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Report on Re-organization of  
Local Self-Government  
in Salsette

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[Price—Rs. 1 As. 10 or 2s. 9d.]

Accompaniments to Government Resolution, General Department,  
No. 152 dated the 14th July 1925.

REPORT.

INTRODUCTORY REMARKS.

The Committee, appointed in Government Resolution no. 152, dated the 15th May 1924, to consider and report on the re-organisation of Local Self Government in Salsette, have the honour to submit the following report :—

2. A copy of the questionnaire prepared by the Committee is appended. (Appendix A). This was issued to persons and bodies believed to be interested in the problem of Local Self Government in Salsette and to the press and written answers have been received from the sources shown in the attached list. (Appendix B). The Khots in the area were also addressed but with one exception have not expressed any views in the matter. A few witnesses were also examined orally either as to special points or because they had desired to put their views personally before the Committee.

3. In all the Committee held fourteen meetings. One member was absent throughout having been away from Bombay.

Chapter I.

The problems with which the Committee are concerned have arisen in that part of the Island of Salsette which lies within the Bombay Suburban District and the Committee have, in accordance with what they believe to have been the intention of Government, limited their survey to this area, which is bounded on the north by a line drawn roughly from North-West to South-East from Utan *via* Dahisar to Mulund. The southern boundary of the area is the Mahim Creek over which it is connected with Bombay City by the Mahim Causeway near Bandra and the Sion Causeway near Kurla. For practical purposes the area can be divided into two parts—east Salsette and west Salsette—the dividing barrier being, in the north, the Salsette hills covered with jungle with small hamlets scattered about here and there and at a considerable distance apart and, on the south, a large tract of agricultural land which gradually merges into the low-lying area bordering on the Mahim Creek. Trombay, which is almost a separate island, forms part of East Salsette. There are considerable differences in the respective population and vocations of each half and the main connecting link in each is its railway and road. The populated area lies along the two railways, the B. B. and C. I. Railway on the west and the G. I. P. Railway on the east, and in each case an important road runs roughly parallel to the railway. The large stretch of land in Central Salsette between these areas is almost wholly rural and undeveloped and the urban area proper extends from Bandra as far as Andheri on the west and from Kurla to Ghatkopar on the east.

2. Besides the two main railways mentioned above a new railway connection has been lately established which serves Chembur in Trombay from Kurla, and a second railway (the Central-Salsette Railway) some seven miles in length from Andheri through Central Salsette to Kurla and thence to Anik in Trombay is under construction and will shortly be opened for passenger traffic under tramway conditions.

3. The two main roads which run parallel to the Railways are the Bandra-Ghod-bunder Road and the Bombay-Agra Road. There are various subsidiary roads of which the most important are two cross roads, from Andheri to Kurla *via* Marol, and from Santa Cruz to Kurla *via* Vankola cantonment, and a road from Kurla to Trombay.

A list of other roads is attached. (Appendix C.)

4. There are no water ways in the area. The two water ways of any importance in its neighbourhood are the Mahim river in the south and the Bassein or Thana Creek in the north, both outside the limits of the District.

5. Owing to the absence of water ways, coupled with a low coast and shallows, there are no harbours of importance on the west coast, but the creeks at Danda and Versova afford facilities for colonies of fishermen. On the east, the Port Trust have an oil pier on the south of Trombay Island and it is probable that docks will be constructed there in course of time.

6. The District has no natural lakes but in the hills lie the three artificial lakes of Vihar, Tulsi and Powai belonging to the Bombay Municipality and used as sources of their water supply. The pipes from these lakes, as also from Tansa, traverse the area, and under an arrangement with the Municipality supply it also. Within the water shed of the lakes tillage or the practice of any craft is forbidden.

7. Trapstone is found all over the district and is used for building in Bombay. The Malad quarries supply the best building stone. It is imported on a large scale and used for important buildings. Lime (*kankar*) also exists and is extracted in large quantities. At Kurla a considerable quantity of shell lime is made by burning oyster shells. It is chiefly used for white washing.

8. Weekly cattle markets are held in Kurla and there are weekly bazars in the important villages. There are two slaughter-houses at Bandra and Kurla from which the Municipalities concerned derive a substantial income.

9. The sea fisheries are important and support a considerable section of the population. Bombay is naturally the chief market for fish, as also for vegetables.

10. There are two textile mills at Kurla and one at Ghatkopar and a large plant and well equipped factory has been established at Mulund for the manufacture of steel pipes for the Bombay Municipal Corporation water-supply and similar purposes. There are three match factories at Ghatkopar, a bone mill and a carbon products factory at Vikhroli, a paint factory at Mulund and tanneries at Kurla. West Salsette has so far been kept free of large factories, and the policy has been to discourage as far as possible the establishment of factories in that part of the Island.

There are milch cattle stables at Borivli, Kurla and elsewhere in the island.

Apart from these concerns there is no considerable trade or industry in the district. Most of the business people have their establishments or employment in Bombay and travel there daily.

11. The income of the agriculturists is mostly derived from mango, vegetable, and flower gardens, cocoanut oarts, and rice cultivation during the rains. A large quantity of grass is exported to Bombay.

12. The area is 142 square miles and the total population, according to the census of 1921, is 1,52,840, of which 70,377 is urban and the rest 82,463 is rural. The distribution of population according to communities is given in the census report of 1921 as follows:—

|                     |     |        |
|---------------------|-----|--------|
| Advanced Hindus     | ... | 18,919 |
| Intermediate Hindus | ... | 53,080 |
| Backward Hindus     | ... | 35,806 |
| Rest of the Hindus  | ... | 5,810  |
| Mahomedans          | ... | 14,482 |
| Christians          | ... | 22,748 |
| Others              | ... | 2,595  |

Total ...1,52,840

Statements showing the population in the several local areas and in the important villages and also showing the number of literate and illiterate persons are attached. (Appendices D and E.) A fair proportion of the population is literate (22 1/3 per cent. males and 10 per cent. females).

13. There are, according to the census definition, four towns (Bandra, Kurla, Ghatkopar and Santa Cruz) and 83 villages, but Ville Parle, Andheri, Malad and Borivli are in reality towns of a considerable population and importance. Of the total (23,305) occupied houses, 6,315 are, according to the census, in towns and 16,990 in villages. Of the 83 villages 47 are alienated and are held by some 20 Khots. This alienation of the majority of the villages in Salsette leads to divided authority between the khots and Government in questions regarding lands and is a factor which tends to complicate the question of local self government in the area.

## Chapter II.

1. The existing local self government authorities are:—

(a) *Four Municipalities.*—(1) Bandra, (2) Kurla, (3) Ghatkopar-Kirol, and (4) Juhu.

(b) *Ten Notified Area Committees.*—1. Santa Cruz, 2. Ville Parle, 3. Andheri, 4. Goregaon, 5. Kandivli, 6. Malad, 7. Borivli, 8. Vikhroli, 9. Bhandup, and 10. Mulund.

(c) District Local Board.

(d) Taluka Local Board.

(e) Cantonment Authority for Santa Cruz.

(f) Versova Beach Sanitary Committee.

(g) \*Village Panchayat Versova.

\* Though this Panchayat has been constituted it has never met or functioned.

2. The income and expenditure of the local authorities for 1922-23 is stated below :—

| Name of the local authorities.  | Income.  | Expenditure. | Incidence of taxation per head of population. |
|---|----------|--------------|---|
|   | Rs.      | Rs.          | Rs. a. p.                                     |
| 4 Municipalities ... ..   | 6,23,000 | 6,38,000     | 4 12 0  |
| 5 Notified Area Committees of Santa Cruz, Vile Parle, Andheri, Malad and Borivli. | 1,52,000 | 1,45,000     | 2 14 8  |
| Versova Beach Sanitary Committee ...  | 1,000    | 650          | .....   |
| District and Taluka Local Boards ...  | 96,000   | 94,000       | 0 11 0  |

N.B.—(i) Full details will be found in Appendix G.

(ii) The remaining five Notified Area Committees only exist for the purpose of regulating buildings and roads and have no income and expenditure.

3. The main sources from which the income of the several local authorities is derived are :—

*Municipalities :—*

- (1) House tax, water tax, general and special sanitary cess. (Bandra also levies terminal and wheel taxes).
- (2) Revenue from municipal properties and powers, educational and medical institutions, and slaughter-houses and markets.
- (3) Grants and contributions from Government and other sources.

*Notified Area Committees :—*

- (1) House tax, general sanitary cess (Andheri levies a water rate also).
- (2) Revenue from markets and fines under municipal and other acts.
- (3) Grants and contributions.

*Local Boards :—*

- (1) Sand and quarrying fees, local fund-cess, cattle pounds.
- (2) Receipts from educational and medical institutions.
- (3) Government and other contributions.

The incidence of taxation is highest in Bandra (Rs. 10-5-1) and lowest (Re. 0-11-0) in the District and Taluka Boards Area. The total revenues of all the local self-governing bodies distributed over the total population of the area gives an incidence of taxation of Rs. 5-11-2 per head. These figures may be compared with the incidence of taxation in the Bombay Municipality which is Rs. 20-2-4. The taxes levied by this Municipality are :—

|               |        |                 |
|---------------|--------|-----------------|
| General tax   | ... .. | 11 per cent.    |
| Fire tax      | ... .. | 1/2 per cent.   |
| Water tax     | ... .. | 3 3/4 per cent. |
| Halalkhor tax | ... .. | 3               |
| Wheel tax     | ... .. | ...             |
| Town duties   | ... .. | ...             |

4. None of the local bodies has a separate water-supply system of its own. Bandra, Santa Cruz, Andheri, Kurla and Vankola get water from the Bombay Municipality on payment of a fixed rate per 1,000 gallons. In the remaining areas only well water is used.

There are no drains or sewers. Each local body has its own establishment to do its conservancy work.

There are only three public dispensaries (at Bandra, Andheri and Kurla) and one leper asylum (at Trombay) and a few private dispensaries. No central hospitals exist for serious cases or for cases requiring hospital and expert treatment or good nursing.

There is one veterinary dispensary at Bandra.

Tramways and fire brigade services do not exist.

Kerosene lamps are used for street lighting and even these are few and far between. Bandra proposes to introduce an electric or gas street lighting system shortly.

5. The present arrangements for local self government within the Bombay Suburban District are in the opinion of the Committee not wholly suitable and satisfactory for the following reasons :—

- (1) The local authorities are unduly numerous.
- (2) The area of jurisdiction of the Taluka and the District Local Boards is the same and the two bodies perform functions that could equally well or better be performed by one.
- (3) Popular representation in the Notified Area Committees is inadequate.
- (4) The financial resources of the individual small bodies are insufficient to meet the urgent wants of the growing suburban population.
- (5) The taxation and income of the several authorities is unequally assessed and unequally distributed.
- (6) The jurisdiction and powers of the Notified Area Committees are too limited to deal with the large areas under their control or adjoining their borders.
- (7) There is inadequate provision, apart from external Government agency, for the co-ordination of the work of various bodies for such purposes as the framing of rules and regulations, water-supply, main roads, drainage, tramways, etc.
- (8) The powers of the Local Boards are not adequate to deal with the questions which are arising in the developing suburban area, for example, with the construction of factories, building regulations and dangerous or noxious trades.
- (9) There are many complaints as to inadequate sanitary and public health arrangements, deficient water-supply, bad lighting of roads, poor halalkhor service, etc.

In many places the existing conditions are not conducive to administrative efficiency or to ordered development and in the interests of good Government it is necessary to remedy the defects noticed above. Simplification of areas, consolidation of powers and co-ordination of effort seem the prime necessities of reform and conflicts of jurisdiction and the multiplication of authorities should be reduced to a minimum. Further, if local self government is to be carried on by unpaid representative councils, every effort should be made to secure the co-operation of the best men in the locality.

6. The Committee are therefore of opinion that the present local units should be absorbed when possible or converted into larger and more representative bodies and that their work should be co-ordinated, larger questions and common services being assigned to a central body. They consider that such areas as are already developed should receive an urban constitution and the remainder a rural constitution of a character which can be conveniently converted into a Municipality when necessary.

7. None of those who were consulted have approved the idea of a single Municipality for the whole of Salsette and the Committee agree with this unanimous opinion. Such a Municipality would be unwieldy, would require an expensive staff, would reduce local interest and local effort and service, and would be unpopular with the people and with the existing bodies. The suburban district is, speaking broadly, neither an industrial, commercial, nor a manufacturing area and at the present stage of development is, in the opinion of the Committee, not suited for Government by the complicated provisions of the City of Bombay Municipal Act or by the expensive administrative machinery which it presupposes.

