peth, Poona City.
49	Dr. M. R. Dhamdhare ...	322/3, Sadashiv Peth, Poona City.
50	Mr. Bhayasaheb Manurkar ...	Bhavani Peth, Poona City.
51	Mr. L. R. Gokhale, Advocate ...	Ganesh Wadi, Fergusson Road, Poona City.
52	Mr. G. K. Naik, B.E., LL.B. ...	1200, Shukrawar Peth, Poona City.

APPENDIX B—concl'd.

Serial No.	Name.	Address.
53	Mrs. Shantabai Chavan	President, Maratha Mahila Mandal, 24/2, Niranjani, Shivaji Nagar, Poona 5.
54	Mr. V. K. Kogekar	631/15, Sadashiv Peth, Poona City.
55	Mr. B. R. Mugalkhod	Chairman, Deccan Gymkhana Panchayat, Poona No. 2.
56	Mrs. Sidhaye	Maharashtra Mahila Mandal, 790, Sadashiv Peth, Poona City.
57	Mrs. Bhagwat	
58	Mrs. Naik	
59	Mr. D. L. Dixit	President, Nanehat Arogya Samiti, Shanwar, 122, Poona 2.
60	Mr. T. P. Atarde	Administrative Officer, Municipal School Board, Poona City.
61	Mr. G. M. Chakradeo	Director, Education Reconstruction Centre 200/1, Sadashiv Peth, Poona.
62	Mr. S. K. Neurgaonkar	Municipal Engineer, Poona City Municipality, 141, Kasba Peth, Poona City.
63	Mr. S. G. Ghorpade	91, Shukrawar Peth, Poona City.
64	Mr. R. K. Khadilkar, B.A., LL.B.	279/8, Narayan Peth, Poona 2.
65	Mr. G. M. Nalawade	16, Budhwar Peth, Poona City.
66	Mr. G. M. Khopkar, B.A. (Hons.) LL.B.	Chief Officer, Poona City Municipality, Poona.
67	Mr. G. L. Diddee	Chief Officer, Poona Suburban Municipality.
68	Mr. J. T. Gadre, B.C.B.S.E., M. R. San. A.M.I.E.	Executive Engineer, Poona Water Works Division, Poona.
69	Mr. H. Khan, F.S.I., A.I.A.A., Lond.	Consulting Surveyor to Government, Poona.

APPENDIX C.

Present boundaries of the Poona City Municipality.

North.—The southern side of the Wellesley Road from the Bolai quarry west ward to the G. I. P. Railway sub-way ; thence the southern side of the New Railway Bridge ; thence along the southern boundary of the Railway line to the level crossing No. 65 in Bhamburda on the Poona-Ganeshkhind Road ; then along the southern side of the Ganeshkhind road up to the foot of the Chatursingi Hills by the northern boundary of Survey Nos. 110, 109 and 108 in the village of Bhamburda.

East.—The western side of the Wellesley Road from the Bolai quarry towards the Synagogue up to the eastern end of the road going by the south of Ghorpade's Takya in Survey No. 178. Thence a straight line to the western end of the bridge on the Manik Nala on Sachapir Street ; thence the Poona Military Cantonment boundary as far as the south-eastern corner of Survey No. 95 of Munjeri ; southern boundary of Survey No. 95 up to the north-east corner of Survey No. 16 ; eastern boundary of Survey Nos. 98, 97 crossing the canal in a straight line with the eastern boundary of Survey No. 139 ; eastern boundary of Survey Nos. 139, 137, 144, 143, 321 and 322 ; northern and eastern boundary of Survey No. 141.

