

Chapter – II

Evolution of the Civic Frame: From Quaint Rurban Centres to Firm Municipalities

The chapter will study the municipalities of the North Bengal districts with reference to the District Boards and Municipalities came to be established around the end of the 19th century. Those were the machineries of local administration. These are responsible for the provision of roads, bridges, ferries, dispensaries, sanitation and water supply and superintend primary and middle education.

A. The background of District Administration

Before going to urban administration of municipal towns of North Bengal under the period, it is important to have a look into the circumstances leading to the formation of several districts in North Bengal which accelerated the process of urbanization.

The most important contributions made by the British in the field of administration was the introduction of district administration. The District formed the chief unit of administration in Bengal, as in the rest of British India. In 1909 British India contained more than 250 districts, whereas in Bengal it was sixteen in the time of Lord Cornwallis. The district administration in Bengal began to take final shape under him. The Cornwallis Code of 1793 left the Collectors only as executive officers for the collection of revenue, under the Board of Revenue at the Presidency. These offices were abolished in 1829 and those duties were transferred to the officers appointed as “Commissioners of Revenue and Circuit”.

Lord William Bentinck created a class of officers for more efficient assistance to the Magistrate-Collectors, called Joint Magistrate. This title subsequently changed with the title of Sub-Divisional Officers by following Sub-division system¹. From 1859 the Magistrate-and-Collector, or district officer

¹ British Paramountcy and Indian Renaissance, Vol.IX, Part I, 4th Edition, Bharatiya Vidya Bhawan, Mumbai, 2002, pp.324-26.

became the sole head of the district. The police were his subordinates, although from 1861 they were managed and disciplined by a British Superintendent, often supported by an assistant superintendent². The Malda district was formed in 1813 out of portions of Purnea, Dinajpur and Rajshahi district. A joint Magistrate and Deputy Collector was appointed and placed in charge of a number of thanas. The district was under the Bhagalpur Division from 1876 until 1905. The civil and criminal administration was carried on from the district headquarters at English Bazar situated in the centre of the district. Judicially Malda was under the jurisdiction of the District Judge, Rajshahi³.

Dinajpur had been a district for purposes of criminal administration and the seat of a Collectorate from the early days of the Company's administration. The story of the district administration was in regular decreasing till the time of first partition⁴. Dr. Buchanan's survey included the Maldah and Gajole thannahs of the Malda district, and Khetlal, Panchbeebee and Balugachee of Bogra. These thannas' name were given by Buchanan⁵. Malda district was created in 1813 and Bogra in 1821 was removed from then. In 1895 another change of jurisdiction was the transfer of Mahadebpur thana to Rajshahi. The arrangement whereby the district and Sessions Judge of Dinajpur was also Judge of Jalpaiguri and Darjeeling; dated back to 1879 through interrupted by the first partition⁶.

The British rulers, under the leadership of Captain Hedayat Ali, annexed the Dooars region in 1865 from the Bhutanese kingdom. Subsequently, the area was divided into two parts, the eastern part was merged with the Goalpara district within Assam and the western part was turned into a new district called

² H.H.Dodwell ed. The Cambridge History of India Vol.VI The Indian Empire 1858-1918, Cambridge at the University Press, 1932, Chapter XIII, District Administration in Bengal 1858-1918 by Sir H.Verney Lovett, p.245.

³ Final Reports on the Survey and Settlement Operations in the district of Malda, 1928-1935 by M.O.Carter, p.1.

⁴ Final Reports on the Survey and Settlement Operations in the district of Dinajpur, 1934-1940 by F.O.Bell, 1942, p.1.

⁵ Report of the Census of Bengal, 1872, H.Beverley, p.103.

⁶ Final Reports on the Survey and Settlement Operations in the district of Dinajpur, 1934-1940 by F.O.Bell, 1942, p.1.

Jalpaiguri which came into being on 1st January 1869 as an administrative unit by the amalgamation of western Dooars with the Rangpur sub-division of Jalpaiguri in present day Bangladesh⁷.

The district of Darjeeling was a non-regulation⁸ district⁹. In 1835 the nucleus of the present district was created by the cession of a portion of the hills by the Raja of Sikkim to the British as a Sanatorium. In 1850 the Terai or the present Siliguri Thana was annexed from Sikkim and in 1866 the Kalimpong Subdivision was annexed from Bhutan included into the district¹⁰. Before the Partition of Bengal it was under the Rajshahi Division but after Partition it was transferred in October 1905 to the Bhagalpur Division¹¹.

B. District Board and Local Boards as Precursor

It was desired that the smallest administrative unit- the subdivision- should ordinarily form the maximum area to be placed under a local board. So in 1883 Mr. Thomas Babington Macaulay urged by introducing a bill that there was no necessity for a district board, rather a central board is needed for the whole of Bengal. But the Secretary of State insisted the establishment of district boards¹². It was laid down in the Resolution that the Local Boards, “both urban and rural, must everywhere have a large preponderance of non-official members. In no case ought the official members to be more than one-third of the whole”. Non-official persons were to act, “wherever practicable”, as Chairman of the Local Boards¹³. Local Self Government was imported from England and bestowed as a gift. This was

⁷ Census of India 2011, West Bengal, Series-20, Part XII-B, District Census Handbook, Jalpaiguri, p.11.

⁸ Some of the general Regulations and Acts in force in other parts of Bengal had not been extended to it.

⁹ LSSO'Malley, op.cit.,p.156.

¹⁰ Census of Darjeeling, 1891, p.1.

¹¹ LSSOMalley, op.cit.,p.156.

¹² H.H.Dodwell ed. The Cambridge History of India Vol.VI The Indian Empire 1858-1918, Cambridge at the University Press,1932, Chapter XXVIII,District Administration in Bengal 1858-1918 by Sir H.Verney Lovett,pp-519-20.

¹³British Paramountcy and Indian Renaissance, Vol.IX, op.cit, p.843.

introduced first on the three presidency towns and later on the district towns, while the villages were allowed to retain their ancient customs. The Bengal LSG Act III of 1885 were extended originally to 16 districts and six months later to 22 districts, so that on the 1st March 1887 the Act was in force in 38 districts. In 1900-01 the Act was extended to all the district, of Chota Nagpur Division except Singbhum, and the total number of District Boards in Bengal Province was at that time 42. The District Board became the principal local authority, the local boards and Union Committees dependent mainly on the District Board for funds as per Order No.1094 Bengal LSG Act of 1885 we see the Rules Regulating the Powers and Duties of Union Committee in regard to Sanitation, Conservancy and Drainage works under sections 115 and 116 of the said Act: "Except with previous sanction of the District Board, no work estimated to cost over Rupees 1,000 shall be executed by any Union Committee: Provided that, if the Committee so authorizes a Union Committee, it may execute any work which is estimated to cost Rupees 2,500 or less, without the previous sanction of the District Board"¹⁴.

In the beginning of the twentieth century originally Local Boards were established in all districts where there were sub-divisions, except Dinajpur, Jalpaiguri. The total number of Local Boards in Bengal thus established was 106. Subsequently Local Boards were created in Dinajpur and Jalpaiguri of North Bengal¹⁵. With this broad framework of district board and local boards in India, now we will discuss whether these were prevalent in North Bengal as a whole or not.

There were no Local Boards nor Unions under the District Board of Malda before 1887. In 1887 the District Board was established there. It was a continuation of the old Ferry Fund Committee and Education Committee. The District Magistrate and Collector was an ex-officio member of the Board

¹⁴ Local Self Government, Municipal Branch, December, 1917.

¹⁵ Municipal Department, Local Self Branch, January, Nos. 4-5. The Reports from the Commissioners of Divisions on the working of the District Boards in Bengal during the year 1903-04.

and its Chairman: there were 3 other *ex-officio* members and the remainder were nominated by the Local Government¹⁶.

The Local Self-Government Act was not introduced into the district of Darjeeling, so there were consequently no District Board, Local Boards or Union Committees. Ordinary District Boards developed upon the Deputy Commissioner who was regarded as the administrator of the Darjeeling Improvement Fund. He had extensive powers to control over local affairs, e.g. medical relief, village sanitation and conservancy, veterinary assistance etc. The maintenance of the more important roads and bridges were under the Public Works Department and remainder under the District Road Cess Committee. This body consisted of 17 members, 5 official and 12 non-official, with the Deputy Commissioner as *ex-officio* Chairman. Under the District Committee there were two Branch Road Committees, the Kurseong Branch Committee composed of 9 members, of whom 3 were official and 6 were non-official, and the Tarai Branch Committee, with 6 official and 12 non-official members¹⁷.

In exercise of the power conferred by sub-section (3) of Section 1 of the Bengal Village Self-Government Act, 1919 (Bengal Act V of 1919), the Governor in Council directed on the 7th September 1927 that the said Act should come into force in a part of the Siliguri Subdivision, in the district of Darjeeling, comprising with an area of 2,269.33 acres and bounded on the north and south-by the district of Jalpaiguri, in the east- by the district of Jalpaiguri and jote Kaliprasad Sing and the west-by the river Mohananda and jote Kholai Sing¹⁸. As a result of which a sanctioned proposal was appeared for the establishment of an Union Board at Siliguri¹⁹. In 1929 we found the adoption of certain amendments information to the Commissioner of the Rajshahi Division by the Siliguri Union Board²⁰, but we know

¹⁶ Lambourne, *op.cit.*, p.78.

¹⁷ LSSO Malley, p.164.

¹⁸ Revenue Department, Excluded Area Branch, December, 1927, No.4.

¹⁹ *Ibid*, No.1-2.

²⁰ Revenue Department, Excluded Area Branch, July, 1929, Proceedings B 80 to 83.

nothing about these because the file was destroyed in 1942. In 1930 the Eastern Bengal Railway paid the Union rate, under Section 37 of the same Act i.e. Act No. V of 1919, to the Siliguri Union Board, which was previously known as Chaukidari tax to the chaukidari panchayat of Siliguri town, police station Siliguri, in the district of Darjeeling²¹.

Kalimpong²² did not have a municipality till 1945. Its civic functions were looked after by a Station Committee. O.M. Martin, Deputy Commissioner, Darjeeling to the Commissioner of the Rajshahi Division said regarding the formation of a Station Committee for Kalimpong (including both bazar and development area). A similar proposal was submitted informally to the Board in 1929, but the matter was dropped as the Hon'ble Member was not in favour of a body without statutory powers. It was in order to secure the continuity in the development of the place, that the Subdivisional Officer and Deputy Commissioner should have the assistance of a responsible body, consisting partly of officials and partly of permanent residents who have an interest in the prosperity of the town and neighbourhood. So it was then important to create a union Board or a municipality. So the proposed Station Committee with statutory powers might very well prepare way for the formation of a body²³.

The local affairs of the Jalpaiguri district were managed by the District Board, constituted under the Bengal LSG Act, III (B.C) of 1885. This body consisted of 17 members, of whom 5 hold office ex-officio, 10 were nominated by the Lieutenant-Governor and 2 elected by the members of the Alipur Duar Local Board. The ex-officio members were the Deputy Commissioner, who was Chairman, the Civil Surgeon, the Deputy Conservator of Forests, Jalpaiguri Division, the Senior Assistant to the Deputy Commissioner and the Deputy Inspector of Schools.