8. Likewise, a very large majority are not in favour of merging any part of Salsette in the Bombay Municipality, though individual opinions have been put forward advocating the inclusion of Bandra, Kurla, or the whole of the area up to Andheri on the west and Ghatkopar on the east. The Committee are not inclined to accept the opinions of this minority, except perhaps as regards Kurla. Bombay is already a very large and almost an unwieldy unit for local self government purposes. Its problems and needs are great and when the north end of the Island is fully occupied, it will have a still heavier task. The addition of any large area would be burdensome to that body and possibly not in the interests of the area absorbed in it. Salsette can hardly hope for effective representation and weight in the Bombay Municipality and, if a part of the Island is brought into the City, there will still remain the other area with its problems unsolved. Though the obligations of the Corporation under section 61 of the City of Bombay Municipal Act might not be immediately insisted on in every part of the area, yet provision for roads, education, lighting and sanitation would have to be made at an early date.

The town of Kurla might well be excepted from these conclusions. It lies at the main entrance to Bombay and with its factories and industrial population presents similar problems to those of the City. Its municipal mismanagement and insanitary conditions make it a menace to Bombay and there is, it is to be feared, little prospect of improvement in these. The Bombay Municipality has already considered the question of its inclusion in their limits but has deferred action. If it can be induced to incorporate Kurla,

in its area, the Committee believe that it would be to the benefit of both areas. In our opinion the matter is one which the Bombay Municipality should now be asked to reconsider.

9. For the reasons set forth above, the Committee do not consider that the Bombay City Municipal constitution can be applied at present either to the proposed primary bodies, or to the central local authority whose creation is suggested. There are other important towns in this Presidency such as Ahmedabad, Surat, Poona, and Hubli, which are sufficiently governed under the District Municipal Act; outside the Presidency also there are numerous large cities administered by a provincial municipalities act on similar lines. For the primary bodies the District Municipal Act will, in the opinion of the Committee, afford a sufficient basis; for the central body a constitution similar to that of an English county council seems most suitable.

10. The Committee would make the following recommendations for the primary local authorities in the area :—

#### URBAN AREAS.

(1) *Bandra Municipality*.—The present limits of the Bandra Municipality should be extended so as to include in it the area to the east up to the limits of the Kurla Municipality and that now under the Notified Area Committee of Santa Cruz.

(2) *Andheri Municipality*.—A new municipality, with headquarters at Andheri and to be named the Andheri Municipality, should be formed—the notified areas of Vile Parle and Andheri, Juhu Municipality, Varsova Beach Sanitary Committee and Varsova Village Panchayat and the village of Marol and other surrounding villages up to and including Ismailia in the north.

(3) Ghatkopar-Kirol Municipality, and Kurla Municipality if not absorbed in Bombay, should remain separate municipalities as at present.

(4) Vankola Cantonment should remain a separate local authority under the Cantonment Act as at present.

(5) Chembur should, in the first instance, be constituted a Notified Area which should merge later into the Trombay Urban Committee (see below).

For the Andheri Municipality the Committee have indicated the area in rough outlines only and have not thought fit to specify the exact boundaries. They consider that these can more appropriately be left to be settled in consultation with local officers and in consonance with local opinion. There seems considerable difference of opinion, for example, whether Santa Cruz should be included in it or be added to Bandra, and though the Committee favour the latter proposal, they believe that if there is any real preponderance of opinion amongst those concerned the matter should be decided in accordance with it. The reasons which lead the Committee to favour the inclusion of Santa Cruz in Bandra, although opinion in Santa Cruz is divided, are that the Bandra Municipality is unmistakably in favour of the inclusion and has passed a resolution to that effect, that the whole area of Santa Cruz as well as the adjoining area of Bandra is now under very active development, that the problems of Santa Cruz are peculiarly difficult and require handling by a local body of resources and experience, and that it is only through Santa Cruz that good road access can be obtained to the area on the East of the B. B. and C. I. Railway which should come under municipal control as early as possible and can only come under Bandra. Regarding the proposed inclusion of Santa Cruz with Andheri, which is the only alternative before them, the Committee fear that the area they have proposed for that municipality is, even if Santa Cruz is excluded, already on the unwieldy side.

The constitution, franchise, powers, functions, etc., of the above municipalities should be the same as those provided for in the present District Municipal Act.

11. The problem of the best form of local government for the areas outside the limits of the present or proposed municipalities and notified area committees is one of considerable difficulty and three suggestions for its solution have been put before and considered by the Committee.

The first is administration by village committees organized under the direction and guidance of the central body; the second is administration by a local board on similar lines to the present system of the District and Taluka Local Board but combining these bodies in one; and the third is that set forth below of Urban Committees for sections of the area.

Each of these is a possible solution and none is free from difficulty. The Committee are disposed to favour and recommend the last.

The difficulty as regards the first proposal is that in consequence of the prevalent illiteracy the experiment of village committees is not likely to be successful in actual practice.

The second in fact falls to the ground in consequence of the committee's recommendation for a central body which will supersede the District and Taluka Local Boards.

The third proposal seems to offer the most feasible solution of the problem.

Under it, for the area remaining in the district outside the proposed four municipalities, urban committees would be established on the lines of the Notified Area Committees under the District Municipal Act but with a liberalised constitution framed on municipal lines with a franchise, wards and elections. The notified areas should be expanded both in constitution and area and the non-municipal part of the district should be divided among and absorbed by them after abolishing the present statutory one mile limit. The proposal is that the nearest committee should take in not merely the urban or semi-urban tract at its head-quarters but also the surrounding rural tract. The Committee recommend the formation of the following four Committees :—

(1) *Malad Urban Committee*—including the villages of Madh, Erangal, Dharavi, Akse, Marve, Malavni, Valnai, Malad, Eksar Pabdi, Goregaon, Majas, Viharavli, Parjapur, Maroshi, Ara, Dindoshi, Chinchavli, Kurad.

(2) *Borivli Urban Committee*—including the villages of Manori, Gorai, Charkop, Kandivli, Borivli, Eksar Dahisar, Mandpeshwar, Shimpoqli, Akurli, Poisar, Magathna.

(3) *Trombay Urban Committee*—including the island of Trombay together with the villages of Chembur, Maravli and Anik.

(4) *Mulund Urban Committee*—including the villages of Saki, Chendavli, Tunghve, Powai, Vikhroli, Hariali, Kanjur, Paspoli, Sai, Klerabad, Gundgaon, Tulsi, Mulund, Nahur and Bhandup.

For facility of reference a plan showing the exact boundaries of these four areas and also of the proposed four municipalities is attached.

The powers, functions and finance of these committees would be similar to those of the existing Notified Area Committees under the District Municipal Act and they would have the possibility of expanding up to the full municipal standard. The Committee recommend that their constitution be from the beginning similar to that of a municipality and an elective element of two-thirds is, in the opinion of the Committee, desirable. They would, at the same time, suggest that the number of members on each committee might, in the first instance, be from nine to twelve. This number would give to each Committee six to eight elected members. For purposes of election two or more villages may be grouped together into a separate constituency electing one or more members to the Committee according to the strength and importance of the constituency.

The provisions of the District Municipal Act as regards notified areas are elastic and these committees could be started with defined and limited powers and duties which could be extended gradually as the area developed.

These recommendations require amendments in the District Municipal Act. These are dealt with in sub-paragraph (2) of paragraph 14 below. Until these amendments are effected the Committee would recommend that the present Notified Area Committees of Goregaon, Malad, Kandivli, Borivli, Vikhroli, Bhandup and Mulund should continue as at present and that the rural area should be administered by the District Local Board only and not by both Taluka and District Boards. The immediate abolition of the Taluka Local Board which this implies is possible under the Local Boards Act, 1923.

12. *County Council*.—For the co-ordination of work of the primary units and for the execution of schemes and the discharge of functions which are beyond the scope of a single unit individually, it is in the opinion of the Committee necessary to create a strong and unified authority on the lines of the County Councils of England. The Committee recommend the establishment of such a council as an executive, co-ordinating and supervising authority outside and above the several minor authorities and with power to appoint committees to carry out any of its various functions. The public requirements in such matters as education, water-supply, public health, main roads, building regulations, the zoning of areas of development, the control of public utility companies (telephone and electric traction and supply) render it essential that there should be one local authority able to deal with the main problems as one connected whole, able to act with weight and authority, and to check mal-development and insidious slum tendencies with a staff capable of working out and executing the necessary large schemes and of advising and assisting the primary bodies. The executive and co-ordinating functions are to a considerable extent at present performed by the Development Department and the immediate necessity for the authority advocated is therefore not so great as it otherwise would be. This Department on its present basis is, however, the Committee assume, not likely to be a permanent institution and various of its functions as regards the Bombay Suburban Area could appropriately be transferred to and exercised by a body of the kind suggested. Before the Development Department ceases to function, the creation of a central local authority will doubtless be a necessity. The Committee consider therefore that the principle of its creation should be accepted, details worked out and legislation undertaken.

*Constitution.*—Generally the opinion of the Committee is that this county council should consist in the first instance, of:—

(1) representatives selected by the local authorities in the area in proportion to population;

at a later stage direct election might well be substituted for representation of the primary bodies.

(2) a representative to be elected by the Khots and Inamdars in the district;

(3) Members nominated by Government.

(4) representatives of any special body such as the Bombay Port Trust, if its sphere of activity comes under the local authorities in the area.

*Functions.*—The services and functions that could be entrusted to it are enumerated below:—

(1) Main roads.

(2) Education (the central board would become the authority corresponding to that under the Primary Education Act for the whole area except the Bandra Municipality which should be constituted a separate authority).

(3) Public Health.—Appointment of a health officer to advise and supervise. Executive powers in public health matters to remain with the local primary units.

(4) Establishment and maintenance of a central hospital to serve the whole area.

(5) Water supply (including capital works and distribution of water to the primary units).

(6) Main drainage (when it is possible to take up a scheme).

(7) Fire-brigade (when it is possible to take up a scheme).

(8) Supervision of vaccination.

(9) Supervision of registration of births and deaths.

(10) Power to compel local bodies to make rules and by-laws and the scrutinizing of them to obtain uniformity, and in default, to frame them and compel the bodies to adopt them.

(11) Weights and measures.

(12) Adulteration of food and drugs.

(13) Provision of a town planning officer and the working out of town planning schemes from time to time.

*Finance.*—The following sources of revenue are suggested for this authority.

(1) A general rate to be levied in the whole area. This might include the whole of the present local fund cess and a certain percentage increase in the general tax (house tax) levied in the District.

(2) Taxes for special services rendered, *e.g.*, water tax, drainage or fire-brigade tax, etc.

(3) A share of terminal tax or tolls levied by a primary unit if the central board be charged with the maintenance of main roads.

(4) Wheel tax on heavy lorries using the main roads.

(5) Quarrying fees.

(6) Government grants for education, chief officer's or engineer's pay, health officer's pay, clerical establishment of the non-official President of the District Local Board and such other grants as are at present given to the District Local Board, whose place the central board is intended to take.

(7) The assignment by Government in perpetuity of half the non-agricultural assessment. If Government are not prepared to agree to this, the whole should be transferred, such assignment being limited to a fixed period, say of 20 years. The Committee are of opinion that such an assignment can fairly be asked for. The County Council would require funds to construct and maintain roads, drains, hospitals, schools, etc., and provide other facilities in advance before the population of Bombay migrated to the suburbs. The Committee consider that in the pioneer stage of the development of the area some help from Government is necessary. Without this it is feared that the taxation of the central body would be very high, thus throwing an undue burden on the present generation of rate payers. This proposal is not new and there is a precedent for it in the action of the Government of Madras who have already made such an assignment. The Committee take the opportunity of inviting Government's attention to the Press Communique dated the 8th August 1922 issued by the Government of Madras, a copy of which is appended. Appendix H. The Committee do not see any legal or technical difficulty as regards the assignment of



this tax levied in Government villages. The question in Salsette is, however, complicated by the majority of villages being alienated. The Eksar Khot receives the whole non-agricultural revenue. In other non-alienated villages no non-agriculture assessment has been levied under the Land Revenue Code. This source of revenue should, in the Committee's opinion, be made applicable to alienated as well as to Government villages. The only apparent means of doing this is (assuming the non-agricultural revenue in Government villages is to be equally divided between Government and the county council) for Government to reduce to one half the present rates of non-agricultural assessment in both Khoti and Government villages, any excess over the one half at present accruing to the Inamdars being paid to them until absorbed in subsequent increases in non-agricultural assessment, and for the county council to levy a tax similarly assessed under the District Municipal Act on both Government and Khoti villages. The amount of non-agricultural assessment collected in the district during the last four years was :—

| Year.   | Amount. |
|---------|---------|
|         | Rs.     |
| 1920-21 | 29,097  |
| 1921-22 | 30,546  |
| 1922-23 | 32,888  |
| 1923-24 | 35,676  |

If the Committee's proposal be accepted, the loss to Government would be about Rs. 20,000 in 1925-26 and a larger sum in each succeeding year.

