

CHAPTER XIV

LOCAL SELF-GOVERNMENT

HISTORY OF
LOCAL SELF-
GOVERNMENT

As far the early history of local self-government in the district is concerned, towards the last part of the Durbar administration, the ex-State of Gangpur had Sanitation Committees for the towns of Sundargarh, Rajgangpur, Raghunathpali, Bisra, Hatibari, and Hemgir. The Committees which were representative in composition mainly looked after sanitation of the towns. After merger, these committees were allowed to function for some time and then were abolished. During this period Panchayats were also formed at Sundargarh and Raghunathpali of the ex-State.

In the ex-State of Bonai, the Panchayats were constituted in 1943-44 under the Bonai State Village Panchayat Order, 1943. There were 103 Panchayat Unions in 443 villages of the ex-State. These Panchayats were entrusted with simple administrative powers of an elementary nature so as to lay the foundation of a real local self-government. These Panchayats were looking to the improvement of irrigation facilities, supervising primary education, preventing black marketing and disposing of petty civil and criminal cases in their respective villages. At the headquarters of the ex-State, there was a welfare committee.

At present the district has three municipalities constituted at Sundargarh, Rajgangapur, and Birmitrapur, and two Notified Area Councils at Rourkela, one for the civil town and the other for the steel town. The other local self-governing bodies are the Grama Panchayats, the Panchayat Samitis and the District Development Advisory Board.

MUNICIPALITIES
AND
NOTIFIED
AREA COUNCILS

Sundargarh
Municipality

The Municipality of Sundargarh covering an area of 23'83 square km. and comprising 10 wards was established on the 1st November, 1951. The municipal area is bounded by the river Ib on the north and west, while the villages Semna and Bhawanipur are located in the south and villages Subalaya and Badapatrapali in the east. It has a population of 17,244 according to 1971 Census. Out of 10 wards, three are double-seated and one of the councillors in each of the double-seated wards belongs either to the scheduled caste or the scheduled tribe. •

The last general election of the Municipality was held in 1968 when thirteen members were elected.

The chief sources of income of this Municipality are taxes on holdings and latrines, taxes on carriages and cars, and fees realised in issuing licences for offensive and dangerous trades. The other sources of income are from pounds, ferry ghats, markets, slaughter houses, lease of municipal land, sale of compost and manures, and fisheries.

The income and expenditure of the Municipality in 1953-54 were Rs. 33,028·86 and Rs. 28,821·86 respectively which increased to Rs. 5,03,616·67 and Rs. 4,20,125·46 in 1970-71.

The statement given below indicates the income and expenditure of the local body from 1967-68 to 1969-70.

Year	Income			Expenditure Rs.
	Taxes and fees	Govern- ment grants	Total	
	Rs.	Rs.	Rs.	
1967-68	1,44,918·70	1,03,537·14	2,53,455·85	1,66,230·94
1968-69	1,01,189·91	91,206·61	1,92,396·52	2,42,552·70
1969-70	1,04,729·69	82,517·00	1,87,246·69	1,93,652·71

The Municipality maintains 37 km. of roads and looks after three parks. It provides 170 street lights. Its conservancy staff numbering 39 look to the works of latrine clearance, street sweeping, removal of filth, etc. Besides, general sanitation of the town, disinfection of water sources, inoculation and vaccination, taking preventive measures against food adulteration, and control of meat stalls are being attended by the Public Health staff of the State Government under the supervision of the Municipality.

Protected water is being supplied in the municipal area through pipe lines after treatment with the prescribed chemicals by the Public Health Department. The maintenance charges are paid by the Municipality. The local body has provided 82 water supply stand posts in different places of the town. The staff strength of this municipality is 73. One Sanitary Inspector, two Vaccinators and one Disinfector constitute the Public Health staff.

Started as a Notified Area Council, in October 1957 with 10 nominated councillors, the urban local body at Rajgangpur converted to a Municipality in 1969. This Municipality has an area of 26.16 sq. km. and a population of 21,876 according to the Census of 1971. The last election was held in 1969 to elect 15 councillors from 12 wards of the Municipality. One seat each in three wards were reserved either for the Scheduled Caste or the Scheduled Tribe candidates.

