

CHAPTER XIII.

LOCAL SELF-GOVERNMENT.

HISTORY OF THE LOCAL SELF-GOVERNMENT.

The local self-governing bodies in the district are the district board, local boards, municipalities, union committees, notified area committees and the *gram panchayats*.

The history of municipalities and the district board dates back from as early as the second half of the nineteenth century.

MUNICIPALITIES.

There are two municipalities in the district, viz., Monghyr and Jamalpur.

Monghyr Municipality.

The Monghyr Municipality was established in 1864. At first the Municipal Board consisted of 19 commissioners of whom twelve were elected, five were nominated and two were *ex-officio* members. The area within the municipal limit was 7.62 square miles and remained the same in 1926 when the revised edition of the Monghyr District Gazetteer was compiled. The present area of the municipality is 6.71 square miles and this diminution is reported to be due to the encroachment of the river Ganga in the northern side of the town.

The municipal area is divided into specified units known as wards. The electorate of each ward elects their representative. Before 1938 there were 12 wards, eight of which were plural-seated and the rest four were single-seated. In 1938 the number of wards was increased from 12 to 20 single-seated ones, and there were 8,049 voters in all the 20 wards. The number of nominated members continued to be five.

In 1950 though the number of wards remained static, but out of 20 wards, 13 became double-seated and the rest were single-seated. The total strength of the municipal commissioners rose to 40 including seven nominated members. In 1950 the election was contested for the first time on the basis of adult franchise. After the expiry of five years from the constitution of the Board, election was again held in 1956 and the present Board was constituted in 1957. The number of the members remained 40 including the nominated members. In both the elections the Congress Party ran their candidates and got the majority of seats.

The number of tax-payers in 1957 was 10,930 representing about 15 per cent of the population residing in the municipal area.* The average annual income and expenditure of the municipality

* The total number of electors in this Municipality according to the latest revision of electoral rolls is 39,632.

khadi produced from such yarns. This also is financed by the Khadi Commission.

The village industries schemes comprise Village Oil Industry, Bee-keeping, Handmade paper, Village Leather Industry, Cottage Match Industry, Hand-pounding of rice and grinding of *atta* by hand-driven *chakki* (grinder), Soap-making with non-edible oils, Pottery, Palm Gur, Gur and Khandsari and Fibre Industry.

There is also a proposal to start the training-cum-production centres for village blacksmithy and carpentry under the Commission.

In the district of Monghyr the Board has a unit consisting of a District Khadi Worker, an Inspector of Village Oil Industry, three Supervisors for Hand-pounding Industry and one Supervisor for Palm Gur Industry. They are under the Divisional Unit at Bhagalpur. In the district of Monghyr there are demonstration centres for giving demonstration in improved methods of manufacture of *gur* and *khandsari* at Barbiga, Jamui and Tarapur.

during the quinquennium of 1952-53 to 1956-57 was Rs. 7,24,932 and Rs. 6,12,846 respectively. The main sources of income are from the holding-tax, water-tax and the latrine-tax. The former two taxes are assessed at the rate of 12½ per cent and the latter at the rate of 7½ per cent on the annual valuation of the buildings. There are also other sources of income, viz., tolls, taxes on animals and vehicles and the market fees. There is only one ferry under the municipality, i.e., the Monghyr ferry which is administered by the District Magistrate and the annual income is credited to the municipal fund. The average annual income from the ferry comes to Rs. 36,000.*

The main items of expenditure are over education, conservancy, water-supply, street lighting, public works and medical relief. The Board maintains 26 upper primary and 56 lower primary schools and meets an expenditure of about one lakh rupees over these schools annually. The sanitation and medical relief are looked after by a Government Health Officer deputed at the expense of the Board. So far as medical relief is concerned, the Board comes into picture only when there is an epidemic or threat of epidemic. No dispensary is maintained by the municipality. The conservancy staff consists of Sanitary and Health Inspectors, *Jamadars* and sweepers. The annual average expenditure over conservancy is Rs. 1,44,507. The total mileage of roads maintained by the Board is 100.0. Most of these roads are metalled and coal-tarred, the annual maintenance cost being Rs. 41,703. Heavy vehicular traffic is responsible for quick deterioration of some of the roads. Street lights (electric) have been provided almost throughout the town. The Municipal Board maintains and runs their waterworks which supply filtered water throughout the town.