13. The recommendation about the creation of a county council with executive, supervising and advisory powers cannot be given effect to under the existing provisions of the District Municipal Act. The Committee would, therefore, recommend that the Act be amended or a special act passed to provide for the creation of such a body. The constitution, functions and finance of this body have been set forth above. Government should reserve to itself the power to fix the total number of members, the number of members to be elected by each of the local authorities, the proportion of elected and nominated members and the bodies, if any, who would have special representation. The powers of the county council should be similar to those of the English county council, of which a description is given in the attached note (Appendix J.) It should have the power of compelling a primary unit to take into its consideration suggestions made by it and on the primary unit failing to carry out such suggestions, if the council considers them essential, with the sanction of Government, to carry them out itself or through its agency and recover the cost from the defaulting body. In the opinion of the Committee this power is necessary particularly in matters of the public health and sanitation of an area which is fast growing as a residential appendage to Bombay City. The government of the Board should vest in the council, managing and other committees and a chief officer and other executive officers. It is necessary that the proposal should be further ventilated and opinions invited. If the general principle is accepted, then the suggestion made above will afford a basis for detailed proposals. Meanwhile the Committee would recommend that joint meetings of representatives of the various local bodies for discussion of their common problems should be initiated and encouraged.

14. Some of the proposals of the Committee will involve considerable discussion, legislation and consequent delay, but there are a number which are obviously necessary and immediately possible with very little legislative change.

Some of these are set forth in paragraph 10 above. This includes :—

(1) The extension of the boundaries of the Bandra Municipality.

(2) The constitution of a new Andheri Municipality.

(3) The creation of a Notified Area at Chembur. In addition, the following measures are necessary and are recommended for early action.

(1) Whatever local authorities are established there is no need for both Taluka and District Local Boards in the suburban area. These bodies should be amalgamated and only one continued till it becomes possible to create a county council when the remaining board should be absorbed in it.

(2) A change in section 187, Chapter XIV, of the District Municipal Act which limits notified areas to towns which are either taluka head quarters or within a radius of one mile from a railway station is necessary as far as the Bombay Suburban District is concerned.

Development is taking place and will take place at places more than a mile from a railway station and, apart from this, the change will be required to permit of the constitution of the proposed urban committees. The Committee would recommend that section 187 (3) of the District Municipal Act be completely repealed, or if not completely, then at least as far as the Bombay Suburban District is concerned.

(3) Provision should be made in the District Local Boards Act giving power to the boards for the regulation of buildings, etc., on the lines of section 48 (n), (o) and (p) of the District Municipal Act. At present houses are being built in areas outside the limits of any authority, which has power to make by-laws dealing with buildings. These areas may be extensively developed in the future and the local authority in charge of them ought to have power to secure healthy and sanitary accommodation for the inhabitants of its area.

(4) The Committee are of opinion that the urban authorities should vary the taxation in the areas under their control according to the advantages enjoyed. If an urban authority has within its limit a rural area, the latter should not be taxed to the same extent as the urban area but taxation should be regulated according to the facilities and conveniences offered to the rural areas.

15. There is one area not dealt with in the above discussion, viz., the Ambernath taluka of the district.

This comprises only the new industrial town of Ambernath and its immediate surroundings. It has now a taluka board and a Notified Area Committee. These suffice at present but a municipality will be required and should be established before long. This can well take over and deal with the whole area, if and when, through the changes proposed, the authority of the local boards in it should disappear.

16. Finally the Committee would desire to acknowledge their indebtedness to their Secretary, Mr. H. D. Warden, for the prompt and efficient manner in which he has carried out his duties, and for the able assistance received in the collection and compilation of material, and the preparation of this report.

In signing the report as Chairman, it is necessary for me to explain that the whole deliberations of the Committee were presided over by Mr. J. R. Martin, C.I.E., I.C.S., who also supervised the preparation of the report. My duties as Chairman were limited to a single meeting. My colleagues doubtless share my opinion of our indebtedness to Mr. Martin for the care and ability with which he guided our enquiries and discussions and framed our conclusions.

R. D. BELL,  
Chairman.

R. P. MASANI,  
(see minute).

E. W. PERRY,  
H. R. MICHAEL,

PIROJSHA JAMSETJI VAKIL,  
(see my minute).

K. R. DAPHTARY,  
F. A. C. REBELLO,  
(see note).

JANMAYJAY CHHABILDAS.

G. B. PRADHAN,  
(subject to a minute of dissent).

## APPENDICES.

## APPENDIX A.

## QUESTIONNAIRE

(1) Have you any opinions to express on the present Local Government of the Suburban District and the agencies through which it is conducted?

*Note* :—These agencies consist of the 4 municipalities, 10 Notified Area Committees, 1 Cantonment, 1 Village Panchayat, 1 Sanitary Committee, 1 District Local Board and 1 Taluka Local Board.

(2) Have you any suggestions to make as regards the replacing or reorganization of these or their unification and co-ordination? The following suggestions have been made as regards this part of the problem. Do you support either of these?

(A) (a). The formation of a large suburban municipality for the whole of the area which is urban in character, say one municipality for the area extending from Bandra to Andheri on the west and Trombay to Ghatkoper on the east with a special constitution somewhat on the lines of the City of Bombay Municipal Act, (b) a district municipality for the area from Andheri to Borivli and (c) a District Local Board or boards for the remaining rural area.

(B) (a). Extension of the limits of the present municipalities by the absorption of adjoining Notified Area Committees in their areas or consolidation of two or more municipalities into one or a combination of several Notified Area Committees into a municipal borough under the provisions of the existing District Municipal Act and (b) a District Local Board or boards for the rural area.

(3) If you agree with either of these alternative proposals what, in your opinion, should be the relative jurisdiction and powers of the several bodies; the mode of electing and appointing the members and officers, the nature and management of the income, revenues, and funds, etc.? In particular should the constitution of the large Bombay Suburban Municipality be on the lines of the Bombay City Municipality?

(4) If none of the above two alternative schemes is approved what, in your opinion, should be the form or forms of local Government in the Bombay Suburban District in place of the existing local authorities?

(5) What powers, sources of income and head quarters should be assigned to the body or bodies to be created?

(6) Do you consider that the area or any part of it should be absorbed in the Bombay Municipal Area? If so what parts do you suggest for incorporation and for what reasons?

(7) Have you any recommendations to make on other matters connected with the local self-government in the Bombay Suburban District?

(8) If legislation is required to give effect to your suggestions, what, if any, developments or changes in local self-governing bodies are recommended as an immediate measure?

## APPENDIX B.

*Statement showing the names of the persons and bodies who had submitted replies to the questionnaire issued by the Committee.*

1. Bandra Municipality.
2. Kurla Municipality.
3. Ghatkopar-Kirol Municipality.
4. District and Taluka Local Boards.
5. Versova Beach Sanitary Committee.
6. Notified Area Committees, Santa Cruz, Vile Parle, Andheri, Goregaon, Malad, Kandivli and Borivli.
7. Cantonment Authority for Santa Cruz.
8. Bombay Port Trust.
9. Santa Cruz Residents' Association.
10. Vile Parle Residents' Association.
11. Lokya Seva Sangh, Vile Parle.
12. Vile Parle Catholic Association.
13. Andheri Landholders and Residents' Association.
14. Borivli Residents' Association.
15. Salsette Catholic Housing Society, Bandra.
16. St. Sebastian Housing Society, Bandra.
17. Manglorian Garden Homes Society, Bandra.
18. Bombay Catholic Co-operative Housing Society, Santa Cruz.
19. Catholic Co-operative Housing Society, Vile Parle.
20. Kanara Gaud Saraswat Co-operative Housing Society, Andheri.

21. Rajaram Tukaram Esquire, Bandra.
22. M. M. Desouza, Esquire, Bandra.
23. M. W. Pradhan, Esquire, Santa Cruz.
24. Jaisukhlal K. Mehta, Esquire, Santa Cruz.
25. G. B. Trivedi, Esquire, Santa Cruz.
26. E. F. Gomez, Esquire, Santa Cruz.
27. Shantaram N. Patil, Esquire, Andheri.
28. J. M. Gracias, Esquire, Marol.
29. V. D. Joglekar, Esquire, Malad.
30. N. B. Desai, Esquire, Malad.
31. Eknath B. Desai, Esquire, Malad.
32. Thakar Gordhandas Morarji, Malad.
33. P. D. Churi, Esquire, Borivli.
34. R. M. Kelkar, Esquire, Kurla.
35. K. M. Dongre, Esquire, Kurla.
36. Captain E. M. Gilbert, M. Lodge, Land Manager, Development Directorate.
37. Byramji Jeejeebhoy, Esquire, Khot of Goregaon.

## APPENDIX C.

*List of subsidiary roads in the district (This does not include roads in Municipal limits).*

1. Kurla to Vihar Lake.
2. Mulund to Vihar Lake.
3. Ghatkopar to Anik (through Chembur).
4. Bombay Municipality's road from Vikhroli through Powai estate meeting the Kurla Vihar Road.
5. Khar Danda Road.
6. Santa Cruz Juhu Road.
7. Andheri Varsova Road.
8. Marol Maroshi Road.
9. Malad Marve Road.
10. Borivli Gorai Road (ferry on Manori creek).
11. Borivli Mandpeshwar Road.

## APPENDIX D.

*Statement showing the population of the several local authorities.*

|   | Population. |
|---|-------------|
| Bandra Municipality   | 27,944      |
| Kurla Municipality  | 26,059      |
| Ghatkopar-Kirol Municipality  | 8,064       |
| Juhu Municipality   | 1,418       |
| Varsova Panchayat and Varsova Beach Sanitary Committee                                | 4,480       |
| Notified Area Committee Santa Cruz  | 6,092       |
| Notified Area Committee Vile Parle  | 7,479       |
| Notified Area Committee Andheri (includes the Villages of Andheri, Gundeqli, Ambivli) | 6,211       |
| Notified Area Committee Goregaon (includes Goregaon and Eksar Pahadi).                | 1,407       |
| Notified Area Committee Malad (includes Malad and Kurad)                              | 8,520       |
| Notified Area Committee Kandivli (includes Kandivli and Akurli)                       | 3,886       |
| Notified Area Committee Borivli (includes Borivli Eksar, Kanheri and Magathne)        | 5,957       |
| Notified Area Committee Vikhroli (includes Vikhroli and Hariali)                      | 670         |
| Notified Area Committee Bhandup (including Bhandup and Kanjur)                        | 5,615       |
| Notified Area Committee Mulund (includes Mulund and Nahur)                            | 2,658       |

The important villages in the Local Boards area with a population of over 1,000 are :—

|            |       |
|------------|-------|
| Madh       | 1,477 |
| Marve      | 906   |
| Malavni    | 2,812 |
| Manori     | 2,198 |
| Gorai      | 1,191 |
| Dahisar    | 1,188 |
| Marol      | 1,568 |
| Kolekalyan | 1,101 |
| Chembur    | 3,991 |
| Anik       | 1,829 |
| Mahul      | 1,405 |
| Trombay    | 2,599 |

APPENDIX E.

*Statement showing the literacy in the District.*

|                           |                    |                  |                   |                      |                    |
|---------------------------|--------------------|------------------|-------------------|----------------------|--------------------|
| Total Population 1,52,840 |                    | Literate 26,044. |                   | Illiterate 1,26,796. |                    |
| Males.<br>88,887          | Females.<br>64,453 | Males.<br>19,618 | Females.<br>6,428 | Males.<br>68,771     | Females.<br>58,025 |

APPENDIX F.

*Statement showing the variation in population of the District since 1872.*

| Population. |          |        |        |        |        | Variation.    |               |               |               |               |
|-------------|----------|--------|--------|--------|--------|---------------|---------------|---------------|---------------|---------------|
| 1921.       | 1911.    | 1901.  | 1891.  | 1881.  | 1872.  | 1911 to 1921. | 1901 to 1911. | 1891 to 1901. | 1881 to 1891. | 1872 to 1881. |
| 1,52,840    | 1,01,380 | 58,223 | 94,187 | 89,269 | 77,868 | + 51,510      | + 8,107       | - 964         | + 10,928      | + 5,896       |

APPENDIX G.

1922-23.