²¹ Revenue Department, Excluded Area Branch, June, 1930, Proceedings A 1 to 11.

²² Was originally called Dalingkote by the Bhutias, see E.C. Dozey, p.174.

²³ Revenue Department, Excluded Area Branch, March, 1932, Nos.1-2.

Under the District Board was the Alipur Duar Local Board with 6 members, all of whom were nominated and the subdivisional officer as Chairman. Grunning has said in his Gazetteer that there were no Unions in the Jalpaiguri district²⁴. But we see from the Judicial Proceedings of July 1875 that there were discussion on Jalpaiguri formed into an Union under Act XX of 1856. This Act was incorporated into the town of Jalpaiguri, in the district of Jalpaiguri from 1st October 1875, within the limits specified below:

On the north side a line drawn due east from the ditch on the north of the Bykuntpore Zemindar's house to the bank of the Teesta river and west in a straight line to a point on the bank of the river Kurla, and thence along the western bank of the Kurla unit it reaches a point about 400 yards west of the old jail and thence to the *Silligore* road. On the South, a line drawn west from the Teesta river along the new Teesta-Pandapara road till it cuts the western boundary. In the eastern side the Teesta river was situated and on the western side a line drawn from that point where the northern boundary touches the *Silligore* road passing outside the Mohont's village, including Shere Mahomed's village and passing to the east of Charkotto's house until it meets the railway line at a point about 440 yards above the Titalya road, and thence passing along the western boundary of the railway line till it meets the enclosure of the railway station and thence passing outside the boundaries of that portion of the railway station premises lying to the west of the railway line till it again meets the railway line, and thence following the western boundary of the railway line till it cuts the southern boundary of that municipality²⁵.

The population of *Jalpigoree* Union was about 6,500 and area $3^{1/5}$ square miles. The estimated income of the Union was about Rs.1,700. Ten Chowkidars employed at Rs. 6 per mensem. A list of households, as stated by R.C. Money, Deputy Commissioner, *Julpigoree* (dated 22nd June), in following statement is being shown here:

²⁴ Grunning, Eastern Bengal and Assam District Gazetteers, 1911, p.135.

²⁵ Judicial Proceedings of July 1875, No.21.

Table II.1 Statement showing occupation of the owners of houses of the Town of Jalpaiguri proposed to form into an Union Under Act XX of 1856²⁶.

Service 152	Mochi(tanners) 19
Jotedar 252	Prostitutes 57
Traders 192	Barbers 12
Agriculturists.. 154	Goldsmiths 6
Labourers 121	Black-smiths 13
Fishermen 18	Carpenters 23
Washermen 8	Tailors 8
Pleaders 20	Milkmen (gowalah) 6
Sweeper 7	Oilmen (teelee) 54
Mehters 11	Tatee (weavers) 27
	Butchers 1

Dinajpur local affairs were managed by the District Board and the Local Boards of Thakurgaon and Balurghat subordinate to it²⁷. It is found from the “Address presented before ‘Your Majesty’ by the Members of the Dinajpur District Board” that the District Board was constituted in 1887 and the members were all nominated by Government till 1920, when the elective system was first introducing in this district and the people were given the opportunity of managing their local affairs themselves. So for much responsibilities needed much funds²⁸.The District Board consisted of 22 members of whom the District Magistrate is ex officio Chairman while the Civil Surgeon, the Road Cess Deputy Collector, and the Sadar Deputy Inspector of Schools were ex-officio members, eight were elected by the Local Boards of Thakurgaon and Balurghat and ten were nominated. In 1909-10 the number of Muhamadans

²⁶ Ibid, No.15-21.

²⁷ F.W.Strong, Eastern Bengal District Gazetteer, Dinajpur, P.117.

²⁸ Local Self Government, Municipalities Branch, September 1928, Proceedings No. 27.

on the board was eight²⁹. Europeans and Eurasian members were appeared in the District Boards except in Rangpur and Bogra in the year of 1903-04³⁰.

A table is being shown here of all the District Boards constitution of North Bengal in the year of 1903-04:

Table II.2 statement showing the constitution of the District Boards in Rajshahi and Malda of Bhagalpur Division under Act III (B.C) of 1885

Serial number	Name of the district board	area in square mile	Population with the area	Number of members								Number of meetings held	Number of meetings proved abortive for want of quorum or adjourned	Officials	non-officials	Total
				Ex-officio	Nominated	Elected	Total	Officials	Non-officials	Europeans and Eurasians	Natives					
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Rajshahi Division																
1	Rajshahi	2,590.5	1,432,164	4	8	11	23	6	17	6	17	17	2	3.5	5.9	9.4
2	Dinajpur	3,940.96	1,553,650	4	13	5	22	8	14	2	20	15	1	4.4	5.8	10.2
3	Jalpaiguri	2,880	777,149	5	10	2	17	8	9	8	9	16	6	3.3	2.3	5.6
4	Rangpur	3,478	2,138,221	6	5	10	21	8	13	...	21	13	...	4.77	7.46	12.23
5	Bogra	1,351.50	843,335	5	11	...	16	7	9	...	16	19	...	5.0	5.2	10.2
6	Pabna	1,823	1,378,923	4	4	8	16	5	11	2	14	14	...	3.0	5.14	8.14
	Total	16,063.96	8,123,442	28	51	36	115	42	73	18	97	94	9	4.0	5.3	9.3
Bhagalpur Division																
7	Malda	1,898	867,031	4	9	...	13	4	9	2	11	12	...	3.4	4.7	8.1

The Local Boards of Thakurgaon and Balurghat had eleven and nine members respectively, of whom ten were Muhamadans and the rest Hindus. The deputy collectors in charge of the subdivisions were

²⁹ F.W.Strong, op.cit., p.117.

³⁰ Municipal Department, LSGBranch, January 1905.

usually Chairmen. The powers delegated to the Boards were small. Every year a sum of about Rs. 1,000 was set apart by the District Board for each of them and this constitutes their income for the year. They were expected to arrange for the repair of certain village roads through the agency of the villages themselves and had no staff. The administration of pounds, ferries, primary education and village sanitation was also entrusted to them. Bills for expenditure passed by the Chairman of the District Board. Eight of the District Board members were elected by these Boards, viz, five by that of Thakurgaon, and three by that of Balurghat³¹. But in the earlier year of 1903-04 we see there was no election system in the Local Boards³² mentioned below:-

Table II.3 Statement showing the constitution of the Local Boards in Rajshahi Division during the year 1903-04 under Act III (B.C) of 1885

Serial number	Name of the local board	area in square mile	Population with the area	Number of members								Number of meetings held	Number of meetings proved abortive for want of quorum or adjourned	officials	non-officials	Total
				Ex-officio	Nominated	Elected	Total	Officials	Non-officials	Europeans and eurasians	Natives					
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Rajshahi Division																
Dinajpur																
1	Thakurgaon	1,171	543,086	1	10	...	11	4	7	...	11	11	...	2.4	3.3	5.7
Jalpaiguri																
2	Alipur	1,142	119,353	3	4	...	7	3	4	6	1	6	2	2.3	1.6	3.9

³¹ F.W.Strong, Eastern Bengal District Gazetteer Dinajpur,p.117.

³² Municipal Department, LSG Branch, January 1905.

C. Organization of Municipalities

British policy in Asia during the nineteenth century was chiefly concerned with expanding its role on India. They viewed India as its most important colony and the key to the rest of Asia³³. British officials in India attempted to create a municipal system like that known in England³⁴. In presidency towns, which were the earliest seats of British authority in India, municipal administration evolved on a pattern different from that of the District towns³⁵.

In Mughal times, municipal administration was in the hands of the Kotwal or town-governor who also combined the duties of Magistrate and police officer. An autocrat, who could do as he pleased so long as the imperial government remained stable and received the necessary revenues, the Kotwal maintained a few simple municipal services for the benefit of traders, as his income depended on the flow of trade into the town³⁶.

The British created a legal architecture for municipal administration in the empire. The laws had the authorization of British state and were instrumented all over the empire. The British gradually built up a new system of their own although they worked through the surviving institutions or improvised others according to needs. In Bengal, Regulations were passed in 1816 and 1819, first under Royal Charters later under Statutes e.g. Statutes of George III who authorized the Governor-General to appoint Justices of which authorized the Government to levy money for the construction and repair of roads, bridges and drains and for maintenance of ferries³⁷.

The first attempt to introduce Municipal Government outside the Presidency Towns was made by an Act X of 1842 and Act XXVI of 1850. As local development activities suffered much from lack of

³³ James Olson, 1996, Historical Dictionary of the British Empire, Greenwood Publishing Group, ISBN 0-313-29366 X, Referred 2009-07.22.

³⁴ H.H. Dodwell, op.cit, p.245.

³⁵ British Paramountcy and Indian Renaissance, Part-I, 4th Edition, Vol.IX, R.C. Majumdar, 2002, P.845.

³⁶ Moreland, India at the Death of Akbar, Chapter II.

³⁷ Ibid, P.842.

funds, the Government of India specifically passed Act X of 1842 for the establishment of municipalities in the country. Under it local tax, which was a direct imposition, could be raised for municipal purposes. It was an enabling Act allowing ‘the inhabitants of any place of public resorts or residences to make better provision for purposes connected with public health and convenience’. It is true to say that as the taxation introduced was of a direct nature, the people showed no willingness to pay. It remained virtually inoperative. The people did not like to be taxed for such activities as cleaning of roads nor did they realize the need for such an institution³⁸.

The Act of 1842 was repeated in 1850 because it was based upon the voluntary principle and “could take effect in no place except on the application of two-thirds of the householders, and as the taxation enforceable under it was of a direct character, the law nowhere met with popular acceptance”³⁹. The Act XXVI of this year for municipal administration of country towns was applicable to the whole of British India. Act No. XXVI passed by the Hon’ble the President of the council of India in Council, on 21st June 1850 was an Act for the improvement in Towns and to extend the powers to the inhabitants of Towns under the Government of the East India Company. “The territories under the Government of the East India Company where the inhabitants of any town or suburb, not within the Town of Calcutta, Madras or Bombay, are desirous of making better provision for making, repairing, cleaning, lighting, or watching any public streets, roads, drains, or tanks, or for the prevention of nuisances, or for improving the said Town or Suburb in any other matter, the said Governor, may order this Act to be put in place within such Town or Suburb.”⁴⁰

³⁸ Banglapedia.Org, National Encyclopedia of Bangladesh.

³⁹ British Paramountcy and Indian Renaissance, Part-I, 4th Edition, Vol.IX, R.C.Majumdar, 2002, P.844.

⁴⁰ Act No.XXVI 1850, Reprinted at the Bombay Education Society’s Press, Appendix a.

Under this Act all movable property found in any house or building or upon any land assessed may be seized and sold by warrant of a Magistrate, for payment of any arrear of tax laid on such house, building or land. All Commissioners acting in execution of this Act shall, on or before the last day of April in every year send the account of all works executed by them with proper vouchers. If there is any kind of report upon the behavior of the Commissioners presented before the Governor or Governor in Council or Lieutenant Governor, then under this Act he (Commissioner) can be terminated at any time and the Governor can appoint any person of his choice. This Act was practically inoperative in Madras and Bengal, though it was considerably used in Bombay and the North-Western provinces⁴¹.