Rajgangpur
Municipality

The local body charges taxes on holdings, latrines, carriages and realises octroi duty and fees from different shops, saloons, cinemas, factories and laundries. Auction sale proceeds of slaughter houses and the license fees for cycles, and dangerous and offensive trades under Sec. 290 of the Orissa Municipal Act are the other sources of income of the Municipality. Besides, government help in the form of annual grants and loans is available to the local body. During 1957-58, the income of this local body including government grants was Rs. 9,019.75 and the expenditure was Rs. 6,795.77. After a decade ending 1966-67 its income increased by more than thirty times and its expenditure by about fifty times. In this year, the income including government grants was Rs. 3,55,466.35 and the expenditure was Rs. 3,20,399.66.

The annual income and expenditure of the Municipality from 1967-68 to 1969-70 are given below :

Year	Income excluding opening balance and go- vernment grants and loans	Govern- ment grants	Total	Expendi- ture
	Rs.	Rs.	Rs.	Rs.
1967-68 ..	1,17,758.89	80,416.28	1,98,175.17	3,25,717.95
1968-69 ..	2,37,692.61	79,017.18	3,16,709.79	2,02,467.24
1969-70 ..	2,58,302.65	2,49,044.57	5,07,347.52	4,37,467.24

The Municipal staff consists of 72 members which include 42 appointed for conservancy. Till 1970-71, this Municipality constructed and maintained 10 km. of drains and 88 km. of roads. It has also provided 217 street lights.

Funds amounting to Rs. 70,800 have been provided during 1968-69 to 1970-71 to the primary schools, high schools and the only college situated in the area of the local body for the extension of their buildings. A sum of Rs. 4,000 has been given as grant-in-aid to the local hospital by this Municipality during 1968-69 to 1970-71. Water supply scheme has been implemented since the 13th March, 1971. After the installation of a pumping station at Amghat and laying of 20,000 feet of pipe line, raw water is being supplied to the town.

One Sanitary Inspector and one Vaccinator have been posted under this local body to look to the public health of the town.

At first a Notified Area Council was constituted at Birmiritrapur in 1960. It was converted to a municipality on the 30th December, 1969. This local body with an area of 35.22 sq. km. and 28,063 population (1971 Census) consists of 10 wards. Election is held every five years to elect councillors from 13 seats of which three are reserved for the Scheduled Castes and the Scheduled Tribes. Total staff employed by this Municipality is 96. Birmiritrapur
Municipality

It levies holding tax, latrine tax, tax on carts and carriages and octroi duty. Besides, it also realises auction sale proceeds of markets and pounds, and receives fees for issuing licenses for dangerous and offensive trades under section 290 of the Orissa Municipal Act.

In 1961-62, the income including government grants and the expenditure of this local body were Rs. 35,617.13 and Rs. 20,241.52 respectively. During the five years ending 1966-67 the income increased by more than thirteen times. In that year, the income of the Municipality including the government grants was Rs. 2,66,164.24 and the expenditure was Rs. 2,63,332.58.

Statement given below shows the income and the expenditure of the local body from 1967-68 to 1970-71.

Year	Income excluding government grants	Government grants	Total	Expenditure
	Rs.	Rs.	Rs.	Rs.
1967-68	1,69,419.02	70,961.13	2,40,380.15	2,56,089.23
1968-69	1,91,839.80	65,999.66	2,57,839.46	2,32,311.28
1969-70	1,98,156.07	1,06,140.20	3,04,296.27	2,94,749.03
1970-71	1,82,968.98	96,761.85	2,79,730.83	3,27,743.65

Street lights numbering 174, and 72 public water pipe stand-posts have been provided in the municipal area. 29 km. of roads and 2 km. of pucca drains are being maintained by this local body. As regards sanitary arrangements, road sweeping, clearance of debris and clearing of private latrines are being carried out regularly by a staff consisting of 40 members.

The Public Health staff under this local body consists of one Sanitary Inspector, two Vaccinators and one Disinfecter.