Income.

| Name of the Local Authority.          | Rates and Taxes. |         |                          |                              |                                |                             |             |                |                        |                        |               |
|---------------------------------------|------------------|---------|--------------------------|------------------------------|--------------------------------|-----------------------------|-------------|----------------|------------------------|------------------------|---------------|
|                                       | Terminal tax.    | Ootroi. | Tax on houses and lands. | Tax on animals and vehicles. | Tax on professions and trades. | Tolls on roads and ferries. | Water rate. | Lighting rate. | General Sanitary cess. | Special Sanitary cess. | Drainage tax. |
| 1                                     | 2                | 3       | 4                        | 5                            | 6                              | 7                           | 8           | 9              | 10                     | 11                     | 12            |
|                                       | Rs.              | Rs.     | Rs.                      | Rs.                          | Rs.                            | Rs.                         | Rs.         | Rs.            | Rs.                    | Rs.                    | Rs.           |
| Bandra Municipality ...               | 98,288           | .....   | 75,597                   | 13,415                       | .....                          | .....                       | 60,716      | .....          | .....                  | 45,859                 | .....         |
| Kurla Municipality ...                | .....            | .....   | 20,878                   | .....                        | 176                            | .....                       | 81,564      | .....          | 18,158                 | 860                    | .....         |
| Ghatkopar-Kiroli Municipality ...     | .....            | .....   | 19,437                   | .....                        | .....                          | .....                       | .....       | .....          | .....                  | 5,759                  | .....         |
| Juhu Municipality ...                 | .....            | .....   | 684                      | .....                        | .....                          | .....                       | .....       | .....          | 683                    | .....                  | .....         |
| Varsova Beach Sanitary Committee.     | .....            | .....   | .....                    | .....                        | .....                          | .....                       | .....       | .....          | 714                    | .....                  | .....         |
| Notified Area Committee, Santa Cruz.  | .....            | .....   | 17,915                   | .....                        | .....                          | .....                       | .....       | .....          | 2,872                  | 720                    | .....         |
| Notified Area Committee, Villa Parla. | .....            | .....   | 10,236                   | .....                        | .....                          | .....                       | .....       | .....          | 1,870                  | .....                  | .....         |
| Notified Area Committee, Andheri...   | .....            | .....   | 22,166                   | .....                        | .....                          | .....                       | 10,655      | .....          | 2,797                  | 98                     | .....         |
| Notified Area Committee, Borivli ...  | .....            | .....   | 9,974                    | .....                        | .....                          | .....                       | .....       | .....          | 1,513                  | .....                  | .....         |
| Notified Area Committee, Malad ...    | .....            | .....   | 13,461                   | .....                        | .....                          | .....                       | .....       | .....          | 2,385                  | .....                  | .....         |

Note.—The Notified Area Committees, Goregaon, Kandivti, Vikhroli, Bhandup and Mulund only, exist for the purpose of regulating buildings and roads and have no income and expenditure.

| Name of the Local Authority.          | Rates and Taxes—contd. |                        | Realizations under Special Acts. |                         |                                      |   |        | Revenue derived from property and powers apart from taxation. |   |   |   |                        |
|---------------------------------------|------------------------|------------------------|----------------------------------|-------------------------|--------------------------------------|---|--------|---|---|---|---|------------------------|
|                                       | Pilgrim tax.           | Total rates and taxes. | From pounds.                     | From hackney carriages. | License fee for the sale of poisons. | License fee for sale of combustible articles. | Total. | Rents of lands, houses, dak bungalows, etc.                   | Fees and revenue from educational institutions. | Fees and revenue from medical institutions. | Fees and revenue from markets and slaughter houses. | Water connection fees. |
| 1                                     | 13                     | 14                     | 15                               | 16                      | 17                                   | 18  | 19     | 20  | 21  | 22  | 23  | 24                     |
|                                       |                        | Rs.                    | Rs.                              | Rs.                     | Rs.                                  | Rs.   | Rs.    | Rs.   | Rs.   | Rs.   | Rs.   | Rs.                    |
| Bandra Municipality                   | ...                    | 2,83,825               | 265                              | 40                      | .....                                | .....   | 296    | 6,262   | 1,927   | 536   | 8,666   | 24                     |
| Kurla Municipality                    | ...                    | 1,21,631               | 189                              | 15                      | .....                                | .....   | 154    | 581   | 1,478   | 598   | 41,819  | 550                    |
| Ghatkopar-Kirol Municipality          | ...                    | 25,196                 | ...                              | .....                   | .....                                | .....   | ...    | 36  | .....   | .....                                       | .....   | 59                     |
| Juhu Municipality                     | ...                    | 1,867                  | ...                              | .....                   | .....                                | .....   | ...    | .....   | .....   | .....                                       | .....   | .....                  |
| Varsova Beach Sanitary Committee.     | ...                    | 714                    | ...                              | .....                   | .....                                | .....   | ...    | .....   | .....   | .....                                       | .....   | .....                  |
| Notified Area Committee, Santa Cruz.  | ...                    | 21,507                 | ...                              | .....                   | .....                                | .....   | ...    | .....   | .....   | .....                                       | .....   | .....                  |
| Notified Area Committee, Ville Parle. | ...                    | 12,106                 | ...                              | .....                   | .....                                | .....   | ...    | .....   | .....   | .....                                       | .....   | .....                  |
| Notified Area Committee, Andheri.     | ...                    | 85,711                 | ...                              | .....                   | .....                                | .....   | ...    | .....   | .....   | .....                                       | 8,272   | 218                    |
| Notified Area Committee, Borivli.     | ...                    | 10,937                 | ...                              | .....                   | .....                                | .....   | ...    | .....   | .....   | .....                                       | 868   | .....                  |
| Notified Area Committee, Malad.       | ...                    | 15,886                 | ...                              | .....                   | .....                                | .....   | ...    | .....   | .....   | .....                                       | .....   | .....                  |

Note.—The Notified Area Committees, Goregaon, Kandivli, Vikhroli, Bhandup and Mulund only, exist for the purpose of regulating buildings and roads and have no income and expenditure.

| Name of the Local Authority.          | Revenue derived from property and powers apart from taxation. |                          |                                       |                         |        | Grants and contributions. |                   |                     |        | Miscellaneous. | Total income of year. | Incidence of taxation per head of population. |
|---------------------------------------|---|--------------------------|---------------------------------------|-------------------------|--------|---------------------------|-------------------|---------------------|--------|----------------|-----------------------|---|
|                                       | License fees for dangerous and offensive trades.              | Notice and warrant fees. | Fines under Municipal and other Acts. | Interest of investment. | Total. | From Government.          | From Local funds. | From other sources. | Total. |                |                       |   |
| 1                                     | 25  | 26                       | 27                                    | 28                      | 29     | 30                        | 31                | 32                  | 33     | 34             | 35                    | 36  |
|                                       | Rs.   | Rs.                      | Rs.                                   | Rs.                     | Rs.    | Rs. a. p.                 | Rs.               | Rs.                 | Rs.    | Rs.            | Rs. a. p.             | Rs. a. p.                                     |
| Bandra Municipality ...               | 1,445   | 232                      | 270                                   | 950                     | 20,312 | 31,789 0 0                | 2,370             | .....               | 34,159 | 19,208         | 8,62,390 0 0          | 10 5 1  |
| Kurla Municipality ...                | 2,296   | 2                        | 798                                   | 8,367                   | 66,423 | 11,635 0 0                | 846               | 100                 | 12,581 | 37,936         | 2,28,725 0 0          | 4 10 8  |
| Ghatkopar-Kiroli Municipality.        | .....   | 81                       | 122                                   | 454                     | 786    | 897 0 0                   | .....             | 1,101               | 1,998  | ...            | 27,930 0 0            | 3 2 0   |
| Juhu Municipality ...                 | .....   | .....                    | .....                                 | .....                   | ...    | 1,000 0 0                 | 1,170             | .....               | 2,170  | ...            | 8,597 0 0             | 0 15 6  |
| Varsova Beach Sanitary Committee.     | .....   | .....                    | .....                                 | .....                   | ...    | 807 12 9                  | .....             | .....               | ...    | ...            | 1,021 12 9            | .....   |
| Notified Area Committee, Santa Cruz.  | .....   | .....                    | 318                                   | .....                   | 318    | .....                     | .....             | 623                 | 623    | 269            | 22,717 0 0            | 3 8 5   |
| Notified Area Committee, Ville Parle. | .....   | .....                    | 556                                   | 244                     | 806    | .....                     | .....             | 27,013              | 27,013 | 225            | 40,144 0 0            | 1 9 11  |
| Notified Area Committee, Andheri.     | .....   | .....                    | 262                                   | 811                     | 9,563  | .....                     | .....             | 3,241               | 3,241  | 689            | 49,354 0 0            | 5 11 11                                       |
| Notified Area Committee, Borivli.     | .....   | .....                    | 116                                   | .....                   | 999    | .....                     | .....             | 6,753               | 6,753  | 183            | 16,822 0 0            | 1 13 3  |
| Notified Area Committee, Malad.       | .....   | .....                    | 572                                   | .....                   | 572    | .....                     | .....             | 3,362               | 3,362  | 634            | 20,604 0 0            | 1 13 9  |

Note.—The Notified Area Committees, Goregaon, Kandivli, Vikhroli, Bhandup and Mulund only exist for the purpose of regulating buildings and roads and have no income and expenditure.



1922-1923.

*Expenditure.*

| Name of local body.                        | General administration and collection charge. |                      |                      |                                      |        | Public safety. |           | Public health and convenience. |           |              |
|--|---|----------------------|----------------------|--------------------------------------|--------|----------------|-----------|--------------------------------|-----------|--------------|
|  | Office establishment, inspection, etc.        | Collection of taxes. | Collection of tolls. | Pension, gratuities, provident fund. | Total. | Fire Brigade.  | Lighting. | Water supply.                  | Drainage. | Conservancy. |
| 1  | 2   | 3                    | 4                    | 5                                    | 6      | 7              | 8         | 9                              | 10        | 11           |
|  | Rs.   | Rs.                  | Rs.                  | Rs.                                  | Rs.    | Rs.            | Rs.       | Rs.                            | Rs.       | Rs.          |
| Bandra Municipality ... ..                 | 80,011  | 14,892               | 6,787                | 8,270                                | 55,046 | .....          | 15,467    | 77,050                         | .....     | 73,062       |
| Kurla Municipality ... ..                  | 8,865   | 1,627                | .....                | .....                                | 10,380 | .....          | 7,458     | 76,101                         | 15,888    | 85,209       |
| Ghatkopar-Kiroli Municipality ... ..       | 5,001   | .....                | .....                | .....                                | 5,151  | .....          | 4,804     | .....                          | .....     | 11,149       |
| Juhu Municipality ... ..                   | 1,925   | .....                | .....                | .....                                | 1,925  | .....          | .....     | .....                          | .....     | .....        |
| Versova Beach Sanitary Committee ... ..    | 168   | .....                | .....                | .....                                | .....  | .....          | .....     | .....                          | .....     | 488          |
| Notified Area Committee, Santa-Cruz ... .. | 1,478   | 239                  | .....                | .....                                | 1,712  | .....          | 6,388     | .....                          | .....     | 8,857        |
| Notified Area Committee, Vile Parle ... .. | 1,189   | 184                  | .....                | .....                                | 1,817  | .....          | 2,878     | .....                          | .....     | 6,847        |
| Notified Area Committee, Andheri ... ..    | 2,266   | 868                  | .....                | .....                                | 2,684  | .....          | 7,042     | 8,984                          | .....     | 15,608       |
| Notified Area Committee, Borivli ... ..    | 1,246   | 208                  | .....                | .....                                | 1,449  | .....          | 2,408     | .....                          | .....     | 5,339        |
| Notified Area Committee, Malad ... ..      | 1,189   | 184                  | .....                | .....                                | 1,817  | .....          | 2,157     | .....                          | .....     | 7,020        |

| Name of local body.                      | Public Health and convenience.           |                             |                                 |                                       |                                   |                               |          | Public instruction. | Miscellaneous. | Total expenditure. |
|--|--|-----------------------------|---------------------------------|---------------------------------------|-----------------------------------|-------------------------------|----------|---------------------|----------------|--------------------|
|  | Health Officers and Sanitary Inspectors. | Hospitals and Dispensaries. | Plague and vaccination charges. | Markets and slaughter houses, pounds. | Registration of birth and deaths. | Public works including roads. | Total.   |                     |                |                    |
| 1  | 12                                       | 13                          | 14                              | 15                                    | 16                                | 17                            | 18       | 19                  | 20             | 21                 |
|  | Rs.                                      | Rs.                         | Rs.                             | Rs.                                   | Rs.                               | Rs.                           | Rs.      | Rs.                 | Rs.            | Rs. a. p.          |
| Bandra Municipality ... ..               | 6,401                                    | 6,488                       | 2,062                           | 1,814                                 | 765                               | 65,693                        | 2,34,418 | 69,590              | 5,949          | 3,80,815 0 0       |
| Kurla Municipality ... ..                | 1,320                                    | 13,528                      | 954                             | 2,950                                 | 485                               | 33,111                        | 1,84,117 | 22,828              | 3,644          | 2,38,837 0 0       |
| Ghatkopar-Kirol Municipality ... ..      | 687                                      | .....                       | .....                           | .....                                 | .....                             | 1,908                         | 13,729   | 2,868               | .....          | 26,072 0 0         |
| Juhu Municipality ... ..                 | .....                                    | .....                       | .....                           | .....                                 | .....                             | .....                         | .....    | .....               | 564            | 2,489 0 0          |
| Versova Beach Sanitary Committee ... ..  | .....                                    | .....                       | .....                           | .....                                 | .....                             | .....                         | 438      | .....               | .....          | 648 11 6           |
| Notified Area Committee, Santa Cruz ..   | 1,325                                    | .....                       | .....                           | .....                                 | .....                             | 114                           | 10,298   | .....               | 6,336          | 24,677 0 0         |
| Notified Area Committee, Ville Parlo ... | 924                                      | .....                       | .....                           | .....                                 | .....                             | .....                         | 7,271    | .....               | 30,204         | 41,365 0 0         |
| Notified Area Committee, Andheri ... ..  | 1,544                                    | .....                       | .....                           | 714                                   | .....                             | 4,162                         | 80,962   | .....               | 6,281          | 46,926 0 0         |
| Notified Area Committee, Borivli ... ..  | 1,392                                    | .....                       | .....                           | .....                                 | .....                             | .....                         | 6,731    | .....               | 2,238          | 12,826 0 0         |
| Notified Area Committee, Malad ... ..    | 1,458                                    | .....                       | .....                           | .....                                 | .....                             | 2,692                         | 12,070   | .....               | 3,787          | 16,651 0 0         |

1922-23.