In 1856 the Government passed the town Police Act imposing upon the householders of a town the levy of a maximum rate of 5% of the value of the holding for the town police. The Act was immediately enforced in many towns of Bengal. Though it has not a municipal law, it had some relevance to the next Municipal Act.

The Revolt of 1857-58 severely shook the financial foundations of the Government of India. James Wilson, the Finance Member of the Governor General's Council emphasized local responsibility in his budget Speech of 1861. He proposed that the responsibility for roads and public works be referred to local bodies. It was, therefore, resolved by the Government that 'the cost of town police forces in the future be directly borne by the townsfolk themselves'⁴².

The Government of Bengal quickly took up the resolution. In March 1864, it passed the Municipal Improvement Act or Act III of 1864. The new Act did not repeal the Act XXVI of 1850, "The local Government may extend this Act (Act No.XV of 1864) to any place in which the said Act VIII of 1851 was in force or not in force". For the purposes of this Act it was entitled as "An Act for the better

⁴¹ Imperial Gazette, IV, p.286.

⁴² Banglapedia.Org, National Encyclopedia of Bangladesh.

Government in India". Act No. XVIII was implemented to provide for the appointment of a Municipal Committee for the City of Lucknow⁴³.

We would now address the legal structure of the municipal administration i.e. the laws that governed the municipalities in general, and the regulations of the particular municipalities. The administration of the Municipality was governed by the Bengal Municipal Act and by a special Act [Act I(B.C.) of 1900], which was introduced in order to prevent the recurrence of such disastrous land-slips as those of 1899. Up to that time the municipal law in force in Darjeeling was the ordinary Municipal Act, III (B.C.) of 1884, which had been framed with reference to the requirements of towns in the plains, and was in many ways unsuitable to the circumstances of a town situated on a steep hill side. It was found that the landslips were in many cases due to defects which the Municipality had hitherto no power to deal with, such as defective supervision of building sites and drainage, neglect to reduce or protect steep slopes, quarrying in unsafe localities, etc. A Bill was accordingly introduced, which passed into law as Act I of 1900, to take measures necessary to ensure the safety of the town. The most important additions to the powers of the local authorities conferred by this Act were the following. All roads, private as well as public, and all bridges were brought under control, in respect of their construction, maintenance and closure, and power was taken to enforce any alterations in them necessary to secure the stability of any hill-side or bank, or any buildings situated on them. Authority was given to enforce the repair and , in extreme cases, the removal of any building which threatened the security of a hill-side or bank, and to compel the owners to protect the sites when insecure. Similar provisions were enacted in respect of all drains, private as well as public; and power was taken to enforce the execution of schemes of drainage for groups of buildings or holdings in combination, the construction of revetments and retaining walls,

⁴³ The Act 1864 passed by the Governor General of India in Council, G. T. Cutter, Military Orphan Press, G, Bankshall Street, 1865.

the turfing of banks and the sloping of the hillsides to the angle of safety, whenever any of these works might be necessary for the general safety. A complete set of buiding regulations was also provided, which included full powers to regulate the excavation and preparation of building sites, and to prohibit building on any site considered insecure by professional authority. This was one of the chief dangers to be guarded against, and was the direct cause of much of the loss of life and property in 1899⁴⁴. A table is being shown here of each municipality in the Rajshahi Division, the population within municipal limits and the number of tax payers to population in different years⁴⁵:

Table II.4 Statement showing the population within municipal limits, the number of tax payers to population in different years:

Name of the Municipality	Population as per census year 1911-12	year 1916-17		year 1917-18		year 1918-19	
		Number of tax payers	Percentage of tax payers to population	Number of rate payers	Percentage of tax payers to population	Number of tax payers	Percentage of tax payers to population
Dinajpur	15,945	3,509	22.0	3,716	23.3	3,510	22.0
Jalpaiguri	11,469	1,846	16.0	1,899	16.6	1,948	16.9
English Bazar	14,322	2,175	15.2	2,118	15.2	2,241	15.6
Old Malda	3,750	793	21.1	796	21.2	800	21.3
Darjeeling	19,005	1,227	6.4	1,250	6.5	1,008	5.3
Kurseong	5,574	643	11.5	644	11.5	648	11.6

Name of the Municipality	Population as per census year 1921-22	year 1921-22		year 1925-26		year 1929-30	
		Number of tax payers	Percentage of tax payers to population	Number of tax payers	Percentage of tax payers to population	Number of tax payers	Percentage of tax payers to population
Dinajpur	18,029	3,421	18.9	3,371	18.7	3,595	19.94
Jalpaiguri	14,520	1,962	13.5	2,296	15.8	2,512	17.3
English Bazar	14,057	2,241	15.9	2,581	18.3	3,184	22.6
Old Malda	3,145	606	19.2	680	21.6	630	20.03
Darjeeling	20,935	1,099	5.25	1,254	5.9	1,878	8.9
Kurseong	6,452	397	6.1	429	6.6	458	7.1

Name of the Municipality	Population as per census year 1931-32	year 1931-32		year 1934-35		year 1939-40	
		Number of tax payers	Percentage of tax payers to population	Number of rate payers	Percentage of tax payers to population	Number of tax payers	Percentage of tax payers to population
Dinajpur	19,156	3,614	18.8	3,397	17.73	3,662	19.1
Jalpaiguri	18,962	2,726	14.3	1,729	9.1	2,108	11.1
English Bazar	16,907	3,184	18.8	3,184	18.8	3,526	20.8
Old Malda	2,779	655	23.6	1,012	36.4	1,054	37.9
Darjeeling	19,903	2,031	10.2	1,908	9.58	1,547	7.77
Kurseong	7,451	476	6.4	480	6.4	587	7.8

⁴⁴ LSSOMalley, op.cit, p.66.

⁴⁵ Municipal Report of the Rajshahi Division, 1916-17, 17-18, 18-19, 21-22, 25-26, 29-30, 31-32, 34-35, 39-40 & 41-42.

Name of the Municipality	Population as per census year 1941-42	year 1941-42	
		Number of tax payers	Percentage of tax payers to population
Dinajpur	28,190	4,024	14.2
Jalpaiguri	27,766	2,377	8.5
English Bazar	23,333	4,452	19.08
Old Malda	3,845	1,054	27.4
Darjeeling	25,873	1,533	5.8
Kurseong	8,495	603	8

From the figure it is clear that the number of tax payers decreased in several districts but the population residing within municipal limits showed an increase in numbers according to several censuses. The ratio of tax-payers to the population varied in different census years. It is apparent that with the gradual increase of population over the years, tax payers must have grown in number; in that case therefore the decreasing trend of tax paying population does not suggest the urbanization if the demographic and income criteria are taken as the only determinants of growth. In the towns taxes were paid by less than one-tenth of the people. Mostly they were the inhabitants under the mill municipality of Darjeeling. A large number of migrated labour class coming for tea plantation in Darjeeling and Jalpaiguri increased the population in number but they were not tax payers. Since the number of tax payers were fixed the percentage tax payers over total population was decreasing⁴⁶.

Social mobility was a common phenomena of colonial India within the structure of caste society⁴⁷. Structural changes in the society of North Bengal principally based on the emergence of a new landlord

⁴⁶ Local Self Government, Municipal Branch, December, 1922 and LSG Department, LSG(Municipal), May 1931.

⁴⁷ Rup Kumar Barman, Contested Regionalism, Abhijeet Publications, Delhi, 2007.

community. The colonial Government's desire was to expand or extent land market by bringing the waste land under rental assessment after the commencement of cultivation⁴⁸. The professional communities like service holders, merchants or traders, who were purchasers of land (jotes) had gathered in different urban centres of North Bengal. Their urban and middle class (bhadralok) origin was not conducive to the formation of a landed gentry.

The second group in social hierarchy had local origins and comprised of classes and castes ranking low in the traditional structure. The third group in society were the labourers consisting largely of immigrants from Bihar and Chota Nagpur engaged mainly in the plantations⁴⁹.

The British Raj secured its control on these social groups through the bureaucracy. As a result new urban centres sprang up as alternatives to traditional centres of urban agglomeration. Jalpaiguri-Darjeeling-English Bazar and Berhampur were the new 'sadar' urban centres which deminished the importance of centres like Moinaguri-Kalimpong-Malda-Murshidabad⁵⁰.

This urban transformation gave a filip to the colonial racial culture. The white tea planters or Tea-sahibs formed a community distinct from other black men. The Tea sahib's established mini London in Jalpaiguri and Darjeeling regions in locations like the Darjeeling Club or the Planter's Club.

(a) **Darjeeling**

Darjeeling was incorporated into the wider colonial polity and economy of North Bengal over the nineteenth century. Meanwhile, it also sustained its role as a resort for exclusive European medicalized leisure in the late Victorian period⁵¹.

⁴⁸ Shesadri Prosad Bose, *Emergence of New Social Structure in Jalpaiguri District (1865-1947)*, Readers Service, Kolkata, 2008.

⁴⁹ Charu Chandra Sanyal, *Jalpaiguri Saharer Eksho Bachhor 1869-1969*.

⁵⁰ Anando Gopal Ghosh, *Unish Satake Jalpaiguri Shaharer Samajik-Sanskritik Prekhapat*.

⁵¹ Nandini Bhattacharya, *Contagion and Enclaves*, Liverpool University Press, 2012, P.369.

Dane Kennedy in his 'The Magic Mountains' has talked of that the Governments of Bengal, Bombay, Madras, Assam, United Provinces and Central Provinces acquired the hill stations of Darjeeling, Mahabaleshwar, Ootacamund, Shilong, Naini Tal and Panchmarhi as their summer headquarters and the Viceroy shared Simla with the Punjab Government. Military as well as civil authorities established highland headquarters⁵². British sought rest and recreationations in the hill⁵³. The second half of the nineteenth century was the age of consolidation in the hill stations because the railway gave a crucial booster both for the visitors as well as to planters. Planters began to establish tea and cinchona estates on the slopes of the hill in the latter half of the century. British women and children were attracted the hills for healthy stays and for education of European children in India⁵⁴. All these were the causes behind the growth of Darjeeling as emerging urban centre of North Bengal. All the Municipalities were constituted under the Act III(B.C.) of 1884.

The only municipalities in the district were those of Darjeeling and Kurseong. The provincial Government formed the Municipality of Darjeeling on 1st April 1850, and the hill-station was one of the first to boast of a municipality in British India⁵⁵.

The limits of the Darjeeling Municipality during the time of its constitution, covered an area of 138 square miles and extended from the hills below Pankhabari to the borders of Sikkim on the north. It had provided funds for the upkeep of a conservancy and police establishment in the station of Darjeeling and for the maintenance of 120 miles of roadway in the interior. The total amount available for this extensive charge was only Rs. 20,000 per annum.

⁵² Dane Kennedy, *The Magic Mountains: Hill Stations and the British Raj*, Delhi, 1996, p.5.

⁵³ *Ibid*, p.9.

⁵⁴ *Ibid*, p.13.

⁵⁵ Government of Bengal, Municipal Department, Municipal Branch, December 1919, Progs.Nos.6-11.