Piped water is being supplied in all parts of the Municipality except ward no. 1 and parts of ward no. 8, 9 and 10 where wells have been provided. But the position of piped water supply is generally not satisfactory since August 1967 due to breaches in Brahmanamara water reservoir. However, attempts are being made to reconstruct the reservoir.

Rourkela
Notified
Area Council
(Civil Town)

The Rourkela Notified Area Council was constituted on the 1st August, 1955, with both civil and steel towns. On the 17th June, 1963, a separate Notified Area Council was formed for the steel town.

The local body (Civil Town) has a council consisting of 11 nominated members out of whom 7 are non-officials and others are Government representatives. The Chairman of the council is from non-official members.

This Notified Area Council has an area of 7.2 square miles (18.57 sq. km.) and a population of 47,076 according to the 1971 Census.

Besides government grants and loans, this local body gets money from levy of taxes on holdings, latrines, water, light and carriages and grant of licenses for offensive and dangerous trades under section 290 of the Orissa Municipal Act. The other sources of income include rent from allotted land to shop-keepers, auction sale proceeds of markets, slaughter houses and pounds.

The income and expenditure of the local body in 1955-56 were Rs. 21,444.65 including government grants of Rs. 9,322.00 and Rs. 2,606.09 respectively. Within ten years the income increased more than ten times. In 1965-66, this Notified Area Council earned Rs. 2,86,691.04 including Rs. 1,29,924.93 as government grants and spent Rs. 2,14,160.03. The income and expenditure have increased year by year. In 1970-71, its income was Rs. 3,54,179.32 including Rs. 1,32,298.00 received as government grants and expenditure was Rs. 5,00,351.67.

Statement given below shows the year-wise income and expenditure of the Notified Area Council from 1967-68 to 1969-70.

Year	Income			Expenditure
	Income from taxes, fees rents etc.	Government grants and loans received	Total	
1967-68	2,26,284.47	1,86,719.56	4,13,004.03	3,73,810.25
1968-69	.. 3,00,615.68	1,00,795.23	4,10,410.91	3,64,533.92
1969-70	.. 2,82,648.24	3,03,991.23	5,91,639.47	4,94,314.65

This Notified Area Council is assisting the State Public Health Department in arranging water supply to the old town. It has provided 85 public water taps in different places of the civil town area. Apart from this, the local body has provided street lights in the main roads of the town up to the Industrial Estate area and in Uditnagar colony. It has constructed pucca drains of the town. It maintains a children's park at Uditnagar and looks after 14.22 km. of roads of the town. The Notified Area Council maintains a conservancy staff consisting of 90 members. Vaccination and inoculation is regularly done by a staff consisting of a Health Officer, four Sanitary Inspectors, four Vaccinators and four Disinfectors. Public latrines have been provided in a few selected places.

The Notified Area Council has constructed 12 quarters for sweepers out of the funds received from the Tribal and Rural Welfare Department. It has constructed 10 quarters for the staff and has received Rs. 49,500 as loan for the construction of tenements under slum clearance scheme. The Notified Area Council provides funds for the construction and repair of primary school buildings when necessary and also contributed Rs. 25,000 for the Sundargarh College, Sundargarh, and Rs. 12,500 for the construction of a women's hostel there.

Before 1962-63, the Notified Area Council was maintaining a Homeopathic Doctor on a monthly salary of Rs. 50. That year it had its own dispensary with a qualified allopathic physician. Now only one family planning clinic is maintained by the Notified Area Council.

In 1963, the steel township of Rourkela was placed under a Notified Area Council. At present the area of the local body is 38 square miles (98 sq. km.) and its population according to the Census of 1971 is 1,25,426. The council consists of 12 nominated members of which three are officials.

Notified Area Council,
Rourkela
(Steel Township)

The income of the local body, besides government grants and loans, includes licence fees from carriages, animals, shops, markets, slaughter houses, cattle pounds and school fees. The Hindustan Steel Ltd., has given some buildings on token rent for office, schools and dispensary purposes.

The income of this council in 1965-66 was Rs. 1,08,969.15 including Rs. 60,532.05 received as government grant and the expenditure was Rs. 29,896.03. Its income within six years ending 1971-72 has increased by four times and the expenditure by about six times. In this year, the income including government grants was Rs. 4,41,127.07 and the expenditure was Rs. 1,68,420.90.

