

CHAPTER XIV

LOCAL SELF-GOVERNMENT

The local self-government system was first introduced in the district during the Durbar administration. The ex-State administration had the intention of constituting the Kendujhargarh Municipality and had issued notification to that effect on the 12th December, 1947. But within one month of the notification, the ex-State of Kendujhar merged with the State of Orissa and the proposal of the ex-State administration could not be implemented. The State Government of Orissa issued notification in December, 1949 to constitute a Municipality at Kendujhargarh town under the Bihar and Orissa Municipal Act, 1922. Finally, under the said Act, the Kendujhargarh Municipality was constituted on the 3rd January 1951. Subsequently, the Orissa Municipal Act, 1950 was extended to this Municipality and the Bihar and Orissa Municipal Act, 1922 was repealed.

HISTORY OF
LOCAL SELF-
GOVERNMENT
IN THE
DISTRICT

At present, the district has two Municipalities and two Notified Area Councils located at Kendujhargarh, Barbil, Joda and Anandapur respectively. These local bodies were constituted under the Orissa Municipal Act, 1950. The other local self-government bodies are the Grama Panchayats, the Panchayat Samitis and the District Development Board.

The Kendujhargarh Municipality is the oldest municipality of the district. It had an area of 15.54 square kilometres (6 square miles) in 1951. The population as per 1951 Census was 9,343. The first election of this local body from 12 wards was held in 1952. The number of elected Councillors was 13. Ward No. I and Ward No. VII were reserved for the Scheduled Castes and the Scheduled Tribes candidates respectively. One ward was double-seated. There was a council to manage the affairs of the Municipality. The second election to the Municipality was held in 1958 and 14 councillors were elected. During 1963 and 1969 municipal elections, it was constituted of 13 wards with 15 councillors. At present, the Municipality covers an area of 15.54 square kilometres. The population according to the 1971 Census* was 19,340. The whole area of the local body was divided into 13 wards. Ward No. IV and No. VIII were kept reserved for the Scheduled Tribes and Ward No. IX was reserved for the Scheduled Castes people. Three wards were double-seated. The number of councillors increased to 16 in the Municipal election of 1973. The last election of this local body was held in 1979. The number of councillors elected in this election was 9. Two seats

Kendujhar-
garh Municipi-
pality

* 1981 Census recorded 28,059 persons

have been reserved to represent the Scheduled Castes and the Scheduled Tribes people from Ward No. XI and Ward No. XIII respectively.

The financial resources of the Municipality are mainly derived from holding tax, lighting tax, octroi tax, fees from offensive and dangerous trade, rent on buildings, market fees, tax on carts and carriages, cattle pounds and slaughter houses. Besides, the local body receives grants from the State Government.

The income and expenditure of the Municipality including Government grant in 1971-72 were Rs. 4,44,585.85 and Rs. 5,11,125.52 respectively and it increased to Rs. 12,36,096.08 and Rs. 8,09,102.13 in 1978-79.

The statement given below indicates the annual income and expenditure of the local body from 1974-75 to 1978-79.

Year	Income			Expenditure
	Taxes and Fees	Government Grants	Total	
(1)	(2)	(3)	(4)	(5)
	Rs.	Rs.	Rs.	Rs.
1974-75 ..	6,25,296.03	3,15,239.12	9,40,535.25	6,69,315.39
1975-76 ..	7,46,655.70	2,12,940.00	9,59,595.70	7,54,059.92
1976-77 ..	7,47,508.34	2,30,455.00	9,77,963.34	11,09,850.30
1977-78 ..	10,62,288.68	3,85,784.00	14,49,072.68	11,59,610.18
1978-79 ..	9,40,175.08	2,95,921.00	12,36,096.08	8,09,102.13

The Kendujhargarh Municipality has provided 175 ordinary light points and 364 bar lights in the town. It has also provided 116 hydrants. At present 57.51 kilometres length of road and 3.01 kilometres length of drain are being maintained by this local body. It spent a sum of Rs.63,273.19 in maintaining roads in 1977-78. The Municipality is maintaining two parks and one High English school in the town. At present there are 9 tanks and 134 wells under this Municipality. Water is being supplied to the town from the Machhakandana river. Steps are being taken to supply protected water to the town. A sum of Rs. 38 lakhs has been approved by the Government for this purpose. The total number of staff employed by this local body is 114 of which 45 constitute the conservancy staff. The staff engaged to look to the public health and sanitation are : One Health Officer, one Sanitary Inspector, one Vaccinator and one Disinfecter.