In the time of the first half of the twentieth century, the area of Municipality was constituted with 4.85 square miles. It begins at Jorbangala to the south, and extends to a point on the road to Takvar below St. Joseph's College on the north. On the east it is bounded by the Calcutta road and a strip of land below it. The boundary line then runs past and below the Chaurasta and the Bhotia Basti, until it joins the boundary below St. Joseph's College. On the west it is bounded by the cart road and a strip of land below it, the boundary line continuing past and below the bazar through the Happy Valley Tea Estate, until it reaches the boundary below St. Joseph's College mentioned above. The mean length of the town from south to north is approximately 5 miles, and its mean breadth is roughly about 2^{1/2} miles.

The affairs of the Municipality in 1905-06 were administered by a Municipal Board consisting of 25 members, with the Deputy Commissioner as Chairman, of whom 3 were ex-officio members and 22 were nominated by Government. Nearly all the Municipal Commissioners were Europeans. For the purposes of administration the town was divided into 9 wards, and a Committee, composed of Commissioners, was appointed to report on and attend to the affairs of each ward⁵⁶.

From the sources available in the proceedings of the Government of Bengal in 1916 onwards we found that a nomination-cum-election system was in vogue in Darjeeling. The table II.5 shows that in the year of 1916-17, the total members were 27, out of which 4 were ex-officio, 5 were nominated by Government and elected members were 18 of whom 5 were officials and 22 were non-officials. Amongst these non-official members 15 were Europeans and 12 were Indians⁵⁷. If we look into the table we will see the presence of European representatives were decreasing. So it is true to say that the municipal as well as urban consciousness amongst the Indians have been prevailing from time to time⁵⁸.

Table II.5 The composition of the members of the Darjeeling Municipality in different years

⁵⁶ LSSO'Mally, Bengal District Gazetteer Darjeeling, pp.165-166.

⁵⁷ LSG Department, Municipal Branch, 1917.

⁵⁸ Administrative Report on the working of Municipalities in Bengal for the year 1916-17,1921-22,1928-29,1935-36,1941-42.

Year	Ex-officio	Nominated	Elected	Total	Officials	Non-officials	Europeans	Indians
1916-17	4	5	18	27	5	22	15	12
1921-22	4	5	18	27	5	22	14	13
1928-29	4	5	18	27	5	22	9	18
1935-36	4	5	18	27	4	23	8	19
1941-42	3	4	21	28	3	25	8	20

Besides the Ward committees, there were a number of consultative committees, formed for the various departments of the administrations, such as the Assessment, Appeal, Legal, Audit and Finance , Executive Works, Sanitary and Conservancy Hospital and Dispensary ,Water supply and Electric Light Committees. These committees dealt in the first instance with questions concerned with the various departments, and formulate proposal for the approval of the general body of commissioners. The total number of ratepayers in 1905-06 was 2,035 or 12 percent of the population in municipal limits⁵⁹.

The Superintendent of Darjeeling A.Campbell wrote to Rivers Thompson, Junior Secretary to the Government of Bengal in 7th July of 1860 “That in 1838-39, when the Rajah of Sikkim ceded the original Darjeeling Tract to the British Government for a sanatarium, it was decided by the Governor General in Council that the rents accruing therefrom should be applied to local purposes of Roads, Police, & C. It is on this authority, which has always been acted upon, that “Land Revenue” rents on building sites, communication of existing grants, & C., has been put down as appertaining to the Municipal Fund. This refers to that original cession of territory only, and not to the Terai or Hill Territory confiscated in 1850, the Land Revenue from which, Rupees 30,000, has always accrued to Government.”

⁵⁹ LSSO’Mally,op.cit.,p.166.

It was decided by Government in 1856 that the Chowkeedary Tax was not applicable to this District. It is therefore confined to the Darjeeling Bazar, paid into the Municipal Fund to which the shops belong and from which the Chowkeedars were paid⁶⁰. They were paid at the rate of Rupees 5 each per month. None but the shop-keepers in the Bazar paid the Chowkeedary Tax, which was levied at a rate varying from 3 to 5 annas per shop. In 1863, a report from Captain C. Murray, Assistant Superintendent in Charge of the Superintendent's Office Darjeeling, said "there are three Chowkeedars in the Bazar, and the monthly income on account of Chowkeedary Tax exceeds 20 Rupees"⁶¹. The contribution to the Police charge of the district from the Municipal Fund was Rs. 100 per mensem only. For its prosperous condition the Government further decided that the Fund should be doubled⁶².

For the purpose of carrying out the provisions of Act XXVI of 1850 at Darjeeling, there was a proposal on 27th March, 1860 for introduction of the guidance of Municipal Committees at that place⁶³. According to the Committee the following sums agreed and expended since its formation⁶⁴:

Table II.6 Darjeeling Municipal Committee Expenditure Fund in the formation year of 1850

⁶⁰ Judicial, Proceedings 342, July 1860.

⁶¹ Judicial, January 1864, Proceeding 242-43.

⁶² Judicial, July 1860, Proceedings No. 342.

⁶³ Judicial, June 1860, Proceedings 319-321.

⁶⁴ Ibid, Proceedings No. 322.

1.	Contribution to the Silligore Bridge	Rs. 500
2.	For new roofing the old Jail now Left for a Theatre, at 30 per mensem	Rs. 1,200
3.	Salary of P. Cornish, as Secretary to the Municipal Committee for March, April and May 1860	Rs. 300
4.	Wages of sixty-eight Coolies and three Sirdars for cleaning out all the Roads before the rains	Rs. 633

Darjeeling Municipal Committee formation procedure:-

The following Gentlemen were appointed Municipal Committee under Act XXVI of 1850.

Dr. A. Campbell, Superintendent, Captain F. Samler, Captain P. Cornish, Captain C. Murray, Dr. J. Collins, Mr. F. Bruce and Mr. G. Trinter. Three (3) members formed a Quorum. The mode of their collection and appointment were as follows: “ A meeting of Land Proprietors shall be called by advertisement in the Public Papers Six (6) weeks before, and shall be held on the last Saturday of April in every year at the Cutcherry, for the purpose of preparing a list of persons to be recommended to Government for appointment as Commissioners conjoined with the Superintendent and Assistant Superintendent during the ensuing twelve (12) months : and that at the same meeting the Accounts, Books, Vouchers, & C., of receipts and disbursements by the Commissioners of the past year be submitted for inspection”⁶⁵.

It was further stated that any vacancy in the number of Commissioners occurring between Annual Meetings could be filled up by votes of the Commissioners subject to the approval of Government.

⁶⁵ Judicial, June 1860, Proceedings 325.

Absence for four (4) consecutive Monthly Meetings constituted a vacancy during that time. A registered land holder could be eligible to serve as a Commissioner with the exception of the Superintendent and his Assistant⁶⁶.

The Superintendent could be regarded as a Chairman ex-officio and in his absence the Quorum of Commissioner present can elect a chairman especially for the Meeting and should appoint a resident of the place not being a Commissioner to be a Secretary and Overseer on a salary not exceeding one hundred (100) Rupees a month. They also employed Writers, Chaprasees and laborers in such numbers as required and paid to these individuals the wages as per annexed list.

As given by Act XXVI of 1850, with reference to Sanitary measures, all houses, shops and lands situated within the boundaries of Darjeeling were controlled by the Commissioner⁶⁷.

Rules of Voting

The Commissioners called a meeting by notice which was sent to all resident land proprietor, informing them of the object thereof. Each proprietor paid assessment for one site had one vote, for four sites two votes, for eight sites three votes, and for all above eight sites four votes. This four votes regarded as maximum votes. No proprietor were allowed to vote at a Meeting in virtue of a possession, until after registry thereof. Even no proprietor were allowed to vote by proxy.

Income

The main source of income of a municipality is the general rate which takes the form of either a tax on holding levied on the owner or a tax on persons levied on the occupier of a holding, according to his circumstances and property. A municipality is also empowered to levy a water, lighting and latrine rate in return for services rendered. License fees on certain dangerous traders and professions, tax on animals

⁶⁶ Ibid.

⁶⁷ Judicial, June 1860, Proceedings 325.

and vehicles and cart registration fees are some of other tributaries which flow into the stream of municipal revenue.

It is found in P.M.Rao's (Examiner of Local Accounts, Bengal) Report on the working of the local audit department during the year 1923-24, that "Personal tax is less satisfactory than holding tax, not only because the 'Circumstances and property' of an individual is a complex of many elusive factors, difficult of integration into their money value, but also because it is liable to be employed as a lever by unscrupulous Commissioners for gaining votes"⁶⁸. The rent came from markets, fisheries, gardens, municipal buildings, municipal lands and ferry services, penalties included fines under the police act. Fees were collected from schools and training institutions, slaughter houses and municipal cart stand. Fees were to be paid for conservancy, road cleaning and private scavenging. Interest from funded capital also brought income to the municipality. Inspection and searching fee for registration of births and deaths fetched income to the municipality.

In the mid nineteenth century the revenue available for public purposes sanctioned by Government in Darjeeling Municipality was consisted of all the ground-rents, hitherto available for local purposes, viz.Land revenue by transfer, Ferry Dues, Bazar shop Rent, Chowkedaree Tax, Dhangur Hire, Punkhabaree Palkee Godown Rent, Dawk Dhooly Hire, Transfer Fee, Trasit Fee, Five half percent interest on two Government Promissory Notes for Rupees 5,000, Miscellaneous receipts, Twenty years purchase of Annual rent on building sites, Instalment of Commutation Money of existing grants commuted at Rupees 50 per acre, Instalment of Purchase Money of waste land and Fines.

⁶⁸ Local Self Government, Municipal Branch, December, 1926, No.32-33.

The proceeds of all collections allowed by Government and all monies that received by the Superintendent and his Assistant for Municipal purposes lodged in the Government Treasury at Darjeeling. It was for the purpose to meet expenses⁶⁹.

In the hill areas where there we found some rate on holdings which were generally assessed on their probable or actual rentals less 10 percent for furniture under Darjeeling Municipality and 7^{1/2} percent at Kurseong Municipality. The gradual increase in income of Table No. II.7 was due to assessment on certain newly erected holdings as also to revaluation of improved holdings⁷⁰.

The holdings at an adjoining bazar and on the outskirts of the town proper owned and occupied by the Indians at Darjeeling were generally assessed at a certain scale of rates fixed for every 100 square feet of ground area occupied. The holding, water and lighting rates were levied by Darjeeling Municipality at 8, 2^{3/4} and 3 percent respectively and latrine fees according to the following new scale sanctioned by the Commissioners at their meeting held on 29th July 1910 in Darjeeling Municipality and 26th February 1918 in Kurseong Municipality:-

1st hundred at Rs.8 percent.

2nd „ „ „ 3 „

3rd , 4th , 5th & 6th hundred at Rs. 2 percent and above Rs. 600 at Rs.3^{1/2} percent. However, this percent varied according to the needs⁷¹.

⁶⁹ Judicial, June 1860, Proceeding. 325.

⁷⁰ Administrative Report on the working of Municipalities in Bengal for the year 1916-17.

⁷¹ Department of Public Health & LSG, March, 1983.