The statement below shows the income and the expenditure of this local body from 1967-68 to 1970-71.

Year	Income			Expenditure
	Taxes & fees	Government grants	Total	
	Rs.	Rs.	Rs.	
1967-68 ..	49,549·66	54,606·74	1,03,156·40	52,201·72
1968-69 ..	49,369·57	73,285·44	1,22,955·01	53,347·61
1969-70 ..	66,971·84	2,45,124·55	3,12,658·89	62,181·66
1970-71 ..	73,810·85	2,128·00	76,976·22	91,281·58

The roads, street lights and water pipes of the steel township are maintained by the Hindustan Steel Ltd. This local body maintains three Lower Primary schools, four Upper Primary schools, one Middle English school, one High English school and one dispensary. It has undertaken nutrition feeding programme for 5,000 beneficiaries. It maintains a few markets, one slaughter house and one animal market. Out of 76 persons employed by this local body, 11 constitute the conservancy staff. Two Health Inspectors, four Vaccinators and two Disinfectors are engaged to look after the public health of the town.

General Election

As mentioned earlier, the councillors of the three municipalities are elected in each five years, but the two Notified Area Councils had nominated body of members. The election of councillors to the Municipalities and the Notified Area Councils were suspended as per the provisions laid down in the Orissa Local Body (Suspension of Election) Act, 1962. In the beginning of 1963, the said Act was repealed and Government in Health (Local Self-Government) Department letter No. 5012 (13)LSG, dated the 8th May, 1968 decided to hold the pending election of the Municipalities and the Notified Area Councils. Accordingly, elections were held for three municipalities of the district in September-October 1963. Then after five years election for Sundargarh Municipality was held in December 1968, and for other two municipalities in January 1969.

The Chairman and the Vice-Chairman of the municipalities were elected by the councillors from among themselves. But the Chairman of the two Notified Area Councils were nominated members. The councils discharge the duties as provided under the Orissa Municipal Act, 1950, with regard to finance, public health, public works, education and any other special subject relating to the purposes of the Act. There are Executive Officers appointed by the State Government in these local bodies to carry out day to day administration.

The Chairman and the Executive Officers carry out various functions as per the provisions contained in different chapters of the Orissa Municipal Act and Rules.

The Octroi Bye-laws framed by each of the three municipalities of the district have been approved by the government. Both the Notified Area Councils of Rourkela have framed Rickshaw Bye-laws. Besides, the Notified Area Council, Rourkela (Civil Township) has also framed five resolutions on traffic, hotels, milk trade, dogs and burial grounds. All these Bye-laws and resolutions are yet to receive government approval.

To develop the old existing towns in the district, Master Plans for Rourkela, Sundargarh, Rajgangpur, and Birmitrapur have been prepared by the Town Planning Organisation, Orissa. Town Planning

The Orissa Town Planning and Improvement Trust Act, 1956, has been enforced all over the areas of the four towns mentioned above to control the use of land. Also special planning authorities have been constituted to implement the Master Plans and to check haphazard growth of the towns by granting permission for the construction of various types of buildings and to prepare new schemes.

With the Zilla Parishad Act, 1959, as ammended in 1960 and 1961, coming into force the Zilla Parishad for Sundargarh was constituted from the 6th February, 1961. This organisation was an advisory body at the district level to advise the Government on all developmental matters relating to the district. It was entrusted with the task of approving the programme and the budget of the Panchayat Samitis in the district and distributing amongst them funds received from the government for expenditure on various developmental works. The institution which was also supervising the activities of the Samitis at Block level served as the apex of the three-tier system of democratic decentralisation. Zilla Parishad, District Advisory Council, District Development Advisory Board

The Zilla Parishad consisted of both official and non-official members. In this institution, all the district level officers connected with the developmental works of the district were included as official members. The non-official members consisted of the Chairman of each Panchayat Samiti, the Chairman of the Municipalities and the Notified Area Councils with a population of more than twenty thousand, and the President of the Central Co-operative Bank. Besides, there was a woman member elected by the non-official members. The members of the State Legislative Assembly and the House of the People were entitled to participate in the meetings of the Parishad.