The Municipality has framed two bye-laws, viz., (i) the Octroi bye-law and (ii) the Butchers' bye-law which have been duly approved by the Government.

At first Barbil was under a Notified Area Council which was constituted on the 15th August 1957. It has an area of 44.14 square kilometres (17.30 square miles). The population according to the 1961 Census was 19,340. The first election of this local body was held in 1963 and it then consisted of 9 wards with 9 councillors. Of these wards, two were reserved for the Scheduled Tribes and one for the Scheduled Castes candidates. There was a council for the management of the local body. Then the Barbil Notified Area Council was converted into a Municipality in 1969. The elections to the Municipality were conducted during the years 1969 and 1973 and the number of elected councillors was 14 in each election. The present area of this local body is 41.44 square kilometres (17.72 square miles). Its population as per 1971 Census* was 24,355. The last election to the Municipality from 11 wards was held in 1979 and 11 councillors were elected. Ward No. II and No. IX have been reserved for the Scheduled Tribes and Ward No. IV for the Scheduled Castes candidates respectively.

Barbil
Municipality

The chief sources of income of the local body are holding tax, lighting tax, water tax, education tax, octroi duty, market fees, licence fees under Dangerous and Offensive Trades Act, taxes on carts and carriages, cattle pound and slaughter house.

The income and expenditure of the local body in 1971-72 were Rs. 3,89,749.08 and Rs. 3,87,939.78 respectively which have increased to Rs. 11,94,822.56 and Rs. 10,48,956.49 in 1978-79.

The statement given below shows the annual income and expenditure of the Barbil Municipality from 1974-75 to 1978-79.

Year	Income			Expenditure
	Taxes and fees	Government grants	Total	
(1)	(2)	(3)	(4)	(5)
	Rs.	Rs.	Rs.	Rs.
1974-75	7,57,085.57	2,57,481.00	10,14,566.57	10,18,258.75
1975-76	7,77,039.74	2,07,978.25	9,85,017.99	10,79,604.71
1976-77	10,50,832.82	2,52,015.00	13,02,847.82	14,37,237.37
1977-78	9,06,922.96	3,36,734.00	12,43,656.96	12,07,044.88
1978-79	7,83,078.56	4,11,744.00	11,94,822.56	10,48,956.49

* 1981 Census enumerated 33,034 persons

The municipality has provided 105 street lights and 84 hydrants and 105 house connections. It has constructed 105 kilometres length of roads and 7 kilometres length of drains. In the year 1977-78, the local body spent a sum of Rs. 69,479·99 in maintaining roads. It is maintaining two High English schools and two Middle English schools in the town. The total number of staff of this Municipality is 105 of which 36 constitute the conservancy staff. Water is supplied to the town from Karo river by the Public Health Department. Steps are being taken to supply protected water to the town. One Health Inspector, two Vaccinators and one Disinfector constitute the Public Health staff.

The local body has framed the Octroi bye-law which has been approved by the Government.

Joda Notified Area Council

The Notified Area Council of Joda was constituted on the 16th June 1961. The area of this local body is 26·42 square kilometres (13 square miles). Its population, according to the 1971 Census* was 17,353. The general elections of councillors were conducted during the year 1963, 1969, 1973 and 1979 and the number of elected councillors was 11 in each election. The number of wards was 8 in each of the first three elections and increased to 11 in the last election. In the last election held on the 31st January 1979 the Notified Area Council was divided into 11 wards. Wards No. I and No. VI are reserved for the Scheduled Tribes and Ward No. IV for the Scheduled Castes candidates.

The chief sources of income of the Joda Notified Area Council are holding tax, octroi tax, cattle pound, tax on carts and carriages, market fees, fees from offensive and dangerous trades and house rents. The local body also receives grants from the State Government for its management.