Table II.7 Data on the income of Darjeeling Municipality in different years

Year	Balance (Rs)	Tax on Houses and Lands (Rs)	Tax on animal and vehicles (Rs)	Tax on profession and traders (Rs)	Tax on roads and ferries (Rs)	Water rate (Rs)	Lighting rate (Rs)	Conservancy (including scavenging & latrine rates) (Rs)	Tax on Persons (Rs)	Miscellaneous and receipts penalties (Rs)	Vaccination fees (Rs)	rents of lands, houses, serais(rest house, dak bungalows etc) (Rs)	fees and revenue from markets and slaughter houses (Rs)	Educational Purpose		total income excluding opening balance (Rs)	Total income including opening balance (Rs)
														From Government (Rs)	From Local Funds (Rs)		
1916-17	1,02,783	71,072	1,391	894	..	32,113	26,574	31,934	..	..	15	78,273	12,126	..	..	3,36,405	4,54,532
1918-19	1,00,717	71,930	1,575	1,143	..	33,341	27,087	32,282	..	..	..	75,867	15,298	..	..	3,65,046	4,94,685
1921-22	2,76,298	88,889	1,519	935	..	45,515	29,603	34,773	..	..	67	91,831	17,982	..	..	4,46,067	9,97,774
1922-23	2,09,955	90,808	1,413	980	..	48,064	30,511	35,531	..	..	72	1,08,637	2,290	..	..	4,83,645	7,30,635
1924-25	1,55,502	92,691	1,401	1,066	..	48,466	30,685	35,888	..	..	92	1,05,600	23,030	408	..	4,95,020	7,15,677
1926-27	97,375	1,00,270	1,201	778	..	48,990	33,888	38,469	..	..	78	1,19,115	25,745	..	..	5,83,498	6,80,873
1931-32	2,17,696	1,31,112	1,093	565	..	62,951	42,990	49,115	..	..	102	1,33,996	28,575	..	..	9,12,294	11,29,990
1936-37	2,47,172	1,17,932	1,498	806	..	59,530	36,382	46,171	..	..	55	1,32,216	27,118	3,831	..	6,05,797	8,52,969
1939-40	1,19,299	96,876	1,234	640	..	52,749	34,391	43,877	94	..	46	1,28,664	26,781	5,215	..	7,44,230	8,63,529
1941-42	1,58,842	95,033	1,298	967	..	55,150	35,836	46,868	55	..	42	1,31,941	25,252	4,372	..	9,96,873	11,50,715

Maintenance and expenditure - The average annual income of the Municipal Boards in Darjeeling was spent on communications, for public safety, on education and on medical relief and water-supply. The following table (Table No. II.8) shows the annual expenditure under several heads, which will give us some idea on the pattern of expenditure of the municipality. The average annual expenditure in the decade ending in 1916-17 was Rupees 2,85,710, ⁷²and in 1941-42 it rose to the Rupees amounting 8,79,556. Excluding debts and extraordinary heads, however, it was only Rs.6,37,951;

⁷² Administrative Report on the working of Municipalities in Bengal for the year 1916-17.

and of this amount, 53.5 percent was spent on lighting, 11.04 percent on conservancy, 16.01 percent on public works, and 9.5 percent on water-works⁷³.

Table No.II.8 Data on the expenditure of Darjeling Municipality in different years

Year		1916-17	1921-22	1926-27	1931-32	1936-37	1939-40	1941-42
General administration		19,106	29,781	36,891	29,309	31,440	37,798	34,380
collection of taxes		10,240	13,264	16,747	20,386	25,042	24,945	25,230
Public Safety	Fire	3,456	5,786	5,397	5,340	6,938	5,874	10,650
	lighting	63,606	51,892	87,288	63,370	88,828	1,07,600	3,41,325
Water supply	capital Outlay	6,993	18,279	...	1,31,373	7,402	2,229	29,248
	Establishment, repair etc	7,156	5,108	8,224	9,458	15,004	20,692	31,793
Drainage	capital Outlay	905	5,245	2,578	2,554	2,736	10,810	1,500
	Establishment, repair etc	2,799	4,441	1,097	2,653	4,223	25,148	3,295
Public Health	Conservancy	46,020	65,662	63,872	70,503	64,251	65,862	70,445
	charges of HO & SI*	...	6,672	11,487	10,192	12,064	13,532	14,029
	Hospitals & Dispensaries	13,480	29,569	20,749	27,179	34,243	48,522	52,568
	Vaccination	460	732	917	934	1,104	1,010	1,057
	Other Sanitary requirement	...	6,067	9,769	1,97,474	13,976	15,373	16,449
	Markets and Slaughter houses	8,105	13,643	7,948	22,572	16,125	12,647	12,113
	Aboriculture, Public gardens & experimental cultivation	501	525	8,483	4,457	5,355	7,193	5,055
registration of births and deaths	60	18	...	40	...	4	...	
Public works	Establishment	17,051	23,297	28,829	26,734	31,129	32,259	23,224
	Buildings	3,893	2,43,031	48,842	34,257	59,991	77,025	41,787
	Roads	19,070	16,518	33,064	31,363	48,190	56,824	37,641
Public Instruction	Schools and colleges	...	24,637	28,575	6,407	7,445	10,096	10,714
	Contribution	3,310	4,769	6,818	6,607	13,265	18,468	20,633
	Libraries, Musium, Menageries etc	100	180	180	180	420	2,431	2,081
Total		2,85,710	6,16,788	4,87,949	7,52,907	5,65,974	6,81,150	8,79,556

(b) Kurseong

Lord H. Ulick Browne, Commissioner of the Rajshahye and Coochbehar Division said on 2nd January 1879 by sending a letter to the Secretary of the Government of Bengal , Finance Department, that on the basis of a letter from the Deputy Commissioner office ,where he mentioned of no objection of declaring

⁷³ Administrative Report on the working of Municipalities in Bengal for the year 1945.

Municipality at Kurseong in Darjeeling and also it will save money both to Government and the future Municipality. He attached an abstract with his letter which will give some ideas of the formation of Kurseong Municipality.

The following gentlemen consented to act as Municipal Commissioners of land within the proposed boundaries⁷⁴, viz.:-

Commissioner's name	Occupation
Mr.C.W.Bagshawe	Tea-planters
Mr.Forbes Hall	Tea-Planters
Mr.H.Ramsay	Civil Engineer
Jeman Singh	Landowner
Syla Sirdar	Contractor
Haje Imdad Ali	Agent, Lloyd's Bank
Goga Ram	Shopkeeper

Regarding saving money both to the Government and the Municipality , it is further said that by amalgamating the two posts of clerk to the Honorary Magistrates and Clerk to the Municipality in one person,with only Rs.50 (which was previously 40), a little extra, a month as salary; Government and the Municipality to pay Rs.25 each⁷⁵.

Finally on 19th April a notification by the Government of Bengal, Revenue Department's notification informed that in the exercise of the powers conferred on him by Section 8 of the Bengal Municipal Act,1876, the Lieutenant-Governor was pleased to extend to the town of Kurseong, in the district of

⁷⁴ Municipal Proceedings, April 1879.

⁷⁵ Ibid.

Darjeeling, with effect from the 1st May 1879 and delared as a Second class municipality from the aforesaid date⁷⁶.

The limits of the said municipality was on the east, Dhobi Jhora, from the head of Sundook Jhora, to the 20th mile-post on the Cart Road.

On the South, a straight line from the 20th mile post on the Cart Road to the old Punkhabaree Road at the Southern angle of Eagle's Gaig; thence the old Punkhabaree Road to the south-east angle of Kempside location; thence the south-east boundaries of locations called Lloyd's location and Boon's court; thence a straight line through Lloyd's and Makaibaree lands to the Punkabaree Road at the east corner of Murray field location.

On the west, the south-east and south-west boundaries of Dell, Devonshire Bexley, Weenburgh, Helenburgh and Rose Bank locations; thence a line from the north-west angle of Rose Bank through the estate called springside to the south-west angle of the Barrack location; thence the western boundary of the Barrack and Government reserve lands to where it joins the south-east corner of S.Smith's lands thence the south and east boundaries of S.Smith's land to Singlee Nuddy; thence a straight line passing through Singlee or Dookdahoo to the bridge on the Sepring Jhora; thence the Spring Jhora to the Cart Road; thence the Cart Road to the Sundook Jhora and on the north, the Sundook Jhora from the Cart Road to Dhobee Jhora ridge.

Under Section 77 of the Act, it is further notified that the tax levied within the municipality would be a rate on the annual value of all holdings situated within the municipality. Under Section 15 the already mentioned gentlemen were appointed as Commissioners of the Kurseong Municipality⁷⁷. Kurseong

⁷⁶ Ibid.

⁷⁷ Municipal Proceedings, April 1879, File 139-1-2, 139-3.

Municipality was established on 1st May 1879. Its affairs were administered by a Board consisting of 12 Municipal Commissioners, one of whom was the Civil Medical Officer, an Ex-officio member, while 6 were elected and 5 were nominated by Government. The area within municipal limits was 2 square miles, and the total number of rate-payers was 706 or 15.7 per cent of population as written by LSSO'Malley in 1907⁷⁸. In 1940s the total members were same as said, out of which 3 were nominated by Government and elected members were 9 of whom 12 were non-officials. Amongst these non-official members only 2 were Europeans and 12 were Indians⁷⁹. If we look into the Table No.II.9 we will see the presence of European representatives were decreasing⁸⁰.

Table No. II.9 The composition of the members of the Kurseong Municipality in different years

Year	Ex-officio	Nominated	Elected	Total	Officials	Non-officials	Europeans	Indians
1916-17	3	6	3	12	4	8	8	4
1921-22	2	2	8	12	3	9	4	7
1928-29	...	4	8	12	1	11	2	10
1935-36	2	2	8	12	2	10	2	10
1941-42	...	3	9	12	...	12	2	10

The water rate at Kurseong Municipality in the year of 1916-17 was levied at 5 percent on the value of holdings which had communication pipes,etc. at 2 ½ percent on the value of those which had no communication pipe but were situated within a radius of 500 yards from the nearest standpipe or other source of supply⁸¹. However, this percent varied according to the needs. The annual income and

⁷⁸ LSSO Malley, op.cit.,p.168.

⁷⁹ LSG Department, Municipal Branch, 1945.

⁸⁰ Administrative Report on the working of Municipalities in Bengal for the year 1916-17,1921-22,1928-29,1935-36,1941-42.