The working of the Zilla Parishads all over the State did not satisfy the Government. So this organisation was replaced by the District Advisory Council from the 1st November, 1968.

The District Advisory Council consisted of the following members :

- | | | |
|--|----|-----------------|
| 1. Collector | .. | Member-Convener |
| 2. M. L. As. & M. Ps. (Loksabha) whose jurisdiction comes under the district, and the M. Ps (Rajya Sabha) whose place of residence is in the district. | | Member |
| 3. Chairman of all the Panchayat Samitis within the district. | | Member |
| 4. Chairman of all the Municipal Councils of the district. | | Member |
| 5. President of the Central Co-operative Bank | | Member |
| 6. President of the District Land Mortgage Bank | | Member |
| 7. Any officer notified by the Government from time to time. | | Member |

The functions of the Advisory Council were to advise the government regarding developmental and other activities referred to it by the government from time to time and also to consider and advise the government as to how best the developmental activities could be expeditiously and efficiently executed and to suggest ways and means to remove bottlenecks in the execution of developmental works.

Again the State Government in the Planning & Co-ordination Department resolution No. 16636, dated the 14th November, 1970 superseded the District Advisory Council and constituted the District Development Advisory Boards. Besides all the members of the superseded Council, the members of the District Development Committee and any representative of the public declared as member by the government from time to time are included in the present Board. This apart, all Ministers, Deputy Ministers, Speaker and Deputy Speaker are entitled to nominate any person from their constituencies to represent them in the Board. The Collector as before continued to be the Member-Convener.

All the functions of the previous Council are entrusted to the present Board. In addition, the Board is to help the district authorities in enlisting the participation of the people for the implementation of the

schemes like growing of high-yielding varieties of crops, multicropping, fertilizer use, water resources management, etc., where such co-operation and participation is essential for the smooth working of the scheme. The Board is yet in its infancy.

The Panchayat Samitis, the second-tire in democratic decentralisation, were established throughout the State in accordance with the provisions of the Orissa Panchayat Samitis Act, 1959. In the district of Sundargarh, at first sixteen Samitis were constituted from the 26th January 1961. Subsequently one more Panchayat Samiti has been added. Each Panchayat Samiti which includes within it six to ten Grama Panchayats, is co-terminous in regard to its area with the Block Administration created by the Government in the Community Development Department.

Panchayat
Samitis

Each Panchayat Samiti consists of both official and non-official members. The official members are the Block Development Officer and the officers of various departments of the State Government ordinarily stationed at Block level. The non-official members include the Sarpanchas of the Grama Panchayats. Women, Scheduled Castes and Scheduled Tribes are given due representation in the Samiti. The Chairman is elected directly by the Panchayat members and the Sarpanchas. The non-official members who hold office for three years elect the Vice-Chairman from among themselves. By-monthly meetings are held regularly. Official members can take part in the discussion of the Panchayat Samiti meetings alongwith non-official members, but are not entitled to vote.

The planning, execution and supervision of all the development programmes in the Block area are done by the respective Panchayat Samitis. It looks after the spread of primary education, management of trust and endowments which the Government may entrust, and registration of births and deaths. It supervises the work of the Grama Panchayats within its jurisdiction. The Block Development Officer is the Executive Officer of the Samiti. He is also its drawing and disbursing officer. The main sources of income of the Samiti are the government grants and loans. It also receives aids from all-India bodies and institutions.

The Community Development Department of the State Government is the principal agency for providing funds to the Panchayat Samitis. The allotment of this Department in 1970-71 and 1971-72 to the Samitis of the district amounted to Rs. 31,62,559 and Rs. 31,40,541 respectively. In addition, the Grama Panchayat Section of this Department also provided funds of Rs. 10,49,702 in 1970-71 and Rs. 6,84,534 in 1971-72 as Kendu leaf grants to different Grama Panchayats and Panchayat

Samitis of the district for various developmental works. Out of the above mentioned grants, the Grama Panchayats got Rs. 8,31,770 in 1970-71 and Rs. 5,47,619 in 1971-72.