Water-supply.—The actual year of the installation of piped water-supply at Monghyr is obscure. From the old District Gazetteer of Monghyr published in 1909 it is gathered that the scheme was then in contemplation. It is mentioned that "The installation of water-works at Monghyr is also contemplated, and a scheme for a daily supply of 4,00,000 gallons of filtered water has been sanctioned. It is estimated to cost Rs. 3,46,715 excluding the charge for the arrangements for pumping unfiltered water. As regards the latter, the East Indian Railway Company, which has a pumping station for the supply of water at Jamalpur, has agreed to give a daily supply of 4,00,000 gallons at the rate of 10 pies per 1,000 gallons, subject to future variation according to actual expenses incurred. The Company has undertaken to maintain the supply for five years and to give the municipality a year's notice before it decides to discontinue it". It appears that the arrangement could not run satisfactorily and the municipality had to set a pumping plant at the Kastaharnighat in 1913. But there was the total breakdown of the unfiltered

* Tax on Trade, Profession, Callings and Employment has been imposed in 1956-57 in spite of vehement opposition.

water pumping plant in 1914 and the municipality had to negotiate with the East Indian Railway Administration (now Eastern Railway) for the supply of unfiltered water to the municipal settling tanks at the waterworks, which actually commenced on the 16th October, 1924. The municipality had to pay to the East Indian Railway Administration annually about Rs. 25,000 for the unfiltered water-supply, which was really a heavy drain on the slender resources of the municipality with the result that the waterworks was generally run at a very heavy deficit almost every year.

The localities at the higher levels of the town could not be supplied with water owing to the low pressure from the old steel over-head tank and as such the Superintending Engineer of the Public Health Circle, Bihar was moved for a comprehensive re-organisation scheme of the waterworks. But the great earthquake of 1934 not only stood in the way of the re-organisation scheme but considerably damaged the existing water-supply system reducing the supply of water by about 50 per cent. Between 1936 and 1937 after a strenuous effort the re-organisation scheme of the waterworks was completed at a total cost of Rs. 85,000 by the Public Health Engineering Department. The expansion scheme was again taken up and was completed in 1938-39 at the cost of Rs. 43,000.

The waterworks is now supplying on the average about 13,00,000 gallons per day. But the existing supply is not adequate for a population of about 80,000. The re-organisation scheme is still in progress. For this the Government have sanctioned Rs. 13 lakhs to the municipality while the total scheme will cost Rs. 21.34 lakhs.

Statement of receipts and expenditure of the Monghyr Municipality from 1952-53 to 1956-57 is given below :—

Heads of receipts.	1952-53.	1953-54.	1954-55.	1955-56.	1956-57.
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	Rs.
Municipality rates and taxes ..	2,73,622	3,12,170	2,94,598	2,46,607	3,03,752
Realisation under Special Act	3,319	4,001	4,508	7,856	6,105
Revenue derived from municipal property and powers apart from taxation.	18,465	15,230	14,923	42,299	20,475
Grants and contribution for general and special purpose.	1,82,649	2,86,841	3,10,327	1,81,003	2,03,975
Miscellaneous	19,411	44,796	27,865	9,850	22,927
Extraordinary	1,16,621	1,99,839	1,35,098	33,602	92,167
Total	6,14,287	8,62,877	7,87,319	5,21,217	7,39,401

Hheads of Expenditure.	1952-53.	1953-54.	1954-55.	1955-56.	1956-57.
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	Rs.
General administration and collection charges.	26,383	27,055	25,454	35,441	32,771
Public safety	11,275	1,31,128	1,51,137	7,588	13,015
Public health and convenience	4,25,432	3,36,268	2,42,376	2,73,162	2,29,251
Public instruction ..	82,831	1,30,939	85,027	60,619	95,081
Contribution for general purposes.	..	..	..	..	..
Miscellaneous	23,937	56,715	1,24,743	37,008	80,829
Extraordinary and debts ..	1,09,569	2,20,545	57,430	63,930	1,31,341
Total	6,79,427	9,02,650	6,86,167	4,77,748	5,82,288

The fall in both the income and expenditure in 1955-56 is peculiar. Although there was an enhancement in the house, latrine and water taxes, there was less of realisation because of a wide agitation against the enhancement.*

Jamalpur Municipality.

This municipality was established in 1883. The town of Jamalpur has its importance because of the railway colony in connection with the Jamalpur Railway Station and the Workshop. The existing constitution came into force as a result of an award made by Mr. Toplis, the then Commissioner of Bhagalpur Division in 1931 when the question of revision of taxes payable by the railways was taken up. According to that award, the railway undertook to pay annually a sum of Rs. 44,000 as against Rs. 27,000 which was actually payable in respect of the railway properties on account of taxes. In 1933 an agreement was executed between the municipality and the Railway Administration on the basis of this award. In lieu of the contribution, the railway got 10 out of 20 seats in the Board and the nominations for these 10 seats were to be made by the Railway Administrations and formally accepted by the State Government. The Chairman of the Municipal Board is appointed by the Government according to the terms of that award. The Deputy Chief Mechanical Engineer of Eastern Railway is the *ex-officio* Chairman of the Board. The same constitution is still in force. The last election was held in 1931 and since then no election was held. Some of the municipal commissioners are agitating for

* See Appendix for Receipt and Expenditure after 1956-57.

revision of this arrangement in order to provide for elections for all the seats. The matter is under examination by the Government. The question of revision of contribution has also been taken up particularly in view of the fact that taxes have gone up higher.