⁸¹ Administrative Report on the working of Municipalities in Bengal for the year 1916-17.

expenditure of this municipality can be seen from the table given below with different heads in different years:-

Table No. II.10 Data on the income of Kurseong Municipality in different years

Year	Balance (Rs)	Tax on Houses and Lands (Rs)	Tax on animal and vehicles (Rs)	Tax on profession and traders (Rs)	Tax on roads and ferries (Rs)	Water rate (Rs)	Lighting rate (Rs)	Conservancy (including scavenging & latrine rates) (Rs)	Tax on Persons (Rs)	Miscellaneous and receipts penalties (Rs)	Vaccination fees (Rs)	rents of lands, houses, serais(rest house, dak bungalows etc) (Rs)	fees and revenue from markets and slaughter houses (Rs)	Educational Purpose		total income excluding opening balance (Rs)	Total income including opening balance (Rs)
														From Government (Rs)	From Local Funds (Rs)		
1916-17	9,563	20,686	..	697	..	10,211	10,211	5,532	..	..	3	..	221	..	..	42,366	58,533
1918-19	7,842	21,268	30	768	..	15,068	..	7,911	..	..	11	23	221	936	1,000	73,600	1,18,204
1921-22	8,211	23,436	124	662	..	17,661	..	8,896	..	..	3	84	183	250	..	58,028	1,68,709
1922-23	11,086	24,510	106	788	..	18,070	..	9,067	..	..	7	79	175	..	168	53,518	65,134
1924-25	8,207	25,041	145	964	..	18,817	..	9,366	..	..	57	150	291	492	..	56,305	65,339
1926-27	7,112	26,840	118	872	..	20,190	..	11,295	..	..	18	47	205	432	..	64,291	71,403
	40,197	33,475	108	865	..	10,308	..	11,582	..	..	14	54	151	..	..	61,011	1,01,208
1936-37	24,428	42,643	130	1,167	..	4,921	7,451	7,823	..	..	..	46	225	278	..	85,275	1,09,703
1939-40	8,700	42,307	249	673	..	2,059	8,450	11,671	..	..	2	31	200	268	..	1,04,852	1,13,552
1941-42	6,034	44,686	249	829	..	2,399	12,420	16,250	..	..	1	22	200	199	..	80,684	80,718

The following Table No.II.11 shows the annual expenditure under several heads, which will give us some idea on the pattern of expenditure of the municipality. The average annual expenditure in the decade ending in 1916-17 was Rupees 46,044,⁸² and in 1941-42 it rose to the Rupees amounting 66,437 and of this amount, 17.8 percent was spent on lighting, 20.1 percent on conservancy, 16.01 percent on public works, and 12.2 percent on education⁸³.

⁸² Administrative Report on the working of Municipalities in Bengal for the year 1916-17.

⁸³ Administrative Report on the working of Municipalities in Bengal for the year 1945.

Table No. II.11 Data on the expenditure of Kurseong Municipality in different years

Year		1916-17	1921-22	1926-27	1931-32	1936-37	1939-40	1941-42
General administration		1,789	2,714	3,070	3,739	4,842	5,595	4,280
collection of taxes		1,527	2,542	4,107	3,391	3,701	3,515	3,344
Public Safety	Fire	...	...	...	...	...	99	8
	lighting	2,735	2,397	2,154	4,961	11,612	10,297	11,866
Water supply	capital Outlay	3,256	...	1,047	...	9,176	...	...
	Establishment, repair etc	3,880	5,232	7,637	5,762	4,495	4,876	4,124
Drainage	capital Outlay	4,888	33,604	326	300	...	...	...
	Establishment, repair etc	400	6,735	6,203	4,570	3,118	1,463	1,771
Public Health	Conservancy	8,787	79,903	10,109	10,914	13,508	14,945	13,401
	charges of HO & SI*	...	66	1,337	517	1,447	1,500	2,382
	Hospitals & Dispensaries	10,093	4,300	5,000	5,000	5,500	6,043	6,056
	Vaccination	135	332	525	558	683	423	429
	Other Sanitary requirement	554	600	717	790	605	1,400	1,494
	Markets and Slaughter houses	441	135	27	19	25	21	47
	Aboriculture, Public gardens & experimental cultivation	118	10	...	...	...	2,059	699
	registration of births and deaths	75	60	75	...	...	...	77
Public works	Establishment	120	120	238	350	1,482	1,836	1,192
	Buildings	403	...	1,617	752	1,448	5,813	367
	Roads	2,933	253	999	1,313	3,954	28,500	1,599
Public Instruction	Schools and colleges	360	540	...	...	935	3,232	3,138
	Contribution	1,020	1,160	2,410	3,200	3,235	3,180	4,430
	Libraries, Musium, Menageries etc	168	1,021	3,422	669	906	1,535	600
Total		46,044	1,46,681	56,037	50,103	75,178	1,00,547	66,437

(c) Jalpaiguri

The only municipality in the Jalpaiguri district was that of Jalpaiguri Municipality. It was constituted in 1885 under Bengal Act III of 1884, the Union which preceded it forming the nucleus of the new administrative body. It was notified in the exercise of the powers vested in the local Government by Section 8, Act III of 1884 (B.C) that the Lieutenant-Governor was pleased to extend the provisions of the Act to the town of *Jalpigoree* as municipality with effect from 1st April 1885. It was said that the municipality should be inserted in the first schedule of the Act and the number of Commissioners of such municipality should consist of sixteen members.

The boundaries of proposed municipality was same as we mentioned before, when we referred the formation of Union .

The name of the municipality inserted in both the first and second schedules of the Act. The number of Commissioners appointed to the Municipal Committee were twelve in that time. The following gentlemen were appointed as Commissioners for the said municipality, under section 17 of Act III (B.C.) of 1884⁸⁴:-

Baboo Brojo Nath Chowdree	Moonshi Abdool Hamid
Mr.J.T.Babonam	Mr.A.W.Paul
Baboo Madhub Chunder Roy	Baboo Preonath Banerjee
Baboo Jogodindradeb Roykot	Baboo Nirmal Chunder Sinha
Baboo Fattick Chunder Roy	Baboo Mahesh Chunder Chuckerbutty
Baboo Beharee Lall Gangoolee	Moonshee Tackrimuddin.

Under section 23 of the said Act, Mr.G.J.B.T.Dalton, C.S., became the Chairman of the Commissioners for the town of Jalpaiguri. A report showed by G.Dalton, when he was the Deputy Commissioner of Jalpaiguri, before the formation of Jalpaiguri Municipality will state here, the total number of inhabitants within it with the help of a table⁸⁵:

District	Area of proposed municipality in square miles	Population					Remarks
		Men	Women	Boys	Girls	Total	
Jalpaiguri... ..	3	3,161	1,941	1,083	856	7,041	Infants not included

⁸⁴ Municipal Proceedings, February 1885.

⁸⁵ Municipal Proceedings, February 1885, Miscellaneous, Collection 15, File 2, Proceedings 13-25.

Another table will show the trade, profession or calling of adult males⁸⁶:

1	2	3	4	5	6	7	8	9	10	11	12
District.	Artisans	Shopkeepers	Services	Coolies	Fishermen	Beggers And mendicants	Priests	Zemindars	Jotedars	Agriculturists	Total
Julpigoree	45	686	1,604	227	53	73	10	1	68	394	3,161

After the revision of the Municipality of Jalpaiguri in the twenties of the twentieth century under clause (b) of section 9 of the Bengal Municipal Act, 1884 (Bengal Act III of 1884) that the area is bounded on the North- A line drawn due east from the ditch on the north of the Baikunthapur Zamindar's house to the bank of the Teesta River and west in a straight line to a point on the bank of the river Karala, and thence along the western bank of the Karala until it reaches a point about 400 yards west of the old jail and thence to the Siliguri road. On East it was bounded with the Teesta River. On the South, by a line drawn from a point on the Dangpara road (i.e., from the point south-west corner of new area) crossing Boda road at a point 1,700 feet south from the Eastern Bengal Railway line and passing along the western boundary of the Boda road up to the junction of Boda road and Pandapara road where a kadam tree exists and thence again passing eastwards by the south of the Adarpara tank and thence passing along the western boundary of the railway line till it meets the level-crossing of the Teesta-Pandapara road and thence along that road to the Teesta river. On the western side, by a line drawn from the point

⁸⁶ Municipal Proceedings, February 1885, Miscellaneous, Collection 15, File 2, Proceedings 13-25.

where the northern boundary touches the Siliguri road passing outside the Mahut's village including Sher Mamud's village and passing to the east of the Cherkuttoo's house until it crosses the Eastern Bengal Railway line at a point about 400 yards above the Titalia road and thence passing along the western boundary of the Dangapara road up to a point 750 feet from the junction of the Dangapara road and Titalia road just west of old masjid⁸⁷.

Its affairs were administered by a Board consisting of 15 Municipal Commissioners, with 2 Ex-officio member, while 10 were elected and 3 were nominated by Government⁸⁸. In 1940s the total members were 18, out of which 1 was ex-officio, 3 were nominated by Government and elected members were 14 of whom 17 were non-officials. Amongst these non-official members only 1 was Europeans and 17 were Indians⁸⁹. There were five Wards. If we look into the table we will see the dominance of Indians⁹⁰.

Table No. II.12 The composition of the members of the Jalpaiguri Municipality in different years

	Ex-officio	Nominated	Elected	Total	Officials	Non-officials	Europeans	Indians
1916-17	2	3	10	15	2	13	1	14
1921-22	1	4	10	15	1	14	..	15
1928-29	1	5	12	18	1	17	1	17
1935-36	1	3	14	18	1	17	1	17
1941-42	1	3	14	18	1	17	1	17

The annual income of this municipality can be seen from the table given below with different heads in different years:-

Table No. II.13 Data on the income (in Rupees) of the Jalpaiguri Municipality in different years

⁸⁷ Local Self Government Department, Local Self Government(Municipalities),June 1926,No.21.

⁸⁸ Administrative Report on the working of Municipalities in Bengal for the year 1916-17.

⁸⁹ LSG Department, Municipal Branch, 1945.

⁹⁰ Administrative Report on the working of Municipalities in Bengal for the year 1916-17,1921-22,1928-29,1935-36,1941-42.

Year	Balance	Tax on Houses and Lands	Tax on animal and vehicles	Tax on profession and traders	Tax on roads and ferries	Water rate	Lighting rate	Conservancy (including scavenging & latrine rates)	Tax on Persons	Miscellaneous and receipts penalties	Vaccination fees	rents of lands, houses, serais(rest house, dak bungalows etc)	fees and revenue from markets and slaughter houses	Educational Purpose		total income excluding opening balance	Total income including opening balance
														From Government	From Local Funds		
1916-17	19,641	5,415	1,268	536	..	..	..	12,691	10,965	26	54	..	63	192	..	35,130	62,302
1918-19	13,502	5,637	1,078	761	..	..	..	13,395	11,662	28	13	10	511	396	..	37,889	52,090
1921-22	7,981	6,395	1,430	830	..	..	..	14,478	15,292	..	..	4	731	530	..	42,645	51,726
1922-23	10,572	6,841	1,452	864	..	..	..	15,754	15,314	20	..	11	759	444	..	47,308	58,417
1924-25	7,942	6,736	1,470	695	..	..	..	16,185	15,660	32	..	10	850	444	..	43,432	53,040
1926-27	31,087	6,545	1,476	866	..	..	..	18,047	19,294	90	..	15	828	738	..	60,252	91,339
1931-32	29,047	8,760	1,250	941	..	..	..	21,792	20,130	69	..	29	617	..	..	57,721	86,768
1936-37	30,882	35,403	1,752	7,990	..	13,803	..	19,041	11	103	..	18	851	1,464	..	1,21,944	1,52,826
1939-40	20,437	36,655	1,906	9,297	..	13,308	..	26,723	38	..	..	22	777	1,511	..	97,684	1,18,101
1941-42	50,449	39,154	2,220	9,179	..	13,932	..	28,262	..	16	..	24	1,781	1,540	..	1,07,547	1,57,996

The tax on persons was levied at 10 annas percent on the monthly income of the ratepayers. The Latrine Fee was collected at 5 percent by Jalpaiguri Municipality⁹¹.

The following Table No.II.14 shows the annual expenditure under several heads, which will give us some idea on the pattern of expenditure of the municipality. The average annual expenditure in the decade ending in 1916-17 was Rupees 37,392,⁹² and in 1941-42 it rose to the Rupees amounting 1,13,037. Excluding debts and extraordinary heads, however, it was only Rs.98,864; and of this amount, 29.9 percent was spent on public works, 24.6 percent on conservancy and 11.1 percent on lighting⁹³.