*Income.*

| Name of the Board.                     | Land Revenue.                                | Local Rates. | Interest.                 |                       |  | Police.                             | Education.   |   |                | Medical.                     |                         |               |
|--|--|--------------|---------------------------|-----------------------|--|-------------------------------------|--------------|---|----------------|------------------------------|-------------------------|---------------|
|  | Stone, sand, lime stone and quarry receipts. | Land cess.   | For Educational purposes. | For Medical purposes. | For other purposes on arrears Revenue. | Receipts under Catale Trespass Act. | School fees. | Contribution from Thana District Local Board. | Miscellaneous. | Hospital and other receipts. | Income from endowments. | Contribution. |
| 1                                      | 2  | 3            | 4                         | 5                     | 6                                      | 7                                   | 8            | 9   | 10             | 11                           | 12                      | 13            |
|  | Rs.  | Rs.          | Rs.                       | Rs.                   | Rs.                                    | Rs.                                 | Rs.          | Rs.   | Rs.            | Rs.                          | Rs.                     | Rs.           |
| Bombay Suburban District Local Board.  | 57,262                                       | 7,116        | .....                     | .....                 | 218                                    | 1,829                               | 558          | 29,964  | .....          | 72                           | 1,481                   | 1,500         |
| Taluka Local Board, South Salsette ... | 57,262                                       | 2,372        | .....                     | .....                 | 218                                    | 1,820                               | .....        | .....   | .....          | .....                        | .....                   | .....         |

| Name of the Board.                     | Medical.                                | Miscellaneous. |                               |                      | Civil Works.      |                              |                |                               |                      | Total income. | Incidence of taxation. | Incidence of income. |
|--|---|----------------|-------------------------------|----------------------|-------------------|------------------------------|----------------|-------------------------------|----------------------|---------------|------------------------|----------------------|
|  | Scientific and other minor Departments. | Sale of trees. | Contribution from Government. | Other contributions. | Ferries receipts. | Rent of buildings and lands. | Miscellaneous. | Contribution from Government. | Other contributions. |               |                        |                      |
| 1                                      | 14                                      | 15             | 16                            | 17                   | 18                | 19                           | 20             | 21                            | 22                   | 23            | 24                     | 25                   |
|  | Rs.                                     | Rs.            | Rs.                           | Rs.                  | Rs.               | Rs.                          | Rs.            | Rs.                           | Rs.                  | Rs.           | Rs. a. p.              | Rs. a. p.            |
| Bombay Suburban District Local Board.  | .....                                   | .....          | .....                         | .....                | 290               | .....                        | 1              | 1,751                         | -8,616               | 98,865        | 0 0 8½                 | 1 2 7                |
| Taluka Local Board, South Salsette ... | .....                                   | .....          | .....                         | .....                | .....             | .....                        | 1              | 1,751                         | -1,652               | 61,771        | No taxation.           | 0 11 11              |

1922-23.

*Expenditure.*

Genl 171-6

| Name of the Board.                    | Refunds and draw-backs. | Assessment on local board lands. | Interest on loans. | General establishments of local funds. | Cattle pound charges. | Education primary schools. | Medical.                       |                             |                     |                   |                |
|---------------------------------------|-------------------------|----------------------------------|--------------------|--|-----------------------|----------------------------|--------------------------------|-----------------------------|---------------------|-------------------|----------------|
|                                       |                         |                                  |                    |  |                       |                            | General Medical establishment. | Hospitals and dispensaries. | Sanitation charges. | Epidemic charges. | Contributions. |
| 1                                     | 2                       | 3                                | 4                  | 5                                      | 6                     | 7                          | 8                              | 9                           | 10                  | 11                | 12             |
|                                       | Rs.                     | Rs.                              | Rs.                | Rs.                                    | Rs.                   | Rs.                        | Rs.                            | Rs.                         | Rs.                 | Rs.               | Rs.            |
| Bombay Suburban District Local Board. | 200                     | .....                            | .....              | 196                                    | .....                 | 16,246                     | .....                          | 3,670                       | 78                  | 229               | 1,275          |
| Taluka Local Board, South Salsette.   | 200                     | .....                            | .....              | 193                                    | .....                 | .....                      | .....                          | .....                       | .....               | 198               | .....          |

| Name of the Board.                    | Scientific and other minor Departments. |                     | Miscellaneous.       | Printing at private presses. | Miscellaneous. Petty establishments. | Civil Works. |                 | Public Works.                 |                             |                                  | Total expenditure. |
|---------------------------------------|---|---------------------|----------------------|------------------------------|--------------------------------------|--------------|-----------------|-------------------------------|-----------------------------|----------------------------------|--------------------|
|                                       | Public exhibitions and fairs.           | Veterinary charges. | Other contributions. |                              |                                      | Building.    | Communications. | Water supply and water works. | Other works of improvement. | Establishment and contingencies. |                    |
| 1                                     | 13                                      | 14                  | 15                   | 16                           | 17                                   | 18           | 19              | 20                            | 21                          | 22                               | 23                 |
|                                       | Rs.                                     | Rs.                 | Rs.                  | Rs.                          | Rs.                                  | Rs.          | Rs.             | Rs.                           | Rs.                         | Rs.                              | Rs.                |
| Bombay Suburban District Local Board. | .....                                   | .....               | 1,841                | 28                           | 285                                  | 620          | 60,992          | 2,346                         | .....                       | 9,545                            | 97,446             |
| Taluka Local Board, South Salsette.   | .....                                   | .....               | .....                | 19                           | 285                                  | .....        | 60,918          | 2,346                         | .....                       | 9,545                            | 73,704             |

## APPENDIX H.

GOVERNMENT OF MADRAS.

*Revenue Department.*

## PRESS COMMUNIQUE.

Dated Fort St. George, the 8th August 1922.

The Government have had under consideration for some time past the question of transferring to municipal councils in the mofussil a share of the increment in land values which is due to the development of urban life in the towns administered by them.

2. The Government of India were asked in 1916 to accord their sanction to the transfer to municipal councils in this Presidency of that portion of land revenue which represents the difference between the ordinary agricultural assessment and the approximate annual value of such lands as town site represented by the ground-rent. The Secretary of State has sanctioned the proposal.

3. While communicating the Secretary of State's sanction the Government of India desire that rules may be framed or executive instructions issued which will determine with sufficient precision for financial purposes the amount of land revenue to be transferred to municipal councils. The Government have decided accordingly that, with a view to avoid unnecessary complications, the agricultural assessment on lands subject to ground-rent within municipal limits shall for this purpose be calculated at a uniform rate of Rs. 6-4-0 per acre.

The rate will not be liable to revision with the ground-rent but only in case the average agricultural value of the land concerned as ascertained at resettlement be found to exceed the rate now fixed.

The rates of ground-rent will be fixed from time to time by Government officers.

4. Pending decision on the larger questions connected with this problem, the Government propose to give effect from 1st April 1923, to the specific proposal which has been sanctioned by the Secretary of State and subject to the approval of the Legislative Council to transfer to municipal councils in the next budget the difference between the assessment at Rs. 6-4-0 per acre and the ground-rent.

5. Orders will issue separately in the Local Self-Government Department regarding the utilization of the revenue transferred by this order.

(Sd.) E. W. LEON,

Acting Secretary to Government.

## APPENDIX J.

NOTE PREPARED BY MR. J. R. MARTIN, C.I.E., I.C.S., WHILE ON SPECIAL DUTY IN 1918.

*The County Council.*

The County Council is the local government authority of the administrative county. Three-fourths of its members are elected; one-fourth are aldermen chosen by the elected councillors. The former hold office for three, the latter for six years.

The number of members and boundaries were originally fixed by the Local Government Board and may be altered by it on the representation of the Council. Municipal boroughs return members if their population is sufficiently large. Fifty, sixty or seventy members, including aldermen, are common and in some cases at least the number is as high as one hundred and forty.

The burgess' qualification, which involves occupation, residence in the county or within seven miles of it, and payments of rates, or occupation of land worth £10 coupled with the same condition of residence, is the basis of the franchise.

Women may vote but may not be members. All other electors are qualified to be as are also persons residing within 15 miles of the County but otherwise fulfilling the conditions required for a voter, persons owning property in the County or other persons owning property in the Parliamentary register. Contested elections are infrequent.

The elections are held early in March and are followed by a meeting within ten days, at which a Chairman, Vice-Chairman and the aldermen are elected.

There are four meetings a year, and the business of the Council is mainly conducted by its Committees. To these the Council may delegate all or any of its powers except those of raising a loan or levying a rate.

There are a number of statutory or obligatory Committees, finance, education, diseases of animals, visiting of asylums, allotments and small holdings, and any number of other optional Committees or joint Committees may be appointed. The law as regards these non-statutory committees is perfectly elastic, and the Council may make, vary or revoke regulations as regards their proceedings and sphere of authority. The proceedings of committees are to be reported to the council but not necessarily for approval unless specially required.

The finance is the most important of the Committees. Orders for payment are only to be made by the County Council on its recommendation and "costs, debts or liabilities" of over £50 incurred only by a resolution of the Council on estimates submitted by it.

Committees like the Chairman and Vice-Chairman are elected in March each year at the quarterly meeting. The Committees are in many cases large, running to twenty, thirty or more members, and sub-committees are possible and common either for special work or localities.

Proceedings, resolutions and reports of committees are printed and sent to all members of the Council, and their minutes are open for inspection at the meeting of the Council.

The Committees are the active agents for county work, and the council mainly confines itself to determining policy and controlling their action. Committees are bound to report really important questions, and the Chairman or some other members draws attention to important recommendations in reports of Committees, formulates them as motions and proposes them at the proper time to the Council. Any member of the Council can also call attention in writing to points in the report of a Committee, and a debate can be raised and the decision of the Council taken thereon.

The Committee system is one of the most important features of the County Council. Its main duties have been set forth as "representation, control and the direction of policy to represent the county in its foreign relations, to lay down general principles for the committees and to see that these are adhered to".

"The Committee system" it is said, "makes it possible for the Council to hold few meetings and the distances to be traversed make it impossible to hold many."

The following extract summarises its powers and duties:—

"It is the highway authority, being responsible for all the roads within its area which it recognises as "main roads" (over 27,000 miles in all), and maintaining them either directly or through the district Councils; it keeps up county bridges, and may construct or aid light railways. It has recently received a great addition of work in regard to education; it must secure an adequate supply of elementary education in the county, and in addition may supply or aid the supply of higher education. It is a public health authority; it supervises the sanitary work of the rural district councils, and for that and other purposes may appoint a medical officer; it administers the Acts relating to foods and drugs, diseases of animals, weights and measures, and river pollution; and it may establish isolation hospitals. It provides asylums for pauper lunatics, and, if it so wishes, for lunatics who are not paupers; in the former case the cost of maintenance of the patients falls upon the Poor Law authorities. The council administers county property, may provide reformatory and industrial schools, makes bye-laws for the county, and may exercise any additional powers which it can obtain by means of Private Bills promoted by it. Through its representatives on the Standing Joint Committee it has a share in the control of police. Finally, it has some powers of supervision over the smaller rural authorities, as to the approval of loans, changes in boundaries, etc., and these powers could be greatly extended, since the Act of 1888, as now amended, provides that the Local Government Board may by order transfer to any or all of the county councils any powers, duties, or liabilities of any of the Central departments concerned with local Government. The devolution of control intended by this would however be resisted strongly by the councils of non-county boroughs and urban districts."

With the direct administration of the sanitary laws a county council has little or nothing to do. This sphere of action has been assigned to the district councils. It must however appoint a medical officer of health, to whom the medical officers of districts forward copies of annual reports, it may make representations to the Local Government Board when district councils have neglected their duties under the Public Health or other Acts, and must pay from the Exchequer Contribution Account half the salary of medical officers of district councils, whose qualifications, appointment, salary and tenure have been approved by the Local Government Board.

In addition it licenses music, dancing and theatres, is an elective authority, may oppose but not promote bills, receives with the Local Government Board periodical reports from the district medical officers of health, provides or appoints public analysts, may act in default of district councils in providing allotments, and in the first instance under the Small Buildings and Dwellings Acts and establish inebriate retreats and reformatories.

Its powers over rural parishes and some of the heads mentioned above are shown below:—

Redlich and Hirst,  
75.

“ Thus the County Council was empowered in certain specified cases to create and dissolve parish councils, to group, alter, unite, and divide parishes, and to fix the number of parish councillors. Under the same Act a County Council can confer on a parish meeting any administrative power of a parish council; it may determine questions concerning parochial records and charities. It may advance money to parish councils, and its sanction is necessary for their loans. The County Council is also empowered to dispense with some minor disqualifications otherwise attaching to candidates for the office of district or parish councillors, to dispose of difficulties about elections, and to fix the scale of election expenditure. Lastly, on complaint made by a parish council or by parochial electors against a rural district council for neglecting its duties as to sanitation, allotments, etc., a County Council has the right to order the rural district to perform these duties or itself to perform them.”