According to the census of 1951 this municipality has a population of 44,172, the railway employees and their dependants accounting for 33,126. Of these 5,567 are rate-payers or form 12.6 per cent of the population. It has an area of 5.34 square miles as against 4 square miles in 1926. The total number of electors is 20,610.

The main sources of income are from holding and latrine taxes and the railway contribution of Rs. 44,000. The holding and latrine taxes amount to Rs. 92,239 and the average incidence of taxation works out at Rs. 3.25 per head. The rates of taxation are the same as in Monghyr Municipality. There are also other sources of income, viz., rent from stalls, pounds, markets and license fees. The average annual income is Rs. 2,60,221. The main items of expenditure are over education, conservancy, public works, street lighting and medical relief. The municipality maintains 16 upper primary and 11 lower primary schools and spends over Rs. 57,000 annually over them. The annual expenditure over sanitation is nearly Rs. 87,692. The Board maintains a Health Officer specially deputed by Government at the Board's expense and a Sanitary Inspector along with three *Jamadars* and 195 sweepers. It has a dispensary of its own over which about Rs. 6,000 is annually spent. The roads maintained by the Board extend over 26.8 miles and are maintained at an average annual cost of Rs. 23,749. Most of these roads are metalled and coal-tarred and have also been provided with lights. The average annual expenditure of the Board under all the heads is Rs. 2,15,147. The statement showing the receipts and expenditure is given below:—

INCOME.

Items.	1952-53. 1953-54. 1954-55. 1955-56. 1956-57. 1957-58.						
	1	2	3	4	5	6	7
	Rs. ●	Rs.	Rs.	Rs.	Rs.	Rs.	Rs. °
Municipal rates and taxes	1,06,438	1,38,199	1,41,454	1,29,852	1,53,121	1,30,254	
Realisation under special Act	200	230	675	793	2	7	
Revenue derived from municipal property.	15,511	14,240	16,252	12,401	16,605	15,685	
Grants	79,725	77,675	77,636	98,920	1,20,469	82,223	
Miscellaneous	19,715	7,955	6,554	7,723	29,899	4,127	
Government loan ..	3,915	..	..	..	..	..
Extraordinary and debts ..	2,975	3,810	2,316	17,886	23,632	2,156	
Total	2,28,479	2,42,109	2,44,887	2,67,575	3,43,728	2,34,452	

EXPENDITURE.

Items.	1952-53.	1953-54.	1954-55.	1955-56.	1956-57.	1957-58.
1	2	3	4	5	6	7
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
General administration and collection charges.	13,835	14,582	15,233	14,300	22,144	20,225
Public safety ..	2,603	2,886	2,851	424	5,948	2,905
Public health and convenience.	1,66,394	1,76,035	1,46,308	1,62,627	1,89,879	1,68,715
Miscellaneous ..	5,895	8,157	8,122	9,784	9,212	7,390
Education ..	39,052	43,226	54,358	57,201	66,195	68,198
Extraordinary and debts.	4,202	6,438	7,064	11,795	34,456	9,451
Total ..	2,31,981	2,52,324	2,33,936	2,56,131	3,27,834	2,76,884*

Town Planning.

According to the census of 1951 the district has 13 towns, viz., Monghyr (class II 50,000 to 1,00,000), Jamalpur and Barahiya (class III 20,000 to 50,000), Lakhisarai, Teghra, Sheikhpura, Begusarai, Phulwaria, Jamui, Jhajha, Barbiga and Khagaria (class IV, 10,000 to 20,000) and Kharagpur (class V 5,000 to 10,000). Except Monghyr and Jamalpur the other towns had been classified on the basis of population only and in outlook they have mostly rural characteristics. At present there is no scheme for town planning in the district. The towns have been allowed to grow rather in a haphazard manner. There is practically no scheme for the building of tenements to replace the age-old slum areas. The houses are mostly *katcha* and lack the modern scientific amenities and due to congestions and bad drainage their surroundings are extremely filthy. Monghyr and Jamalpur are the principal towns of Monghyr district and deserve special treatment.

Monghyr.—In the earthquake of Bihar, 1934, especially the Chauk area of Monghyr suffered a very heavy loss. This area was very much congested and packed with big and small houses. Some of the roads and lanes were so narrow that it was difficult to pass with loads on heads. A large number of houses had fallen down in the earthquake. The result was that a large number of inhabitants and animals could not come out from the debris caused by the earthquake in spite of the timely help from the several agencies.

After the earthquake, a Town Planning Scheme was taken up by the Monghyr Municipality. The earthquake was an eye-opener, and it was realised that there must not be a severe type of congestion.

* Professional tax was imposed in 1959-60. For later figures of Receipts and Expenditure see Appendix.