Table No. II. 14 Data on the expenditure of Jalpaiguri Municipality in different years

⁹¹ Administrative Report on the working of Municipalities in Bengal for the year 1916-17.

⁹² Administrative Report on the working of Municipalities in Bengal for the year 1916-17.

⁹³ Administrative Report on the working of Municipalities in Bengal for the year 1945.

	Year	1916-17	1921-22	1926-27	1931-32	1936-37	1939-40	1941-42
General administration		1,226	1,786	2,270	2,817	3,456	3,788	4,026
collection of taxes		1,626	2,707	3,548	3,527	4,769	5,657	6,656
Public Safety	Fire	...	...	...	...	...	...	...
	lighting	2,376	3,807	3,632	5,463	8,719	9,998	11,292
Water supply	capital Outlay	268	...	...	159	15,860	1,527	322
	Establishment, repair etc	201	388	487	718	9,280	10,074	10,000
Drainage	capital Outlay	...	...	...	...	2,444	969	999
	Establishment, repair etc	584	973	1,194	1,322	2,529	3,059	2,886
Public Health	Conservancy	13,776	18,967	19,567	20,786	21,429	21,740	24,411
	charges of HO & SI*	482	1,162	1,404	943	1,249	1,460	1,613
	Hospitals and Dispensaries	3,092	2,496	3,110	2,988	4,770	5,470	5,634
	Vaccination	176	270	288	284	308	385	406
	Other Sanitary requirement	...	109	114	165	956	1,390	1,356
	Markets and Slaughter houses	39	238	196	164	168	144	184
	Arboriculture, Public gardens & experimental cultivation	...	...	...	...	...	...	...
	registration of births and deaths	...	...	60	120	120	120	120
Public works	Establishment	160	60	775	1,121	1,488	2,453	2,679
	Buildings	6,368	1,088	16	264	2,128	1,915	14,774
	Roads	3,618	2,845	19,100	7,323	15,130	12,586	12,146
Public Instruction	Schools and colleges	1,310	1,669	4,244	4,827	6,318	6,683	6,773
	Contribution	...	...	...	...	...	...	...
	Libraries, Musium, Menageries etc	...	55	135	156	202	231	276
Total		37,392	40,151	62,469	58,010	1,05,903	94,638	1,13,037

(d) Old Malda and English Bazar

The three municipalities of Malda district are Old Malda, English Bazar and Nawabganj (at present in Bangladesh). Of whom Old Malda and English Bazar Municipality were established on 1st April 1869 and Nawabganj on 1st February 1903 in accordance with Act III(B.C.) of 1884⁹⁴. During the thirties of the twentieth century after the revision of the boundaries, the English Bazar Municipal area under sub section (2) of section 9 A of the Bengal Municipal Act, 1884 (Bengal Act III of 1884), the following boundaries were specified below:-

On the North and East it was bounded with river Mahananda; on the South by Chanchal Raja Bahadur's ditch, Mokrapur road, Gaur Bund road, eastern ditch of Gour road, Gour Bund Road; on the West side

⁹⁴ Proceedings Local Self Government, July 1922, Municipal Branch, File No. M1R/S(Part).

by Gaur Bund Road, Rajmehal road, Nimasarai road, Monoskhamana road and the ditch east to Gayeshpur road and running from Monoskhamana road to river Mahananda⁹⁵.

In 1916, the English Bazar Municipality was consisted of 18 members of whom 3 were *ex-officio* and 3 were nominated by Government, the remainder being elected. There were four wards during that time⁹⁶, the number of rate-payers was 2,125 or 15 percent of the population. Old Malda Municipality consisted of 12 members of whom 2 were *ex-officio*, 2 nominated by Government and the rest were elected. There were three wards⁹⁷. One interesting part is that in both the municipalities of Malda district there were no European members from 1916 to 1942 as has been shown in the table:-

Table No. II. 15 The composition of the members of the English Bazar and Old Malda Municipality in different years

Year	Municipalities	Ex-officio	Nominated	Elected	Total	Officials	Non-officials	Europeans	Indians
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⁹⁵ Local Self Government- Municipalities, Proceedings Volume, December 1930, No.30.

⁹⁶ Administrative Report on the working of Municipalities in Bengal for the year 1916-17.

⁹⁷G.E. Lambourne, Bengal District Gazetteers, Malda, Calcutta: The Bengal Secretariat Book Depot, 1918, p.79 & also in the Administrative Report on the working of Municipalities in Bengal for the year 1916-17.

1916-17	English Bazar	3	3	12	18	3	15	..	18
	Old Malda	2	2	8	12	2	10	..	12
1921-22	English Bazar	1	5	12	18	1	17	..	18
	Old Malda	..	4	8	12	..	12	..	12
1928-29	English Bazar	1	5	12	18	1	17	..	18
	Old Malda	..	4	8	12	..	12	..	12
1935-36	English Bazar	2	2	14	18	2	16	..	18
	Old Malda	..	3	9	12	..	12	..	12
1941-42	English Bazar	..	4	14	18	..	18	..	18
	Old Malda	..	3	9	12	..	12	..	12

The annual income of this municipality can be seen from the table given below with different heads in different years:

Table No. II. 16 Data on the income(in Rupees) of English Bazar and Old Malda Municipality in different years

Year	Name of Municipality	Balance	Tax on Houses and Lands	Tax on animal and vehicles	Tax on profession and traders	Tolls on roads and ferries	Water rate	Lighting rate	Conservancy (including scavenging & latrine rates)	Tax on Persons	Miscellaneous and receipts penalties	Vaccination fees	rents of lands, houses, serais(rest house, dak bungalows etc)	fees and revenue from markets and slaughter houses	Educational Purpose		total income excluding opening balance	Total income including opening balance
															From Government	From Local Funds		
1916-17	English Bazar	4,139	1,844	1,565	20	650	...	..	5,988	8,213	2	6	473	1,974	323	...	22,491	27,846
	Old Makda	2,334	284	1,350	81	131	...	...	...	2,358	...	6	...	...	77	...	4,910	7,244
1918-19	English Bazar	249	2,047	1,280	23	650	...	...	7,176	9,375	...	5	338	2,347	648	...	26,959	33,062
	Old Makda	1,980	280	1,570	79	133	...	...	...	2,421	...	7	...	...	234	...	5,559	7,539
1921-22	English Bazar	3,666	1,934	1,571	307	650	...	...	5,681	7,528	...	19	823	2,997	384	...	22,834	27,256
	Old Makda	1,425	326	1,296	30	16	...	...	...	2,379	...	4	...	...	120	...	5,137	6,562
1922-23	English Bazar	1,374	1,948	2,460	83	650	...	...	7,058	9,393	...	23	300	2,952	336	...	25,920	31,252
	Old Makda	1,144	321	1,396	27	...	...	...	...	2,387	...	2	...	...	120	...	4,938	6,032
1924-25	English Bazar	97	2,183	2,928	140	650	...	...	9,276	12,419	...	7	1,031	2,668	648	...	44,170	50,512
	Old Makda	1,044	254	1,420	24	...	...	...	...	2,461	4	6	...	...	120	...	5,172	6,216
1926-27	English Bazar	2,908	2,243	2,391	275	650	...	...	10,216	12,574	...	4	961	3,645	695	...	45,301	48,209
	Old Makda	1,425	333	926	28	...	...	...	...	2,518	...	10	...	...	108	...	4,795	6,220
1931-32	English Bazar	3,088	2,790	1,279	249	1,800	...	...	10,120	9,547	...	2	852	7,816	...	...	49,678	52,766
	Old Makda	919	430	582	26	...	...	...	...	2,311	...	6	...	...	...	...	4,190	5,109
1936-37	English Bazar	17,204	15,791	1,815	309	900	8,453	...	11,711	14	...	...	788	5,389	881	...	66,301	83,505
	Old Makda	1,191	3,083	204	28	...	...	...	...	...	4	...	29	106	...	...	6,258	7,449
1939-40	English Bazar	20,853	16,063	1,483	234	...	8,936	...	12,015	50	...	...	572	...	879	...	46,155	67,008
	Old Makda	946	3,541	225	21	...	...	...	...	1	...	6	...	43	110	...	5,308	6,254
1941-42	English Bazar	6,841	17,235	1,488	204	900	10,575	...	10,575	14,250	36	...	1,235	5,367	1,019	...	54,692	61,533
	Old Makda	717	3,248	230	43	...	...	...	...	...	7	9	...	27	108	...	5,662	25,194

Under Malda district the two municipalities levied the tax on persons at 1 Rupee percent in English Bazar and 6^{1/4} in Old Malda respectively. The Latrine Fee was collected at 6 percent by English Bazar on the annual value of holdings. This fees were totally absent in Old Malda Municipality⁹⁸. The following Table No.II.17 shows the annual expenditure under several heads, which will give us some idea on the pattern of expenditure of the municipality. The average annual expenditure in the decade ending in 1916-17 was Rupees 23,913 & 4,626 in English Bazar and Old Malda respectively⁹⁹ and in 1941-42 it rose to the Rupees amounted 47,070 & 5,016 in both the municipality and of this amount, 13.8 percent was spent on lighting in Old Malda, 28.8 percent in English Bazar and 17.3 percent in Old

⁹⁸ Administrative Report on the working of Municipalities in Bengal for the year 1916-17

⁹⁹ Administrative Report on the working of Municipalities in Bengal for the year 1916-17.

Malda municipality on conservancy, 15.7 percent on public works in English Bazar¹⁰⁰. It seems that the expenditure was done less in Old Malda as it was a pre-colonial continuation town rather more expenditure had appeared in British town of English Bazar.

Table No. II. 17 Data on the expenditure of English Bazar and Old Malda Municipality in different years

¹⁰⁰ Administrative Report on the working of Municipalities in Bengal for the year 1945.