It may make bye-laws for the good rule and government of the county and secure their observance or get their breach punished. These are in force after 40 days if not disapproved by Order in Council. Public Health bye-laws, on the other hand, require the sanction of the Local Government Board.

It has full power to regulate its proceedings by standing orders, to control and direct its staff by rules and regulations.

“ The principle of the Act of 1888 was to give the County Council, as nearly as possible, complete autonomy within the statutory limits assigned to its operation. It is true that in some particulars of its administration the County Council is placed in a certain subordination to the Local Government Board, but generally speaking, except in regard to finance, the Board has no more direct mandatory power than over the strictly municipal or non-sanitary work of Borough Councils ” that is, practically none. (See Redlich and Hirst, page 89).

Its expenses are met from the following sources:—

- I. The General or Special County Rates.
- II. Government grants:—
  - (a) for higher education and other services or unassigned;
  - (b) for elementary education;
  - (c) under Agricultural Rates Act in relief of agricultural rates.
- III. Income from property.

The County Rate Committee fixes a basis or standard, which regulates the proportions payable by each place, for fair and equal County rates founded and prepared on equal value. This is subject to the confirmation of the County Council.

Special Purposes for which special rates are raised include purposes involving an expenditure restricted to part of a county, and are purposes from contribution to which any portion of the county is exempt.

The Government grants are paid to the Exchequer Contribution Account through a central Local Taxation Account. These with the system of assigned revenues instead of grants-in-aid date from Mr. Goschen's financial legislation in 1888.

They are derived from these main sources:—

- I. Local Taxation License Duties (1888).
- II. Four-fifths of half the probate duties on personalty (1888).
- III. Beer and Spirit Surtaxes (1890).
- IV. Agricultural Rates Act compensation from source of II (1896).

The accounts of County Councils are subject to the audit of the Local Government Board's district auditors. County Councils may borrow with the consent of the Local Government Board, but if their total debt will exceed one-tenth of their rateable value, a provisional order is needed.

The principal officers of the Council are the county clerk, medical officer, education secretary, coroners, surveyors, public analyst, inspectors under the Food and Drugs and Weights and Measures Acts and treasurer.

Minor appointments are filled by the Committee, also most of the superior ones subject, however, to the approval of the Council.

In regard to the appointment, pay, pension and dismissal of its officers the County Council is completely independent of the Local Government Board, except in respect of medical and sanitary officers and then only if part of their pay comes from national funds.

It decides how many officers it will appoint, and apportion their services.

The staff is largely under the control and supervision of the committees and usually has nothing to do with the Council except through them. The County Council is more of a supervising and ~~the~~ of a directly administrative body than the borough or municipal councils.

Of the relations of the County Council with the Local Government Board Redlich and Hirst say:—"Central control over county and district councils does not mean that the central board is empowered to introduce new ideas of its own into local administration. The operations of the Local Government Board are strictly limited and are only an indirect and secondary element in the work of local government", and again on the subject of audit, "the audit no doubt is a real check upon loose expenditure, but it has scarcely ever been used as a lever for interfering in local administration". (See Local Government in England II page 102). Of the work of the councils the same authorities take a hopeful view. Young as it is they state, "the County Council has lived long enough to justify some of the hopes placed by reformers in the substitution of a local parliament for an appointed bench. Much important and useful work has been undertaken by county Councils". Every observer of them "will readily own that their record is a good one and that their usefulness and activity will probably increase as time goes on". This prophecy made in 1903 has been in course of fulfilment in the years that have since elapsed.

Redlich and Hirst  
page 84.

#### MINUTES OF DISSENT.

While I concur generally in the Committee's recommendations regarding the enlargement of the existing Municipalities for the urban areas, I regret I cannot accept the unworkable scheme suggested for the administration of the rural areas and object strongly to the opinion expressed in the report that the constitution of a central authority is not a matter of urgency.

After a good deal of persuasion the majority of the Committee agreed to recommend the institution of a Central Board, but the report although amended in view of the objections taken by me to the original draft still seems to indicate that the Committee is not in earnest about it. It is suggested that the proposal should be further ventilated and opinions invited and that the details might then be worked out, probably by another Committee after the ruin of the suburbs converging on the outskirts of one of the greatest cities in the world has been completed. The reason given for this half-hearted and halting proposal is the existence of the Development Department. The report states that the executive and co-ordinating functions proposed to be assigned to the Central Board are at present performed to a considerable extent by that Department and that the immediate necessity for the authority advocated is therefore not so great as it otherwise would be. This may be a good plea for the prolongation of the life of the Development Department, but it ignores altogether the defects in the existing system for which the Committee is expected to suggest remedies and is inconsistent with the findings of the Committee itself. Whilst recognising the useful work done by the Development Department for the suburbs, I submit, it does not and cannot do the work that the proposed County Council would carry out. It has not got the powers nor the machinery for performing the two kinds of duties proposed to be entrusted to the County Council, *viz.*, direct functions and control and even if it had, the continuance of such a Department as a special bureaucracy living in a sphere above the so-called self-governing institutions recommended in the report, is altogether repugnant to the recognised principles and ideals of local self-government as they are understood in this country and elsewhere in the British Empire.

Without the initiative and guidance of a strong central authority the divers Municipalities and urban Committees proposed by the Committee will prove to be just as cumbrous and inefficient as the motley crowd of the moribund local bodies which they are intended to replace. For want of a proper system of co-ordination and control the existing local bodies, with the exception perhaps of the Bandra Municipality, leave a good deal to be desired. Not to speak of amenities, the sanitary condition of the suburbs, which it is the primary duty of a municipality to look after, is far from satisfactory. Had the Committee taken the trouble to visit some of the areas, it would have been greatly depressed and shocked to see the hideous slums which have sprung up in the midst of flourishing suburbs, slums to which attention was called last month by several speakers including myself at the lecture given by Mr. Gilbert Lodge at Andheri. The neglected sanitation of even important suburbs, such as Santa Cruz, Ville Parle and Andheri, the ill-constructed houses situated in narrow and crooked lanes without adequate means of ventilation, the prevalence everywhere of foul matter festering in the immediate vicinity of human habitations, the disgusting and disgraceful condition of latrines and cesspools, the want of public conveniences as indicated by the fouling of the streets, the absence



of any system of sewage, the abominable condition of stables and the exhibition of carcasses of animals in the vicinity of main roads and residences, in short, squalid filth within doors and without would have convinced the members of the Committee of the inaptitude of the existing Municipalities and Notified Area Committees and the urgency of substituting more efficient agencies for them. In fact the need for reform having been recognised, the Committee was appointed to suggest a re-organization of the Municipal machinery. Nevertheless, the report coolly says that there is no necessity for a central co-ordinating authority. Beyond suggesting the grouping of a few areas and the desirability of appointing a county council at some distant date it suggests nothing for the improvement and readjustment of the Municipal machinery, nothing practical to remedy the existing state of affairs.

If Salsette is to be saved from being converted within a very short time into a slum-land and a serious menace to the City of Bombay, as a portion of it, namely Kurla, already is at present, the constitution of a Central Board is, I submit, urgently necessary. Mr. Carter who had a very intimate knowledge of Salsette and its local bodies and on whose report, it is believed, it was decided to refer the question of re-organization of local self-Government in Salsette to a representative committee, was of opinion that there should be one large suburban municipality constituted on the lines of the Bombay Municipality able to deal with the local problems as one connected whole, able to act with weight and authority, able to co-operate as one body with all municipal and cosmopolitan interests of the city and port of Bombay, able to check all insidious slum tendencies and to destroy the slums already in existence. For the reasons stated in paragraph 7 of the report the Committee did not accept this proposal, but such a municipality will have to be formed some day and in the meanwhile there should be some competent central authority to discharge some at least of the functions which were proposed to be assigned to the suburban municipality. The report shows that the Committee is also convinced of the necessity of a central "executive, co-ordinating and supervising authority". Why, then, should it not have suggested a complete scheme for the inauguration of such an authority? Why, because there is a Development Department ministering to some of the needs of the areas, fight shy of the reform? Why wait until the Development Department ceases to function?

The system of administration suggested for the rural areas is, in my humble opinion, altogether unsuitable. Without the pressure put on the Urban Committees by a Central Board through its medical officers of health, the villages will be neglected as they have been in the past. I suggested the formation of village committees organised under the direction and guidance of the Central Board which should have the power, in case of default, to have the necessary duties carried out by its officers, but the Committee has preferred the formation of urban committees. The only reason advanced in the report for rejecting the scheme of village committees is that "in consequence of the prevalent illiteracy, the experiment of village committees is not likely to be successful in actual practice". I need not remind my colleagues that long before self-governing institutions were evolved in Europe, the people of India, whether literate or illiterate, had their village communities for the control and management of local affairs. All over the Peninsula these village assemblies, the oldest units of local self-government, were found to flourish in full vigour. I have dealt with this question in detail in a work which will shortly be published; for the present I shall rest content with a mere reference to the elaborate and complete system of local government enjoyed by the people of this country from the earliest times and indicate how retrograde the Committee's proposal is, compared with the existing system of Sanitary Committees and Village Panchayats, and how unworkable besides.

The Committee recommend the constitution of four urban committees for the administration of the urban, semi-urban and rural tracts comprised within the limits of each. Thus the Malad urban committee would be responsible for the municipal government of Malad and *nineteen other villages*. This is "simplification of areas, consolidation of powers and co-ordination of effort" with a vengeance! Such Committees will prove to be very unwieldy and quite unequal to the task entrusted to them. The area of each committee will be too large to allow of adequate representation in the deliberations of the Committee, the sanitation of the rural areas will be neglected and the wants and grievances of the people unheeded. If in an advanced organization like the Bombay Municipality the needs of somewhat distant areas, such as Paral, Dadar and Mahim were overlooked for a number of years, what can the diverse, far too distant and detached villages expect from the proposed petty municipalities and their limited staff? Even the crude work of conservancy has not commenced in these areas and it certainly will not be performed by the urban committees. It must not be forgotten that the secret of success of all sanitary work is sub-division. There will, moreover, be constant discontent and friction concerning the services rendered, or denied and the taxes demanded from the far-flung and forsaken areas.

The principle I advocated in Committee was that the proposed Central Board should deal with questions of general interest and exercise a general control and that for the actual work of local sanitation and other activities appertaining to each local area, there should be separate local bodies composed of members elected by the residents of the different areas and nominated, to a very limited extent, by Government, bodies of the type of regular Municipalities who should have, subject to the general guidance and supervision of the central authority, full powers to manage their affairs. On the same principle I suggested that the jurisdiction of the Central Board should be extended to the rural areas and that it should advise and assist the inhabitants of such areas to organise village committees and train them in the work of municipal government. Only in this way can we deal satisfactorily for the conservancy of these areas, which is all that is necessary for them at present, and extend the principles of local self-government in Salsette. I claim no originality for this suggestion. It is well known that for the administration of the rural areas in England, a similar policy has been followed. What was suggested was only an adaptation of the system of Parish Councils in England, whilst avoiding the confounding diversity of local authorities functioning in that country.

It will be urged that the Scheme of village Panchayets has not proved a success. For instance, although the village Panchayet for Versova was constituted, it never met or functioned. But it must be expected that where people have escaped municipal taxation and municipal control, they will resent any form of municipal government which is likely to touch their pockets. If there is a central authority composed of representatives of the people of the different areas to advise and assist them and to see that they are taxed only just enough to meet their rural needs, the village folk, intelligent as they are even though illiterate, will easily fall in with the general scheme of local self-government and when they know that if they do not help themselves, the Central Board will have the necessary work carried out at their expense and levy the tax all the same, the chances of opposition and non-co-operation will be minimised. Had such an authority been in existence, the village Panchayet of Versova would have thought twice before doggedly refusing to function.

It may also be urged that the suggested village committees would swell the number of local bodies for Salsette, whereas one of the objects with which the Committee has been appointed is to consolidate the local bodies and reduce their number. It is scarcely necessary to point out that the object of consolidation and co-ordination would be attained by the constitution of a Central Board for which I am pleading. Provided there is a central authority for general direction and control, there is no harm, rather there is much advantage, in allowing small compact areas to govern themselves. The Central Board may be expected to exercise reasonable discretion in grouping such areas as can be grouped and separating only those which cannot be amalgamated with any advantage to themselves or to the rest of the rural areas. To merge scattered villages indiscriminately in the areas assigned to the urban committees, with no prospects of their wants being attained to, is subversive of the fundamental principles of self-government and with due respect to my colleagues I cannot help thinking that instead of suggesting the extension and development of local self-government in Salsette their proposal deprives the rural areas of the first instalment of self-government already vouchsafed to some of them.