Government grants were received by the municipality for the under-noted works :—

	Rs.
(i) Roads and Buildings	1,55,734
(ii) Water-supply and Sanitary Projects ..	56,644
(iii) Other charges	1,16,186
(iv) Construction of Raja Bazar Market ..	1,16,186

After the completion of the Town Planning Scheme the Chauk area of Monghyr has a better outlook. The locality has been provided with broad roads and lanes and with *pucca* drains. The total length of the *pucca* drains is 30 miles and of *katcha* 28 miles, of *pucca* roads 47 miles and *katcha* roads 53 miles. The Town Planning Scheme has provision for future development of the town.

Apart from Chauk area there had not been much improvement in the other areas. There are many slum areas in the town, viz., Lalupokhar Gorhitola, Laldarwaza Gorhitola, Chandisthan Gorhitola, Chaukhandi Gorhitola, Topkhana Bazar, Dilawarpur and Sadipur.

Public Garden.—The public garden is situated within the fort area just on the northern side of the old polo ground and the western side of the Circuit House. The area of the garden is about 7 to 8 acres. The garden is maintained by the Monghyr Municipality on an average cost of about four to five thousand rupees annually and the Government contributes Rs. 300 per annum. The garden has beautiful flower plants and ornamental trees. There are also a number of fruit trees, such as mangoes, *litchies*, etc.

The garden has got good walks all round for the pedestrians. On the northern side of the garden there is a small tank which adds to the beauty of the garden. A municipal rest house has also been constructed on the southern bank of the tank.

This Municipal garden is a remarkable landmark in the townscape of Monghyr. It is, however, not much used by the public.

Jamalpur.—As stated before Jamalpur is mainly a railway colony. The town is well planned and well maintained. The municipality has a reputation for efficiency. The railway quarters consist of bungalows and flats owned by the railway staff, and is neatly and prettily laid out. There are some fruit trees by the roads. The bazar which is separated from the railway colony have the useful features.

DISTRICT BOARD.

History.—The District Board of Monghyr was established in 1887 in pursuance of the Bengal Local Self-Government Act, 1885. The Board originally consisted of 25 members. The District Magistrate was an *ex-officio* member of the Board and was invariably its Chairman; there were other six *ex-officio* members, and twelve were

elected and six nominated by the Government. The franchise was restricted due to property and other special qualifications with the result that the common man had no say in the administration of the Board. In 1906-07 the land holding class and Government servants had predominance among the members, the former representing 40 per cent, and the latter 32 per cent while pleaders and *mukhtears* for 4 per cent and other class for 16 per cent. From the constitution of the Board in 1887 till 1917 the European District Magistrates used to be invariably the Chairman of the Monghyr District Board; the first being I. E. Kaunshead. The first two Indian Chairmen were Rai Bahadur G. C. Bannerji (1918) and Raja Deoki Nandan Prasad (1922).

In 1924-25 the District Boards were reconstituted on an elective basis under the provisions of the Bihar and Orissa Local Self-Government (Amendment) Act. This was a definite mark of progress. The reconstituted District Board of Monghyr consisted of 37 members, of whom 28 were elected. The Board came to be presided over by a non-official Chairman for the first time. This amendment introduced a system of direct election to the District Board instead of the hitherto prevailing system of indirect election. Shri Shah Muhammad Zubair, Bar-at-Law, was the first Congressite Chairman of the Board.

The Bihar and Orissa Local Self-Government (Amendment) Act of 1924-25 though definitely a landmark in the history of Local Self-Government had still some official control. One-fourth of the members of the District Board were to be nominated by the Government. The franchise being of a limited character kept out the bulk of the common men. There was not much of attempt on the part of the candidates to enlighten the electorates as to their rights and obligations. From 1924, the election of the Board began to be held in every three years till 1933 when the life of the Board was extended to five years. The District Board was, no doubt, a training ground for many of the later leaders.

Dr. Shri Krishna Sinha, the present Chief Minister of Bihar was one of the non-official Chairmen of the Board in 1934-1937.

The last Board was constituted on the 30th November, 1947 with 31 elected and nine nominated members. The Bihar Local Self-Government (Amendment) Act, 1950 tried to improve the Bihar and Orissa Local Self-Government Act, 1924-25. Section 7 of the previous Act (Bihar Act III of 1855) was substituted in the Bihar Local Self-Government (Amendment) Act of 1950. The substituted section runs as follows :—

“7. (1) The State Government shall by notification fix—

(a) The total number of members constituting a District Board not exceeding 50 in number.

- (b) Such number of members as may be elected.
- (c) Such number of members of the scheduled castes, but in any case not less than three in number, as there are Local Boards within the district to be co-opted by the elected members of such Board in such manner as may be prescribed :

Provided that at least one member shall be co-opted from the area over which each of the Local Boards has authority.

- (2) Subject to the provisions of section II, the members to be elected under this section shall be elected on the basis of adult suffrage.