Year	Municipality	General administration		collection of taxes		Public Safety		Water supply		Drainage		Public Health							public works			Public Instruction		Total
				Fire	lighting	capital Outlay	Establishment, repair etc	capital Outlay	Establishment, repair etc	Conservancy	charges of HO & SI*	Hospitals & Dispensaries	Vaccination	Other Sanitary requirement	Markets and Slaughter houses	Arborticulture,public gardens& ex cultivation	registration of births and deaths	Establishment	Buildings	Roads	Schools and colleges	Contribution	Libraries, Musium, Menageries e	
1916-17	English Bazar	1,214	963	128	1,324	...	804	328	2,239	8,503	342	2,225	181	45	752	18	...	468	...	2,424	...	1,166	...	23,913
	Old Malda	375	343	...	564	...	315	...	14	897	...	550	23	1	...	...	...	35	810	...	444	...	4,626
1921-22	English Bazar	1,221	1,097	...	1,533	...	...	2,209	8,630	780	2,525	203	177	1,265	...	...	597	...	790	...	914	...	22,609
	Old Malda	392	370	...	717	...	138	...	18	1,082	...	540	41	41	...	...	...	...	1,063	639	...	...	5,418
1926-27	English Bazar	1,487	1,735	...	2,325	7,228	40	1,864	1,796	9,972	1,030	2,425	240	63	347	510	...	4,678	...	2,051	...	39,679
	Old Malda	463	368	...	544	...	20	...	291	1,069	...	580	25	2	...	...	...	23	640	...	552	...	5,002
1931-32	English Bazar	1,778	1,918	...	2,346	...	31	...	1,835	12,960	881	2,360	240	72	21	874	...	1,203	...	2,495	...	30,350
	Old Malda	426	383	...	477	...	4	1	15	1,144	...	540	17	41	...	...	...	1	287	...	516	...	4,071
1936-37	English Bazar	2,590	2,644	...	2,320	24	4,669	975	1,863	13,692	563	2,830	380	413	768	863	11,176	6,400	...	2,918	300	57,252
	Old Malda	425	398	...	452	...	10	...	311	1,191	27	540	18	18	...	...	...	30	519	...	562	...	4,933
1939-40	English Bazar	1,858	3,109	40	2,273	25	5,952	279	1,893	17,986	631	2,365	240	370	402	96	...	698	47	9,663	...	3,257	245	53,502
	Old Malda	432	429	...	525	...	3	...	13	935	196	486	...	32	...	...	...	2	1,072	...	504	...	4,836
1941-42	English Bazar	1,928	2,335	7	2,456	325	6,829	336	2,314	13,595	630	2,412	244	245	297	98	...	660	...	6,751	...	2,599	240	47,070
	Old Malda	474	432	...	695	...	10	...	10	869	182	595	252	70	...	...	...	90	388	...	600	...	5,016

(e) Dinajpur

There is only one Municipality in the district, namely that of Dinajpur, established on 1st April 1869. It was administered by a Municipal Board composed of 15 Commissioners, of whom five were nominated and the rest elected. The area within Municipal limits was some four square miles and the number of rate-payers was 3,119, representing 21.8 percent of the population¹⁰¹. There were five Wards(A,B,C,D&E)¹⁰². The district Magistrate of Dinajpur was regarded as Chairman of Municipality.

¹⁰¹ Eastern Bengal District Gazetteers, Dinajpur by F.W.Strong, The Pioneer Press, 1912, p.117.

¹⁰² Administrative Report on the working of Municipalities in Bengal for the year 1916-17.

The remedies of municipal problems and modernization of the town was the thought came from their mind although all Magistrates duty were not equally maintained.

The Municipality of Dinajpur consisted of the town and civil station of Dinajpur, which adjoined one another. It was almost encircled by the Purnabhaha on the North-West and South-West and had to its east the Gogra nude, through which flowed the drainage from some marshy lands and tanks in the north-east of the town¹⁰³. In the 1920s with the notification of 1884, issued under section 15 of the Bengal Municipal Act the revision boundaries of Dinajpur Municipality were as follows:-

The Northern boundary was commenced from Punarbhaba river a path road separating Ramnagar from sweehary,cultivated lands of Muhamaddin,Ghame and Akbar. Babu Ram Chandra Sen, Haro Mohan Karmaker, Manmatha Nath Roy, Nripendra Nath Das Gupta up to the north and east bank of a tank belonging to Maharaja Sir Girija Nath Roy Bahadur, then a drain between two gardens of late Amir Ali Muktear up to Golapbag Madrasa lane, Mirzapur road, Ghagra Nulla up to Banded bridge and from said bridge a road up to the west bank of Suksagar.

The Western boundary ran along the Punarbhaba river, then along the imaginery line from this river to the bridge below the junction of the Scott's canal and Ghagra canal, then along the canal towards the south up to the point where a path branches of eastwards till it meets the Gangarampur road and finally along this road to the south up to a point where another path branches off to the east.

The southern boundary line began from the mosque on the Kumargunj road and passed west through the cultivated field of Farman Mistry, Somsher Shaik, Nathu Peon, Abdul Shaikh, Kasiruddin Shaikh and brick field of Kulubuddin Sarkar in the village of Ramkrishnapur and then along a village track towards south for a distance and then turns towards west through the cultivated fields of Durluv and Ganapat Thakur and then crosses the Murshidabad road and then passes through the cultivated fields of

¹⁰³ Report of the Sanitary Commissioner for Bengal for the year 1876 by Surgeon-Major John Martin Coates,M.D.,Sanitary Commissioner for Bengal,Section V, General Proceedings, August,1877.

village Alipur belonging to Rohimbax Kabiraj, Chemru Mistry, Majir Daftry, Atifa Bewa and then along a village path as far as the Gangarampur road.

The eastern boundary covered with the west bank of Suksagar, cultivated paddy field of Maharaja Bahadur and west bank of Matasagar, Rangpur road, Molanpukur road up to Bogra road from the Bogra road and runs towards south through the cultivated fields of Shekpura belonging to Tazar Mohamed, Naimulla Molla, up to Shekpura road and across it through the cultivated lands of Babu Sarat Chandra Gupta, Harendra Das till it reaches the village Biswanathpur where it passes through the cultivated lands of Nirshu Mistry, Kulubuddin Sarkar, Nasaru Mistry, Ramesh Neogy, Nirshu Mistry and then through the cultivated fields of Kulubuddin Sarkar, Khukut Mistry, Basir Shaik, Nathu Peon and Abdul Mistry and it then crosses the Kumargunj or Changunj road near a mosque to the north-east corner of the village Ramkrishnapur and Majhipara.

This was done by section 354 of the Bengal Municipal Act¹⁰⁴. A table will show the composition of the members of the Municipal Committees:-

Table No. II. 18 The composition of the members of the Dinajpur Municipality in different years

Year	Ex-officio	Nominated	Elected	Total	Officials	Non-officials	Europeans	Indians
1916-17	2	3	10	15	5	10	..	15
1921-22	1	6	14	21	5	16	1	20
1928-29	1	6	14	21	1	20	..	21
1935-36	1	4	16	21	1	20	..	21
1941-42	1	4	16	21	1	20	..	21

The annual income and expenditure of this municipality can be seen from the table given below with different heads in different years:-

¹⁰⁴ Municipal Department, Municipal Branch, July 1920, Nos. 150 & 157.

Table No. II. 19 Data on the income (in Rupees) of the Dinajpur Municipality in different years

Year	Balance	Tax on Houses and Lands	Tax on animal and vehicles	Tax on profession and traders	Tax on roads and ferries	Water rate	Lighting rate	Conservancy (including scavenging & latrine rates)	Tax on Persons	Miscellaneous and receipts penalties	Vaccination fees	rents of lands, houses, serais(rest house, dak bungalows etc)	fees and revenue from markets and slaughter houses	Educational Purpose		total income excluding opening balance	Total income including opening balance
														From Government	From Local Funds		
1916-17	9,179	3,792	12,299	197	2,616	...	...	15,032	16,262	397	21	410	214	1,188	...	61,038	74,223
1918-19	7,434	4,734	10,386	476	3,100	...	...	18,163	18,007	919	51	509	253	892	...	68,550	77,746
1921-22	9,433	5,430	11,587	502	2,590	...	...	18,806	19,161	385	...	440	...	1,129	...	67,023	82,998
1922-23	10,706	5,508	11,014	424	2,215	...	...	18,727	18,452	379	...	390	140	1,156	...	65,133	80,945
1924-25	9,548	7,267	10,270	344	3,145	...	...	20,141	19,012	346	...	444	115	880	...	71,585	86,246
1926-27	13,223	6,861	11,758	395	3,560	...	...	20,424	20,619	216	...	710	90	1,426	...	83,096	96,329
1931-32	8,720	6,212	5,420	400	1,310	...	...	20,248	17,011	71	...	283	85	...	...	66,997	75,717
1936-37	12,675	28,223	6,428	1,028	1,480	...	...	20,281	189	...	...	835	209	1,090	...	77,437	90,148
1939-40	10,632	27,566	5,628	1,048	1,613	...	...	21,390	533	...	...	1,133	193	1,148	...	74,530	85,162
1941-42	11,859	29,766	5,299	1,132	1,586	...	...	22,938	431	...	...	792	260	1,192	...	79,140	90,999

The statistics of income shown in the Table No.II.19 reveals that for the above mentioned years, tax on persons varies from one anna on an income between Rs.5 and 10 Rupees to Rs.7 on an income of Rs. 601 and upwards a month under Dinajpur Municipality . The gradual increase in income can be seen here (but in 1922-23 decrease of Rs 628) due to the result of periodical quarterly assessment and newly constructed Government holdings in thana kotwali and police line. Regarding Latrine Fees, it was assessed under Dinajpur Municipality at 10^{1/2} pies per rupee on the monthly rent of holdings of private persons and at Rs. 5-7-6 percent on the annual value of holdings in respect of Government buildings¹⁰⁵. The following table (Table No.II. 20) shows the annual expenditure under several heads, which will give us some idea on the pattern of expenditure of the municipality. The average annual expenditure in

¹⁰⁵ Administrative Report on the working of Municipalities in Bengal for the year 1916-17

the decade ending in 1916-17 was Rupees 80,966 ¹⁰⁶ and in 1941- 42 it decrease to the Rupees amounted 74,280. Of this amount, 35.2 percent expenditure was spent on conservancy appeared to be greater than other expenditure¹⁰⁷. Other expenditure of ‘Miscellaneous’ like Printing Charges, PF, Burning Ghat and Electric Charges are not included in the given table which cost is approximately varied from Rs.3000 to 5000 in different years.

Table No. II. 20 Data on the expenditure of Dinajpur Municipality in different years (all are in Rs.)

¹⁰⁶ Administrative Report on the working of Municipalities in Bengal for the year 1916-17.

¹⁰⁷ Administrative Report on the working of Municipalities in Bengal for the year 1945.

	Year	1916-17	1921-22	1926-27	1931-32	1936-37	1939-40	1941-42
General administration		2,020	1,875	2,329	2,645	1,674	1,597	1,028
collection of taxes		2,816	3,005	3,597	4,336	5,058	5,163	5,088
Public Safety	Fire	...	4	2	...	...	...	...
	lighting	3,642	4,642	4,610	2,144	1,998	3,133	3,631
Water supply	capital Outlay	...	...	...	250	2,022	763	1,332
	Establishment, repair etc	174	486	574	95	1,049	432	259
Drainage	capital Outlay	1,286	1,017	1,593	94	...	...	278
	Establishment, repair etc	642	484	333	488	1,298	20	37
Public Health	Conservancy	22,725	25,563	27,228	24,345	23,501	23,871	26,172
	charges of HO & SI*	138	...	2,109	1,860	2,177	2,993	3,044
	Hospitals and Dispensaries	3,583	4,250	4,852	2,789	6,012	4,083	4,770
	Vaccination	149	273	300	300	457	957	380
	Other Sanitary requirement	45	385	789	509	926	797	1,892
	Markets and Slaughter houses	...	...	...	...	57	...	...
	Arboriculture, Public gardens & experimental cultivation	237	328	191	218	187	173	229
	registration of births and deaths	...	...	150	44	376	407	431
Public works	Establishment	720	788	600	860	1,155	680	698
	Buildings	200	29	25	...	429	1,297	500
	Roads	11,550	10,384	15,295	6,714	10,477	11,276	11,632
Public Instruction	Schools and colleges	7,848	7,668	7,124	7,573	4,396	4,980	5,630
	Contribution	733	1,039	1,888	2,354	2,396	2,426	2,224
	Libraries, Musium, Menageries etc	25	30	40	...	235	516	350
Total		60,966	65,449	77,090	60,897	70,930	69,497	74,280