Some of my colleagues were quite willing to have the rural areas, no matter how distant and detached, thrown into the areas placed under the jurisdiction of the local bodies which they represented, but anxious as they were to have complete local autonomy they strongly resented the proposal to super-impose on such bodies a central, co-ordinating authority. Even in the highly developed self-governing institutions in civilized countries of the world, the general control of a supervising authority is considered wholesome and desirable. If, moreover, the Central Board consists, as advocated by me, of representatives elected by the residents of the areas concerned, the sentimental objection concerning the independence of the local bodies ought to disappear as any general control that is likely to be exercised will be the control not of an alien body, or a department of Government, but of the people themselves as represented in the Central Board.

I may be wrong, but it seems to me that the report fails to suggest any line of advance on the path of local self-government. Nor does it suggest anything practical to promote administrative efficiency. There is nothing in it likely to arouse the people to a consciousness of their solidarity, to enlighten them and stir them to active co-operation and to train them for those duties and responsibilities and qualify them for those rights and prerogatives which mark the growth of a nation. What is the sum total of the report of this local self-government Committee in the year of grace 1925, when there is so much commotion for advance in all directions and when problems of self-government are demanding urgent solution? It is this: the problem of re-organization and reform of local self-government in Salsette must remain interminable like Penelope's web.

R. P. MASANI.

19th January 1925.

*Minute of Mr. K. R. Daphtary.*

I do not approve of some of the recommendations made in the Report, and of the reasons which are given to support them.

1. In my opinion there should be Municipalities for the different localities in South Salsette and no Notified Area Committees. Nobody is satisfied with the Notified Area Committees. The Report itself says that Notified Area Committees are not adequate and their jurisdiction and powers are too limited to deal with the large areas under their control. It recommends that the constitution of Notified Area Committees for Malad, etc., should be from the beginning similar to that of a Municipality. No definite reason is shown why these localities should have Notified Area Committees but from the beginning with a liberalised constitution framed on Municipal lines and not regular Municipalities. The Report itself shows the importance of these localities, which include several important villages. (Chapter II paragraphs 5, 6 and 11 and the plan). The area of each locality is big enough and each contains a good urban population.

I do not think there are any good reasons shown why Malad, Borivli, Mulund and Ambernath should have Notified Area Committees while Andheri and Ghatkoper are recognised for Municipalities. The Report gives reasons for its conclusion that the Notified Area Committees are not wholly suitable and satisfactory [paragraph 4 (8) and (6)]. Besides these reasons there are others also. There is no local self Government in them. There is a want of touch between them and the people. The office is at Andheri, the papers remain there. They are not accessible to the members. The work is mostly done by the Chairman or his Secretary about which the members know little. Members are called to meet only when the Chairman likes. The members in their turn feel helpless and cease to take any interest and perforce leave things as they slide. This state of things keeps some of the best men in the areas aloof and their attitude of resignation will not be changed by merely having a larger number of representatives.

There are many advantages in having all Local Governments in the District of a uniform constitution. There is then no invidious distinction, self-respect increases, and in matters of common interest and in mutual dealings they are on the same plane. Simplicity in the constitution and its working is achieved which is not an unimportant matter.

2. I do not agree with the suggestion about Kurla being taken up by the Bombay Municipality and the reasons given for it. If the Kurla Municipality has got complaints against it, the causes must be remedied. The best men in the locality with civic ideals should be induced to work in the Municipality. It cannot be alleged that there are no such men interested in the locality.

3. I recommend that Chembur, Maravli and Anik should be joined to Kurla and the whole locality should have its own Municipality. Even if Kurla at any time joins with Bombay it will be when both it and Bombay will agree. That possibility will arise when the docks are extended and the locality on that account and for other purposes is available to Bombay. Chembur, Maravli and Anik are as much natural adjuncts of Kurla as the surrounding areas of Andheri are to that Municipality.

4. I think Santa Cruz must be included in the Andheri Municipality and not in the Bandra Municipality. The witnesses from Santa Cruz protested against that locality being tacked on to Bandra. They had been supported by a resolution to that effect made at a public meeting of the locality called for the purpose of deciding the question, and there is no reason why the wishes of the locality should not be respected. The Report recognises the importance of local option and leaves the question open (paragraph 10). Moreover there are strong reasons why Santa Cruz should not be appended to Bandra but should be a part of the Andheri Municipality. Bandra is an old town and has an old Municipality. Santa Cruz and its population differ materially from Bandra and its population. Santa Cruz and Parla are together like one place each forming part of the other. These and Andheri are on the same plane of development, their peoples are almost homogenous, and their present conditions and future requirements are identical or similar. Their problems are the same and differ from those of Bandra.

The reasons given to favour the inclusion of Santa Cruz in Bandra are not sufficient. Bandra Municipality having passed a resolution to that effect is no good reason. I am sure Andheri will insist upon having Santa Cruz and Andheri has expressed its opinion to that effect (see the answers to the questionnaire and the evidence of Andheri witness). Anyhow Santa Cruz has expressed itself in favour of joining with Andheri.

5. I think Kandivli must be included in the Malad Municipality. Kandivli is essentially a part of Malad. The built properties are continuous with those of Malad. The market schools and dispensaries for its residents are those at Malad. The principal

Police Station is at Malad and is within half a mile from Kandivli. Kandivli Railway station is less than a mile from that of Malad while it is more than two miles from that of Borivli. There is a vast open tract between Kandivli and Borivli. I am sure Kandivli will protest against being tacked to Borivli and will insist upon being with Malad. I think the Poisar creek is the natural limit of the Malad district on the North just as the Geregaon creek is on the South.

6. I object to any such body as the Central Board which is proposed in the report (paragraph 12) being placed between the local authority and the Government. I feel that great difficulties will be found when working out details and that when the question is carefully considered with reference to these details, and if the prospective working of such a body is attempted to be realized, it will be seen that such an intermediary body is neither necessary nor advisable and that it will be the source of much harm. The report recommends it "as an executive, co-ordinating and supervising authority outside and above the several minor authorities and with power to appoint committees to carry out any of its various functions" (paragraph 12). Further "amongst others it should have that power of compelling a primary unit to take into consideration suggestions made by it and on the primary unit failing to carry out such suggestion, if the Council considers them essential, with the sanction of Government, to do the things itself or through its agency and recover the cost from the defaulting body" (paragraph 13). I doubt whether Bandra or any local body with self-respect will tamely submit to the interference, dictation and control of such a body. It is proposed to be composed of representatives from all localities and of various other authorities besides the Government who will all have their conflicting or varying points of view. The result will be constant strife and useless waste of energy and instead of sympathy and co-operation between the different localities being cultivated, there will be feelings of intolerance and bitterness between them. The different local bodies will not be of less importance than any Municipality in the mofussil and the superimposition of a Central Board will hurt their position and reduce them to local executive committees in many matters of great concern.

The Report does not favour a single Municipality for the whole district on the ground that "such a Municipality would be unwieldy, would require an expensive staff, would reduce local interest and local effort and service and would be unpopular with the people and with the existing bodies." These grounds apply to the proposed Central Board (paragraph 7).

The Central Board will of course try to justify its existence and propose big projects as the report itself contemplates. These projects will be costly and will entail loans and additional taxation. Of course the locality which decides upon a work of public utility for itself or in common with another locality will be prepared to pay for it. But the Central Board creates an anomalous condition that some external body decides whether a locality should or should not have such a work and may enforce its decision in spite of local opinion to the contrary.

Various questions will arise as to the relations between the Central Board and the local bodies and they will not be easy of solution. It will be difficult to avoid sources of conflict and bitterness.

An emphasis is laid in the report on what is called co-ordination of work of the local bodies and the framing of rules and regulations; water supply, main roads, drainage, tramways are mentioned as the purposes of the co-ordination (paragraph 5 (7)). But the fact of such work being diverse and of the localities being very different from one another as regards their population their country and their needs is not quite recognised. Bandra is essentially residential, Kurla industrial, both different from each other and from all other localities; Malad, Borivli and Versova are health resorts. Each locality has its own peculiarities and its own requirements.

Of the functions mentioned as making a Central Board necessary most are and will be either looked after or controlled by Government through its departments such as of Education, Public Works, Sanitation and Police and whether there is a Central Board or not the local bodies will always have to manage them for their localities. Matters like water supply, drainage, telephone and electric traction and supply ought to depend entirely on the needs and capacity of each locality. The localities which may need any of these find no difficulty in making arrangements for them at the proper time. The Government departments which control some of the matters mentioned will not be abolished. They will continue for areas whether outside or within South Salsette. If they are not sufficiently capable or restrained they may be reformed so as to be really serviceable to the people. In any case all the matters can be better and more economically managed otherwise than by a costly and harmful burden of a newly created permanent Central Board.

A central hospital and fire brigade are also mentioned. In a place like Salsette where two places may be only two miles distant from each other as the crow flies and yet the journey from one to the other may take two hours and more by railway it is difficult to point to any place as central for the whole district which may be convenient to cases of serious illness. A big hospital cannot be founded without a big benefaction and the benefactor will dictate the site and the terms. A fire brigade cannot be useful unless it is at hand before the huts or houses are burnt down.

The list of these functions given in the report is a long one but when examined, I hope it will be found that for none is a permanent costly additional body like a County Council essential. I think it will be very harmful.

The County Council of England is held up as an example. But there these County Councils and District, Borough and Parish Councils have grown along different lines out of circumstances which do not obtain here, and there too there are demands made to simplify the complicated machinery of Local Government. Moreover the conditions of rural areas in England and the genius of the men working and living under such institutions are quite different from the conditions of areas and men in Salsette. We want simple and not complicated Local Self-Government Institutions.

The Central Board will be a costly incubus. It will take away on the one hand substantial resources of local bodies which they can utilise for better purposes and in the bargain compel them to levy additional taxes both for themselves and for the Central Board. All Government help which the local bodies now get and expect to get for their own relief will be swallowed up by the Central body with its highly paid officers and establishments and other expenses and no part of it will reach the local bodies.

The proposal for a Central Board will appear to have been based on some ideas and assumption regarding the growth of the population of Bombay and as if South Salsette is to be made ready for such a contingency. Such a contingency is extremely remote. However attractive you make the suburbs people do not go to live in the suburbs willingly. Living is much dearer in the suburbs than in Bombay. Business, social amenities, habits of the people, religious beliefs, caste considerations compel even those who have built properties in the suburbs to maintain a residence in Bombay, and ordinarily live in Bombay. Apart from all this I think the whole question should be dealt with on the basis of the welfare of the population which has existed or has already grown in the localities. I consider sufficient food and peace and quiet of greater importance than anything else and the Central Board with its big projects, land acquisitions and heavy expenditure entailing heavy taxation will make the population unhappy and discontented and compel many poor people to sell their properties.

It is said that some Central Body is necessary to take up the work of the Development Department in Salsette. We know what this work has been and how it has fared. I do not agree that any central body is required to take up that work or that the work should be continued. The Town Planning Act with the amendments which experience has suggested will be quite enough for improvement and development of the different localities as the requirements arise. The work which has already been done by the Development Department will be looked after by the Municipalities in whose jurisdiction it lies.

This being my view I do not wish to discuss the part of paragraph 12 headed Finance. I will only point out (a) that the terminal tax at Bandra is onerous. On the Gorebunder Road it is collected and appropriated by Bandra alone and ignorant cartmen do not get or ask for a refund where they are entitled to such refund. I think this tax should be abolished. (b) The suggestion about levying non-agricultural assessment in alienated villages will be resented in many cases. It will be a fine upon the Khot where he is entitled to receive such assessment and receives it and will be required to forego it. In villages where such assessment is not levied, titles have been given and acquired on the basis that there is no such assessment. If we really want the suburbs to be developed the policy of non-agricultural assessment must be abandoned. Built properties will pay the Municipal taxes.

7. The report mentions some points on which it says legislation is necessary but for local self Government it considers the District Municipal Act good enough. I consented to act on the Committee in the hope that some scheme of real Local Self Government would be evolved. In that I am disappointed. The report does not make the slightest advance towards such Self Government and the Committees labours have only produced a scheme the effect of which is to make inroads upon whatever powers the existing Municipal Institutions have and to open avenues for ever increasing expenditure and taxation. The more I examine the proposals of the report the more inclined I feel to say that the existing state of things is preferable to what these proposals are calculated to make.