As per this amendment the strength was raised to 46 elected including four co-opted members. Although this amendment was done and the principle of election to be held on the basis of adult franchise was recognised, no election was held and the same Board of 30th November, 1947 was allowed to continue.

The constitution of the District Board and Local Boards in Bihar received a set-back by the ordinance no. VI of 1958, promulgated by the Governor of Bihar. This Ordinance was promulgated under clause (1) of Article 213 of the Constitution of India. By notification no. 8001-L.S.-G., dated the 12th September, 1958, it was proclaimed that "In exercise of the powers conferred by sub-section (1) of section 2 of the Bihar District Boards and Local Boards (Control and Management) Ordinance, 1958 (Bihar Ordinance no. VI of 1958), the Governor of Bihar is pleased to direct that all the members of the District Boards and Local Boards including the Chairman and Vice-Chairman of such Boards constituted under the Bihar and Orissa Local Self-Government Act of 1885 (Ben. Act III of 1885) shall vacate their respective offices with effect from the 15th September, 1958". In pursuance of this ordinance 16 District Boards including Monghyr District Board with their respective Local Boards were taken over by the Government. The reasons for this step are given in the Bihar District Boards and Local Boards (Control and Management) Bill, 1958 as follows :—

"The District Boards and Local Boards constituted under the provisions of the Bihar and Orissa Local Self-Government Act of 1885, have outlived their utility under the completely changed circumstances. On attainment of independence, there have been development on a very large scale in the various field activities, viz, Agriculture, Industry, Co-operation, *Gram Panchayats*, etc. These developments call for a complete re-orientation in the conception and constitution of District Boards and Local Boards so that these bodies could fulfil their role effectively in the changed circumstances. This is not possible unless the existing

law is carefully examined in the light of these developments and amended suitably to meet the present need of the society.

“The Balvantrai Mehta Committee of the Community Development and National Extension Service have made a number of recommendations specially with regard to future set-up of District Boards. These recommendations require detailed examination and careful consideration before the State Government could come to a definite decision in the matter, which will obviously take some considerable time. Besides some of the sister States in India are considering legislation regarding the constitution and powers of these local bodies and it is necessary to examine the provisions of these laws and their actual working for some time before we embark on a comprehensive amendment of the Bihar and Orissa Local Self-Government Act.

“It is, therefore, clear that the new set-up of District Boards undoubtedly require comprehensive amendment of the Bihar and Orissa Local Self-Government Act, 1885. It was accordingly decided by the State Government to take over temporarily for three years, the control and management of District Boards, pending consideration of their future set-up. The Bihar District Boards and Local Boards (Control and Management) Ordinance, 1958 have been promulgated to give effect to these decisions.

“The Bill seeks to convert an ordinance into an Act of the State Legislature as the ordinance will cease to have effect after six weeks from the commencement of the present session of the State Legislature.”*

In this way the control and management of Monghyr District Board was taken over by the State from the 15th of September, 1958. A Special Officer has been appointed by the Government to carry on the administration of the District Board of Monghyr. In 1957-58 the total area of the Board was 3,927 square miles with a population of 28,50,856.

The duties and powers of the District Board are very wide and touch almost all the aspects of life in the district. The Board has to maintain roads and bridges, dispensaries and schools. The management of the ferries has also been entrusted to the District Board and is allowed to retain the income derived from the lease of such ferries.

* This ordinance has now been enacted.

Finance.

The main source of the income of the District Board is the road cess, originally payable by the landlords under the Cess Act at the rate of two annas for every rupee of the land revenue. The road cess used to be paid along with the land revenue and then the road cess was transferred to the Board's funds in the Government treasury after the deduction of the cost of realisation. After the passing of the Bihar Land Reforms Act, 1950 the Government stepped into the shoes of the ex-landlords and so the road cess is now paid by the Government. The average annual income from the cess comes to about Rs. 8,64,188. The other sources of income of the Board are pounds and ferries. It maintains 86 pounds and 30 *ghats*. The average income from ferries in the quinquennium 1954-55 to 1958-59 was Rs. 1,04,917.

The annual average revenue from cart-taxes (1954-1957) comes to Rs. 21,961 and that from Board's property and other miscellaneous items amounts to Rs. 69,669. The Government grant on average amounts to Rs. 3,76,134 per annum. The total income of the Board in 1956-57 was Rs. 14,48,670 as against Rs. 2,61,000 in 1901-02. Government grants under different heads, particularly towards education, medical, miscellaneous and civil works, have increased tremendously.

Expenditure.

The main items of expenditure are education, medical and public health, veterinary and civil works. The average annual expenditure from District Fund under these heads (on the basis of 1954-57 figures) is Rs. 7,20,404. The expenditure under general establishment, provident fund and printing comes to Rs. 1,57,081. Miscellaneous expenditure amounts to Rs. 26,132 making a total overall expenditure of Rs. 16,12,153. The deficit is usually met from loan and debt heads.