South.—Southern boundary of Survey Nos. 142 and 145 touching the south-western boundary of Survey No. 146 ; southern boundary of Survey No. 147, western boundary of Survey No. 147, where it meets the south-east corner of Survey No. 148 ; southern boundary of Survey No. 148, crossing the Nala in a straight line to meet the south-eastern corner of Survey No. 286. Thence southern boundary of Survey No. 286 crossing the Poona-Satara Road in a straight line to meet the southern boundary of Survey No. 42, 41, and 40 of Parvati crossing the Ambil Odha in a line with the southern boundary of Survey No. 92 ; the southern boundary survey Nos. 92, 93 and 103, touching the southern corner of survey No. 108 ; southern boundary of Survey Nos. 109 and 110. The eastern and southern boundaries of Survey Nos. 112 and 113 ; crossing the canal in a line with the southern boundary of Survey Nos. 112 and 113 ; then the southern boundary of Survey No. 113 crossing the Sinhagad Road in a line with the southern boundary of Survey No. 114 ; southern boundary of Survey No. 114.

West.—North-western boundary of Survey No. 108 of Bhamburda, crossing the old Aundh Road, the north-western boundary of Survey Nos. 107 and 106 ; western boundary of survey No. 106, northern boundary of Survey No. 105 ; western boundary of Survey Nos. 105 and 106 again ; southern boundary of Survey No. 106 up to the north-west corner of Survey No. 89 ; and western boundary of Survey Nos. 89 and 90. Southern boundary of Survey No. 90 ; western boundary of Survey No. 91, portion of southern boundary of Survey No. 91. Western and south-western boundary of Survey No. 92. Southern boundary of Survey No. 92-A south-western boundary of Survey No. 83 ; western boundary of Survey No. 92 and thence to join the corner of Survey No. 226 in a straight line with north-east corner of Survey No. 80-A. Northern boundary of Survey Nos. 80-A, 79, 211, 78, 77 ; western boundary of Survey Nos. 77, 240 and 76 in the village of Bhamburda ; portion of northern boundary of Survey Nos. 54, 65, 66, 72, 79, 86, of Yerandavana ; western boundary of survey No. 54 ; portion of southern boundary of Survey No. 87 of Yerandavana as far as the junction of canal with the Paud Road ; thence the

western boundary of Survey No. 88 and the southern boundary of Survey Nos. 88, 89, 91 and 92 ; the south-west boundary of Survey No. 160, until it touches the bank of the river Mutha ; then crossing the river Mutha in a southern direction up to the southern boundary of Parwati Survey No. 127 ; then southwards along the right bank of the river along the western boundary of Survey Nos. 126 and 125 up to the north-west corner of Survey No. 124 ; and then western boundaries of Survey Nos. 119, 115 and 114, up to the south-western corner of Survey No. 114 of Parwati.

APPENDIX D

Statement showing the Wards, Peths, Population, Area, Number of seats with Reservation, etc., of the Poona City Municipality.

Non-Mohamedan.

Ward No.	Peth.	Population.	Area.	Population per acre.	No. of seats.	Reservation	Population per seat.
			A. g.				
1	Somwar and Mangalwar	9,841 5,973	96 13 62 34	136 } 107 }	4	1 Harijan	4,000 (roughly)
2	Rasta and Nagesh	7,192 2,051	72 16 20 26	111 } 104 }	2	....	Do.
3	Nana	10,557	111 5	133	3	1 Indian Christian	Do.
4	Bhavani	12,810	168 21	103	3	1 Harijan	Do.
5	Ganj	7,504	162 12	55 }	3	1 Harijan	Do.
	Ghorpade	1,391	44 1	31 }			
	Gultekadi	769	500 0				
6	Vetal	8,120	40 36	229	2	....	Do.
7	Shukrawar	27,220	228 0	129 }	4 } 3 }	....	Do.
8	Shukrawar II						
9	Budhwar	11,464	49 27	242	3	....	Do.
10	Ravivar	12,285	70 23	245	3	....	Do.
11	Ganesh	4,977	30 19	246	2	....	Do.
12	Kasba I }	18,248	84 0	237 }	3 } 2 }	1 Woman	Do.
13	Kasba II }						
14	Shanwar	14,665	89 3	165	4	1 Woman	Do.
15	Narayan	10,754	75 10	143	3	....	Do.
16	Sadashiv I. }	29,371	243 19	255 }	3 }	....	Do.
17	Sadashiv II } (Parvati)							65	766 31	0.09	3	....
18	Shivajinagar	18,018	1,405 35	15	4	1 Harijan	Do.
Mohamedan.							
19	Mohamedan I—						
	Somwar, Mangalwar, Rasta, Nihal, Nana, Bhavani, Ganj, Ghorpade and Gultekdi	12,421			3		Do.
20	Mohamedan II—						
	Vetal, Shukrawar, Budhwar, Ravivar, Ganesh, Kasba, Shanwar, Narayan, Sadashiv, Parvati, Bhamburda, Yerandavana, Chatursingi	11,904			3		Do.
Total		2,37,602	4,325 4		60	7	