The report considers the present District Municipal Act quite sufficient. I think however that whatever other Government this Act may be said to have established, it is not a measure of Local Self Government. The people have no rights. They cannot enforce their will to have a legal self governing body or to control such body where Government may have constituted one. They are denied the right of initiative. They cannot recall any member who works against their will or their interests. There is no provision for a referendum to them on any subject. Franchise alone is no Self Government. Once the Municipality is elected it is the agent of the Government and of the different Government officers and the people have no voice. The Municipality is not responsible to the people and it need not be responsive to their wishes. The Governor in Council makes and unmakes a Municipality (Section 4) and he necessarily goes upon the recommendation of his officer and his subordinates on the spot. He directs its constitution, i.e., how many members it will have and how many will be nominated. Elections are regulated by him or the Commissioner (Sections 11, 14). A Court may adjudge a person disqualified from being a candidate for seven years on account of corrupt practices and set aside an election, but he may relieve the man from such disqualification (Section 22(6)). The power to remove a Councillor rests with him and the Commissioner (Section 16). He may appoint a President or direct the Municipality to elect one. The election of the Vice-President is subject to his approval. Presidents and Vice-Presidents cease to be such unless leave of the Commissioner for absence has been taken (Section 23). The Governor in Council may at any time impose a Municipal Commissioner on a Municipality and all material functions at once vest in him. The Municipality then remains only in name and for paying the Municipal Commissioner as the Governor in Council may require both while he is in office or on leave and when he reverts to Government service or retires. (Chapter XIII A, Section 23 A and other amendments made by Act VIII of 1914). He may direct a taxation to a particular purpose (Section 61). Prescribed previous notices are to be given to Government officers of different Departments, of intention to transact business of a nature akin to the subject of the Department and some officers have the right to be present and they may take part in discussions at meetings (Section 26). Remarks of these officers must be obtained on circulars (Section 35). Some rules are made by Government and other rules, regulations and bye-laws and their alteration and rescission are of no effect unless and until approval and sanction have been given by the Governor in Council or the Commissioner (Section 46S (48)). Previous sanction of the Governor in Council or the Commissioner or Collector is required in many cases. Certain powers may or may not be given and if given may be withdrawn at any time. In matters of education the Municipality will have only such independent authority as the Governor in Council may prescribe from time to time (Section 50 proviso). The Collector supervises and may suspend execution of any orders or resolutions of the Municipality or he may do or get done certain things. The Commissioner is the judge of whether the Municipal establishment and the salaries are excessive and the Municipality must carry out his orders. The Governor in Council may require the Municipality to appoint certain officers and to invest them with powers over the head of the Municipality and he may veto any appointment. All this is in the name of control. But in Local Self-Government control should be only for guarding the interests of surrounding districts and should not amount to a denial of rights.

The combined effect of the provisions of the Act is virtually to substitute an unpaid agency, in the place of a paid Government officer, to work under such officer, to collect taxes and use them as desired by the Governor in Council or the Commissioner, the Collector, the Director of Education and several other officers of Government. All proposals are to be submitted to one or the other of such officers for sanction or orders and all acts are to be reported for approval or veto. All decisions and directions in every matter of importance issue from these authorities. The people have no right to initiate and execute any policy.

Distrust of the people and of their capacity and denial of their right to manage their own local affairs runs through the whole frame of the Act and the people are in the position of a man who in his own domestic affairs is not free to manage them as he thinks best or to decide how he should live, and what education will suit his children according to their calibre or bent of mind.

It is now 42 years since the Resolution of Lord Ripon's Government on Local Self-Government was made and the aims of Local Self-Government were pronounced and yet we are told that we are backward, incapable and apathetic. The reason as given by Mr. Rushbrook Williams, Director of Public Information, Government of India, is this: "Despite this pronouncement, there continued a natural inclination to administer the institutions of Local Self-Government through official agency, which was highly efficient, directly on the spot and both able and willing to relieve the non-official members of the small responsibilities actually allotted to them. In consequence for many years the institutions of Local Self-Government in India have failed to enlist the services of that

class of public spirited men, conscious of an ability to wield power, upon which the system depends so largely for its success in England and America. Hence there came into existence a vicious circle: Municipalities and District Boards remained apathetic because the powers entrusted to them were, as a rule, insignificant. On the other hand these powers continued insignificant because of the lack of public spirit among the members." I put this vicious circle thus. The rights of the people are not recognised and therefore best public spirited men remain aloof and on the other hand until such men are induced to carry on the Local Self-Government the objects of Local Self-Government cannot be accomplished.

The Montague-Chelmsford Reforms foreshadow an advance towards Self-Government of the country by the people themselves and in order that this advance should be realised at an early date, and without disturbances "it is very necessary that administrative capacity and civic consciousness should be developed, not merely among elected members of legislatures but among all those who enjoy the franchise. Only upon foundations thus solidly erected can the future of self governing India stand secure. This consideration lends peculiar importance to the institutions of Local Self-Government which in every democratic country provide at once the birth place and the training ground of public spirited activities for the service of the State. Unfortunately in no other branch of national life is the contrast between India and Western countries so marked. Both in Europe and America these institutions are planted deep in the consciousness of the people and upon them the structure alike of freedom and democracy has been firmly based. But in India the situation is different." This again is in the words of Mr. Williams.

Real Local Self-Government can only be based on the recognition of the natural and inherent right of the people to govern their local affairs without any outside interference and without checks and balances. There should be full facilities provided for their control on their governing body and the executive. The legislation should be simple and should create responsibility and responsiveness for all parties. This is not found in the present District Municipal Act and I think that if Local Self-Government is intended to be acknowledged for the District for which the Committee was appointed there should be new legislation on proper lines repealing the District Municipal Act for the District.

I have laboured this point at some length because I consider this to be the most important subject which the Committee was called upon to consider and I feel that in the case of South Salsette the Government have an opportunity of having a legislation on proper lines which it should not miss.

My recommendations therefore are as follows:—

(1) The plan attached to the Report should be amended by including (a) Santa Cruz in the Andheri Municipality (b) Chembur, Maravli and Anik in the Kurla Municipality and (c) Kandivli in Malad Municipality.

(2) Each locality should have its Municipality. Notified Area Committees should be abolished from the District.

(3) There should be no County Council or any body interposed between the Municipalities and the Government.

(4) The Local Self-Government Department of Government should be the only body to supervise and assist the local bodies.

(5) A Local Self-Government Board may be appointed to help the minister of Local Self-Government and to formulate the policy of the Department.

(6) The Departments of Public Works, Sanitation, Health and Education should help the local bodies as regards roads, sanitation, health institutions and schools.

(7) Government should help the local bodies in the ways suggested by the Report.

(8) Legislation should be made on the basis of recognition of the natural and inherent right of the people to manage their local affairs free from outside interference and to control their governing body and executive.

(9) As regards finances there should be no non-agricultural assessment. If the Government insists on continuing this assessment a substantial part thereof should go to the Municipalities.

(10) The Town Planning Act should be amended so as to enable Municipalities to make and carry out schemes initiated or approved by the people at moderate expense.

29th January 1925.

K. R. DAPHTARY.

I have read Mr. Masani's minute. I think his description of the insanitary condition of the suburbs is much exaggerated. The sanitation of the suburbs is really much better than that of many parts of Bombay.

Mr. Masani admits that "there is much advantage in allowing small compact areas to govern themselves" and that such areas as can be grouped should be grouped. He rightly finds fault with the Notified Area Committees. And yet he proposes for the Local Areas Committees to be constituted by and to work under a central body which may be composed of persons from all different areas and persons representing various interests and points of view!

K. R. DAPHTARY.

29th January 1925.

*Minute of Mr. F. A. C. Rebello.*

I agree with the report on the whole. I would, however, make two suggestions regarding the proposed Urban Committees:—

(1) that a separate Urban Committee should be formed for the area of which Marol is the centre; the neighbouring villages of Majas, Karoli, Paujapur Maroshi, Sakhi Chendocoli, Powai, etc., are too far for administrative purposes from Andheri, Malad, or Mulund. This area is very backward, not easy of access and is purely agricultural and may come under the head of Marol,

(2) that the villages of Manori and Gorai should, along with other villages in the island of Dharavi, which now form a part of the North Salsette Taluka of the Thana District, be constituted into one Urban Committee's area. The population of the island is homogeneous. They can easily combine for joint purposes. Many of the inhabitants have risen to important positions and there is a general desire to get on. The people of the island want a through road from Maneri to the northern most point, bridge across the creek, a high school within the island and a dispensary. The progress of the inhabitants is impeded by the division of island between two districts involving separate Boards and Heads of Departments.

2. I am of opinion that at the present stage of development of the Bombay Suburban District neither Village Committees nor a Central Board of the character described by Mr. Masani are suitable. Village Committees are not suitable because the inhabitants of most of the villages are backward in education. They are not sufficiently independent and would be dominated by one or two influential individuals. Local taxation for Municipal purposes would be distasteful to the people who would make collection extremely difficult. It would be difficult to find suitable persons to serve on the Municipal and supervisory Boards, the best men being too busy in Bombay to attend meetings of this Central Board.

2nd February 1925.

F. A. C. REBELLO.

*Minute of Dissent by Mr. G. B. Pradhan.*

The Committee admits that there are large tracts of land in the Bombay Suburban District which are entirely rural and inhabited by illiterate agriculturists. As regards these areas three alternative proposals were considered and at one time the committee was equally divided as regards the absorption or amalgamation of these areas with urban areas and it was I who principally opposed such absorption or amalgamation. Looking to the expansion of Bombay, one can confidently assert that it would spread near about railways working or projected and several of these rural tracts will remain in the same primitive condition for at least fifty years, if not more. A few solitary bungalows may spring up near the sea-shore or creeks as health resorts but there can be no building activities for many years to come. To bring such rural areas within the jurisdiction of Municipalities or Notified Area Committees is against the interest of the inhabitants of such areas. Their amalgamation with urban areas will prove the truth of the fable of an earthen pot coming in contact with a metal pot. Barring the gavthan which is very small in extent, the remaining land is an agricultural holding. Even the erection of a small cottage or cattle-shed in such holding means a double control, first of the Collector or the Prant Officer and then of the Notified Area Committee or a Municipality. The ignorant villager will be put to unnecessary hardships for getting such permissions. Then what are the benefits or comforts which a Notified Area Committee or a Municipality can confer on the inhabitants of such outlying villages? None whatever. There would be no street lights, no supply of water, no dispensary or hospital, no sweeper or scavenger service (nor does the villager need any, as he has no privies, cess-pools, roads or gutters to clean) and no arrangements for extinguishing fires. The Local Boards are constituted for such areas and they give a sort of primitive primary education in some village schools and sink a well if there is no water. In big villages here and there, there are dispensaries. If the Notified Area Committee or a Municipality cannot possibly confer any more benefit on such areas than those conferred by a Local Board I cannot understand why they should be taxed (lightly it may be) for the sake of urban areas. Their inhabitants being mostly illiterate will hardly have any voice in the disposal of taxes which they are called upon to pay.



2. As I agree with the Committee's recommendation of having a Central Board which would supersede the Development Department, the District Local Board and the Taluka Local Board, I would put the rural areas under that Board and would like the idea of forming village panchayats in some of the advanced villages. Because one village Panchayat was not a success, it does not follow that the others will follow suit. There are several village Panchayats formed in the Thana District and the same course should be followed in these rural areas. Let the people learn to tax themselves wherever necessary and to manage their own internal affairs. The Central Board should merely collect the local fund cess as is now done by the Local Boards and its function should be confined to give education, water-supply and medical aid, if possible. It should not interfere unless absolutely necessary in the internal affairs of the village and this interference should be advisory and recommendatory and not obligatory.

3. Places removed more than two miles or so from a railway station at present existing or hereafter to come into existence should be excluded from urban areas. Particularly portions beyond the Malad and Manori creeks, portions between the Agra Road and the Ghodbunder Road which are hilly and sparsely inhabited ought to be excluded. It is not difficult to choose such areas. This is one respect in which I would beg to differ from the Committee's report.

#### *Constitution of the Central Board.*

4. As regards the constitution of the Central Body I would say that the nominated members and representatives of the Khot or any Special Body like the Port Trust should together constitute 1/5th and 4/5ths of the members must be representatives selected by the Local authorities in proportion to their population. There must always be an elected non-official President of this Board.

#### *Functions.*

5. Several of the functions which are at present performed by the Deputy Sanitary Commissioner to Government are put down in the list as to be allotted to the Central Board being independent of the Government control in such matters also; but then in that case the Deputy Sanitary Commissioner's control must be removed; otherwise unnecessarily there is a double control in the same matters; such headings are nos. 3, 8 and 9. As regards items nos. 3 and 7, there would be differences of opinion about the location of the Hospital and the Headquarters of the Fire Brigade. As regards items nos. 10 to 13 I will allow these powers to remain with the Municipalities or Notified Area Committees. There is no reason why they should be given to the Central Board. The powers of the Municipalities should be independent of the Central Board, otherwise there is unnecessary friction between the two authorities. The control, if any, should be almost nominal.

6. As regards the inclusion of Kandivli with Borivli I would rather agree with Mr. Daphtary and join Kandivli with Malad, and I would also agree with him in constituting Malad and Borivli Municipal areas than Notified Area Committees. Those places are sufficiently big and well populated and there are several intelligent and literate people staying permanently.

7. As regards the amendment of the District Municipal Act, nobody thinks that it is a perfect piece of legislation. But I do not think the Committee is called upon to point out all the defects of the Act. When a new bill to amend the Act is brought, all the defects will be considered.

8. I have only to add that I would put the elective element as 4/5ths and nominated as 1/5th both in Municipalities and in Notified Area Committees. There must always be an elected President.

9. Subject to this minute of dissent, I sign the report.

G. B. PRADHAN.

12th February 1925.