Education.

The expenditure over education by Board has come down because the State Government are now financing the schemes including the normal schemes and the Board's contribution is only Rs. 4,04,291 out of the annual expenditure of Rs. 21,33,962. This branch is now administered by an officer of Government designated as District Superintendent of Education. There is a Planning Committee consisting of 11 members with District Magistrate as the *ex-officio* President. Only the District Inspector of Schools and the District Superintendent of Education, besides the District Magistrate are Government officers and the rest are public representatives nominated by the Government.

During 1907-08 the Board had nine middle schools, 59 upper primary schools and 778 lower primary schools besides giving grants

or aids to other similar institutions. On the constitution of the Board in 1947-48 the number of middle, upper primary and lower primary schools came to 99,415 and 1,161 respectively. In 1953-54 the District Education Fund was separated and was placed in the hands of the District Superintendent of Education, consequently the Board ceased to have any control over the educational purse.

Public Health.

To prevent and combat epidemics the Board maintains a staff headed by the District Medical Officer of Health. The Officer is a Government servant and his services have been placed at the disposal of the Board. There are also four Assistant Health Officers, one at the each subdivisional headquarters, nine Sanitary Inspectors, one for every three *thanas*, 27 Health Inspectors, one for every *thana* and 100 vaccinators, one for every 3,000 population under a District Inspector of Vaccination. Sanitation and other arrangements for the convenience of the pilgrims at the *melas* are also made by the Board. The Board also maintains about 1,014 wells to provide drinking water in the rural areas. The Board maintains 21 allopathic dispensaries, five *ayurvedic*, one *unani*, one homeopathic and 12 veterinary dispensaries.

Civil Works.

The Board maintains at present (1958-59) 87.12 miles of metalled roads, 1,110.51 miles of *katcha* roads and 160.30 miles of village roads. The details of the roads have been given in the Chapter on "Communications". It also maintains 35 inspection bungalows and one dak bungalow.

The statement below shows the Board's income and expenditure from the year 1941-42 to 1956-57 :—

Year.	Total Revenue (in Rs.).	Total expenditure (in Rs.).	Expenditure on education (in Rs.).	Expenditure on Medical (in Rs.).	Remarks.
1	2	3	4	5	6
1941-42 ..	10,56,900	9,65,560	3,42,122	1,25,010	
1942-43 ..	9,17,446	9,70,884	3,53,909	1,40,517	
1943-44 ..	1,49,282	10,42,442	4,29,075	1,27,980	
1944-45 ..	11,39,403	12,61,368	4,44,452	1,61,249	
1945-46 ..	17,28,502	15,11,809	5,48,070	1,73,538	Cess rate doubled.
1946-47 ..	17,46,087	17,97,665	6,76,818	1,68,194	

Year.	Total Revenue (in Rs.).	Total Expenditure (in Rs.).	Expenditure on education (in Rs.).	Expenditure on Medical (in Rs.).	Remarks.
1	2	3	4	5	6
1947-48	22,74,245	24,18,257	10,73,109	2,02,829	Government sanctioned subsidy for Board's employees including teachers.
1948-49	24,41,486	22,82,043	11,16,826	1,87,760	
1949-50	33,84,528	26,38,461	14,08,311	2,11,296	
1950-51	33,05,979	30,27,501	14,91,124	2,40,921	
1951-52	37,23,903	37,92,151	16,64,382	2,68,251	
1952-53	43,21,419	46,52,784	18,64,763	2,77,780	
1953-54	43,10,586	38,45,988	19,50,482	3,01,473	
1954-55	17,72,034	18,31,969	1,54,089	2,90,340	Education Fund was separated.
1955-56	13,90,142	15,72,294	2,31,657	2,40,661	
1956-57	14,48,670	14,32,196	1,15,510	2,60,133*	

So far as the total revenue of the Board is concerned, it is seen that in the year 1941-42 the amount was Rs. 10,56,900 which went on increasing until it was approximately four times more in the year 1952-53, with an amount of Rs. 43,21,419. This improvement on revenue is due to certain important administrative changes which were made to bring in rapid and radical social advancement by entrusting to the Board more and more rights and responsibilities. In the year 1945-46, cess rate, the most important item of revenue, was doubled resulting in the revenue becoming nearly $1\frac{3}{4}$ times more; Rs. 10,56,900 in 1941-42 became Rs. 17,28,502 in 1945-46. In 1947-48, the income is more than double because of Government's sanctioning subsidies for Board's employees including teachers. Again in 1949-50 Government sanctioned improvement grants for the improvement of education pushing the revenue by more than three times, in comparison to that of 1941-42. This drastic reduction in the revenue of the Board from 1953-54 was mainly due to the separation of the Education Fund from the Board.