APPENDIX E.

Statement showing the Wards, Peths, Population, etc., of the Poona Suburban Municipality.

Ward No.	Peths (Roads)	No. of seats.	Reservation.
1	Koregaon Road, Koregaon Park, Golf Club Road, Nagar Road, Quarry Road.	2	.....
2	New Kirkee	3	1 Harijan.
3	Yeravda, and Yeravda Huts	5	2 Harijans
4	Mangaldas Road, Nelor Road, Sir Bhandarkar Road, Boat Club Road, Sassoan Road No. 31 to 45, Bund Road No. 4 to 30, Connaught, Road No. 4 to 9, 11, 12, 12/1, 12/2, 15, 15A, 17/1, 17/4.	3	....
5	Sassoan Road No. 5 to 30, 30A Kennedy Road, Tadiwala Road, Wellesley Road No. 35 to 37D, Railway Yard, Wilson Garden Road.	5	1 woman.
6	B. J. Road, F. A. & Church Road, Wellesley Road, No. 1 to 34, Synagogue Street, Bund Road No. 1 to 3, Connaught Road 1, 2, 3, 3A-10, 13 and 14.	3	1 Christian.
7	Wakdewadi, Bhamburda T. P., Mulla Road, Bombay Road, Wellesley Road No. 38 to 57.	4	1 Harijan.
8	Mahomedan Ward (Suburban Municipal limit).	4	.....
		29	6

6-86
 1-39

 8-25

APPENDIX F.

Statement of Hospitals in Receipt of Municipal Grants.

Serial No.	Name of Hospital	No. of beds.	Kinds of diseases treated.	Grants. Rs.
1	King Edward Memorial Hospital, Rasta Peth.	65	Maternity and gynaecological general medical and surgical cases (for women and children only).	7,600
2	Lady Dufferin Fund, K. B. P. S. Dispensary, Peth Shukrawar.	10	Maternity (for normal Labour only) Medical cases.	1,200
3	St. John Mission Hospital, Punch Howd.	60	Maternity, general medical and surgical cases.	2,000
4	Sheth Tarachand Ramnath Ayurvedic Hospital, Rasta.	75	Maternity, general medical and surgical cases.	10,000
5	Wadia Hospital, Shukrawar Peth	100	Medical and surgical cases	1,000
6	St. Margarett Hospital Mangalwar Peth.	125	Women and children only—Maternity, medical and surgical cases.	2,000
7	The Ashtang Ayurvedic Hospital, Sadashiv Peth.	20	Medical, surgical and maternity cases.	1,000
8	Kondwa Leper Asylum	..	Accommodation for 100 lepers only	000
9	I. D. Hospital, Poona	.. 64	Infectious Disease	30,900 Prov. for 1947-48
10	District After Care Association	.. ..	....	500
11	Society for Prevention of Cruelty to Animals.	.. ..	....	100
12	Arogya Mandal	.. ..	....	500
13	David Sassoon Infirm Asylum	.. ..	....	250
14	Child Welfare Centre	.. ..	....	1,000
				57,150