A list of the Panchayat Samitis of the district with their respective headquarters has been given in the Appendix.

Grama Panchayats

The Grama Panchayat is the primary unit in the democratic decentralisation. This system was introduced in 1950-51 as per the rules laid down in the Orissa Grama Panchayat Act, 1948. In the district, each Grama Panchayat comprising one or more than one village has been divided into a number of wards. In every three years one member from each ward is elected to the Grama Panchayat on the basis of adult franchise. The Sarpancha is also directly elected by the voters. But the Naibpancha of a Grama Panchayat is elected from amongst the ward members. The Sarpancha is the head of the Panchayat and is assisted by the Naibpancha.

There were 40 Grama Panchayats in the district in 1951-52. Their number increased to 80 in 1956-57. By 1970-71 there were 139 Grama Panchayats in the district which included 75 in Sundargarh subdivision, 33 in Panposh subdivision and 31 in Bonai subdivision. These Panchayats with 3,20,231 voters were divided into 2,118 wards. The last election for the Panchayats was held in 1970-71, in which along with others, 1068 Adivasis, 160 Harijans and 8 women members were declared elected. In Ekma Grama Panchayat of Bargaon Panchayat Samiti and Laikera Grama Panchayat of Hemgir Panchayat Samiti in Sundargarh subdivision, women candidates were elected as Sarpanchas.

The Grama Panchayats continue to function as the main agency for the implementation of all development works and for mobilising man-power in rural areas. The development activities of different departments of the Government, which are co-ordinated at the Block level also continue to be executed through the agency of the Panchayats.

The functions of the Grama Panchayat include looking to village sanitation, giving aid to schools, supplying drinking water, maintenance of roads, ferry ghats and cattle pounds; providing street lights and implementing different agricultural schemes. Pisciculture is one of the most lucrative schemes in developing internal resources of the Panchayats of the district. These Panchayats were also maintaining village police.

Besides government grants and loans, the other sources of income of the Panchayats are the Panchayat and other taxes, fees received for issuing licence for dangerous trades and vehicles, rent from markets and market sheds, cattle pounds, irrigation pumps, and ferry ghats. They also earn from orchards and pisciculture.

The expenditure incurred by the Grama Panchayats include mainly the money spent on the construction and maintenance of roads and buildings, education, village sanitation, pisciculture and other remunerative schemes and for pay of staff and contingencies.

In 1953-54, the income and expenditure of Grama Panchayats of the district were Rs. 2,95,135 and Rs. 65,691 respectively. The amount increased up to Rs. 6,34,929 and Rs. 6,11,830 respectively during 1959-60. The table below indicates the income and expenditure of these local bodies of the district from 1967-68 to 1970-71.

Year	Income		
	From internal sources	From external sources	Expenditure
	Rs.	Rs.	Rs.
1967-68	1,86,359·69	4,78,588·69	3,61,906·50
1968-69	4,04,878·97	9,40,760·00	8,29,894·78
1969-70	3,71,040·01	14,92,301·61	7,14,367·99
1970-71	3,86,209·85	10,63,154·39	9,48,055·77

Since most of the Grama Panchayats are small self-governing units with very little back-ground of experience and leadership, the achievements in different works of developmental activities were not of the desired standard.

APPENDIX

Name of Panchayat Samitis	Headquarters
1. Sundargarh	.. Sundargarh
2. Rajgangpur	.. Rajgangpur
3. Bisra	.. Bisra
4. Lathikata	.. Lathikata
5. Kuarmunda	.. Kuarmunda
6. Bonaigarh	.. Bonaigarh
7. Lahunipara	.. Lahunipara
8. Koira	.. Koira
9. Lefripara	.. Lefripara
10. Hemgir	.. Hemgir
11. Tangarpali	.. Bansibat
12. Balisankra	.. Balisankra
13. Sabdega	.. Sabdega
14. Bargaon	.. Bargaon
15. Nuagaon	.. Nuagaon
16. Kutra	.. Kutra
17. Gurundia	.. Gurundia