The incidence of expenditure on education is seen going up. If we take the year 1941-42 as the base year, the expenditure on education is 60 per cent more in the year 1945-46, 300 per cent more in the year 1947-48, 400 per cent more in the year 1949-50 and somewhat 600 per cent more in the year 1953-54. Apart from education the Board had spent a large amount on the development works such as roads and buildings. The expenditure of Board on public health was almost more than double in 1956-57 from 1941-42.

* For later figures see Appendix.

Local Boards.

There are four Local Boards under the District Board and they are at the subdivisional headquarters, viz., Sadar, Jamui, Khagaria and Begusarai. The Local Boards at Monghyr, Jamui and Begusarai were formed in 1887. The fourth at Khagaria was established in 1948. The strength of these Boards consists of both elected and co-opted members. Monghyr Local Board has 13 members (10 elected and three nominated), Begusarai has 12 members (nine elected and three nominated), Jamui and Khagaria has both eight members (six elected and two nominated). But amendment had been made which provides for 15 members each in Monghyr and Begusarai and 10 each in Jamui and Khagaria.

The Local Boards get allotment of funds from the District Board and have in their charge maintenance of village roads, upkeep of pounds, water-supply and village sanitation. The powers of the Local Boards have been much reduced due to the creation of the District Education Fund under the Superintendent of Education. With the passing of the District Boards and Local Boards (Control and Management) Act, 1958 these Local Boards have been taken over by the Government.

Union Committees.

There were under the District Board eight Union Committees at Jamui, Khagaria, Lakhisarai, Barahiya, Haveli Khargpur, Gogri, Begusarai and Jhajha. The first four have been converted into Notified Area Committees under the Municipal Act. The strength of members in the remaining four Union Committees is 9, 8, 7 and 9 respectively. These Committees look after sanitation.

NOTIFIED AREA COMMITTEES.

The functions and responsibilities of the Notified Area Committees are mostly the same as of the municipalities. These Committees have recently been constituted and have not made much headway.

Lakhisarai Notified Area Committee.

As mentioned before Lakhisarai had a Union Board, but owing to the growing township, the Union Board was found unsuitable to cope with the problems and so the Board was converted into a Notified Area Committee, in 1955. The Committee has 12 members. It has an annual expenditure of Rs. 8,743.

Begusarai Notified Area Committee.

The Begusarai Notified Area Committee was constituted in 1950. It has a Committee of 12 members.

Barahiya Notified Area Committee.

It was constituted in 1953. The Committee has 12 members.

Khagaria Notified Area Committee.

The Khagaria Union Board was converted into the Notified Area Committee in 1950. It has 12 members.

The Sheikhpura Union Board has also been converted into the Notified Area Committee in 1958.

GRAM PANCHAYATS.

The institution of the local self-government in the shape of village assembly, where the local problems and the needs for the sanitation, communication, judiciary, and the police were served, was an old institution of the land. Village administration was more or less entrusted to the village headmen, commonly known as *Gopa* in the Hindu period and *Muquaddam* in the Muslim period. But this fulfilled institution fell into abeyance amidst disorder and confusion that followed in the wake of the early British rule in the country. In 1920 the Village Administration Act was passed to revive the old institution of the village assembly but it had not made much headway.

With the advent of the independence in 1947, however, a very important step has been taken to extend the benefits of the local self-government right to the village under the Bihar Panchayat Raj Act, 1947. The Act was put into operation in Monghyr from 1949. Under this Act village *panchayats* were established for a village or group of villages. Generally a *panchayat* is formed in an area which has a total population of 2,000 persons. Normally a number of villages falling within the radius of two miles are grouped together under one *panchayat*. The *Gram Panchayat* is headed by a *Mukhia* who is assisted by an executive committee consisting 13 to 15 members elected on the basis of adult franchise. The executive committee controls the annual budget and acts as a check on the *Mukhia*. The *Mukhia's* post has become a coveted one in the village and it seldom goes uncontested.

There is a panel of 15 *panches* or members which has a head known as the *Sarpanch*. The chief job of the *Sarpanch* is to preside over the *Gram Cutchery* meetings and to try cases with the help of two *panches* who are selected by parties. Thus the *Sarpanch* is the judiciary head and the *Mukhia* executive head of the *Gram Panchayat*.

Section 77 of the Bihar Panchayat Raj Act, 1947, provides that for every *Gram Panchayat* the Government may appoint a *Gram Sewak* who shall be in charge of the office of the *Gram Panchayat* and be responsible for drawing out the plans of the schemes and the work to be executed. For this the *Gram Sewaks* get a short training. Out of nearly 604 *Gram Sewaks* in 1958-59 in the district 522 are trained.

Section 26 of the Bihar Panchayat Raj Act provides for the organisation of the Village Voluntary Forces in each village under

the command of the Chief Officer. A number of Chief Officers have been trained in the different training centres. All able-bodied males of the village between the age-group of 18 to 30 are to be the members of the forces. In any emergency the Village Voluntary Forces are to protect the village from dacoits, fire, epidemics, etc. Uptil now (1958-59) 3,147 members of the Village Voluntary Forces have been trained in this district under the guidance of the Chief Officers.

The statement below shows the number of *Gram Panchayats* scattered all through the district in 1957-58 :—

Village covered	3,706
Population covered	23,14,107
No. of unofficial <i>panchayats</i> formed	159
No. of <i>panchayats</i> recommended for notification.	159

Financial Resources.

The *Gram Panchayats* have been empowered to raise taxes such as property-tax and professional tax. The professional tax is levied on any kind of business conducted within the jurisdiction of the *Gram Panchayat*. There is compulsory labour-tax payable by all able-bodied males between the age-group of 18—50. The minimum tax payable by every tax-payer is 12 units for 48 hours of manual labour per annum. Cash payment in lieu of labour-tax is permissible in case of invalids or for those who are incapable for manual labour. The proceeds of the tax are mainly utilised for the village uplift.

The other source of income of the *Gram Panchayat* is the grant sanctioned by the Government. An initial grant of Rs. 50 to each *Gram Panchayat* had been sanctioned by the Government. A sum of Rs. 16,350 has been distributed to 327 *Gram Panchayats* till 1957-58. Seventeen *Gram Panchayats* have been empowered to collect rent on commission basis.

Sanitation and Public Health.

Sanitation, public health and first aid are the obligatory duties of *Gram Panchayats*. Cleaning of village paths, lanes and public places has been made regular periodical feature once a week on every Sunday. A large number of bore-hole, trench and other latrines as well as soakage pits have been constructed to improve the sanitation and prepare manure from the compost and night soil. Besides disinfection of wells, inoculations and vaccinations are done by the *Gram Sewaks*.

Economic Development Work.

Economic development programmes conducive to village uplift and prosperity had been assigned to *Gram Panchayats*. Half of the expenses in all such works are met by the State Government. The

Gram Panchayats have been engaged in constructing and repairing of embankments and bunds, sinking of wells and the construction and repair of the village roads. A number of such schemes have been executed by the *Gram Panchayats*. A statement of such schemes is given below:—

Year.	Number of schemes.	Total estimated cost including 50 per cent contribution of the <i>panchayats</i> .	Government grant sanctioned.
		Rs.	Rs.
1954-55	148	2,19,188	1,09,594
1955-56	124	1,19,596	59,798
1956-57	132	1,21,208	53,114

Embankment.

In the district of Monghyr 46 miles of embankment work on the Rosera-Nima and the Rosera-Pari-Hara embankments were allotted to 48 *Mukhias* of the *Gram Panchayats* of the Begusarai subdivision. The work was taken up in right earnest by the *Mukhias* and had been completed.

Education.

Night schools and libraries have been organized in villages by the *panchayats* to drive out mass illiteracy. Books of general knowledge, agriculture, sanitation and village improvement have been provided in libraries. The details showing the number of persons benefited, night schools opened and number of schools of which managements have been transferred to the *panchayats* have been shown in the statement below:—

Year.	Adult education centre.	Number of persons benefited.	Basic schools.	Other schools H.E./M.E./U.P./L.P.	Number of libraries run by <i>Gram Panchayats</i> .
1951-52	4,233	..	20	21	31
1952-53	60	1,610	3	20	60
1953-54	132	4,907	8	50	88
1954-55	144	10,386	40	34	50
1955-56	432	8,632	40	32	50
1956-57	671	17,879	8	19	109

Administration of Justice.

Administration of justice is done in the *Gram Cutchery*. The *Gram Panchayat's* first duty is to bring about a compromise. Failing, the *Gram Cutchery* will take up the trial and is expected to be a forum for dispensing justice in a cheap, quick and efficient manner. It is expected the witness deposing before their own kith and kin who are probably aware of the facts of the cases would seldom dare to concoct the real facts. But in administration of justice the *Gram Panchayats* have not made much headway. The following statement shows the number of cases tried by *panchayats* :—

Year.	Filed.	Compromised.	Convicted.	Dismissed.	Pending.
1	2	3	4	5	6
1951-52	.. 679	543	64	Nil	70
1952-53	.. 1,107	1,034	47	Nil	26
1953-54	.. 1,847	1,302	198	173	174
1954-55	.. 1,594	1,027	178	121	268
1955-56	.. Not available.	Not available.	Not available.	Not available.	Not available.
1956-57	.. 6,217	4,504	287	842	569

The *Gram Panchayats* have yet to develop on healthy lines. It is a very revolutionary step in the history of the country that the *Gram Panchayats* have been sought to be made a powerful body to whom gradually more and more powers will be given. The experiment is in absolute contrast to the olden days of the bureaucratic rule where the police constable and the village *chowkidar* were the invariable links with the administration above and the villagers naturally took the administration to be an alien one.