The following is the yearwise income and expenditure of the local body from 1974-75 to 1978-79 :—

Year	Income			Expenditure
	Taxes and Fees	Government Grants	Total	
(1)	(2)	(3)	(4)	(5)
	Rs.	Rs.	Rs.	Rs.
1974-75 ..	1,27,076·01	1,81,120·50	2,73,283·62	2,13,200·39
1975-76 ..	2,79,810·82	1,21,006·00	4,75,435·82	6,40,641·76
1976-77 ..	2,46,937·12	1,90,825·00	4,59,744·32	4,86,690·72
1977-78 ..	3,78,472·20	1,48,891·00	5,49,316·50	4,31,210·06
1978-79 ..	3,33,946·99	1,74,462·00	5,08,408·99	5,16,266·40

* 1981 Census mentioned 26,294 persons

During 1971-72, the income and expenditure of Joda Notified Area Council, including Government grants, were Rs. 1,81,169-89 and Rs. 1,44,664-23 respectively and in 1978-79 the corresponding figures were Rs. 5,08,408-99 and Rs. 5,16,266-40.

The local body has provided 25 ordinary light points, 52 bar lights within its area and is maintaining a hospital at Joda. It maintains 135.5 kilometres length of road of which 37.5 kilometres are earthen, 55.0 kilometres water-bound macadam, 35 kilometres unsurfaced macadam and 8 kilometres black topped. At present 365 metres length of pucca drain is being maintained by it. A sum of Rs. 1,39,350-00 has been spent in maintaining roads during the year 1977-78. The staff strength of the local body is 42. Its conservancy staff consists of 11 members. Number of staff engaged to look to the public health and sanitation in the town is 14. Steps are being taken by the Public Health Department for integrated water-supply scheme at Baitarani Valley to provide piped water to the town. At present the Notified Area Council maintains 20 wells in the town for drinking water.

The Notified Area Council has framed the Octroi bye-law which has been approved by the Government.

The Anandapur Notified Area Council was constituted on the 15th August 1974. Its present area is 9.32 kilometres and population, as per 1971 Census* was 19,609. It is divided into 13 wards. Of these wards, No. IV is reserved for the Scheduled Tribes and No. XI for the Scheduled Castes. There is a nominated body of councillors consisting of 15 members to manage the affairs of the local body.

Anandapur
Notified
Area
Council

The local body derives its income from Anandapur ferry ghat, mango topes, tanks and other fisheries, water tax, carts and carriages, slaughter house, fees from offensive and dangerous trade, daily market and cattle pounds. Besides, it also receives grants from the State Government for its management.

The statement given below shows the annual income and expenditure of the Anandapur Notified Area Council from 1974-75 to 1978-79.

Year	Income			Expenditure
	Taxes and Fees	Government Grants	Total	
(1)	(2)	(3)	(4)	(5)
	Rs.	Rs.	Rs.	Rs.
1974-75 ..	14,385-65	11,000-00	25,385-65	19,709-28
1975-76 ..	71,838-53	78,702-00	1,50,540-53	1,23,601-47
1976-77 ..	57,255-82	97,440-00	1,54,695-82	1,14,697-29
1977-78 ..	79,268-26	1,32,618-00	2,11,886-26	1,19,889-28
1978-79 ..	96,023-63	74,703-00	1,70,726-63	1,51,055-80

* 1981 Census estimated 24,498 persons

The local body has provided 213 ordinary light points, 24 single bar lights and 2 Watt Mercury Vapour Lamps. It has also provided 72 hydrants in the town. The Notified Area Council has constructed 99 kilometres length of roads of which 2 kilometres are metalled, 47 kilometres unmetalled and 50 kilometres earthen. It maintains 4 kilometres length of pucca drain. A sum of Rs. 5,907.76 was spent in maintaining roads during 1977-78. At present 25 tanks are being maintained by this local body. The staff of the Anandapur Notified Area Council consists of 16 members which include 8 appointed for conservancy. Water is being supplied to the town from the Baitarani river by the Public Health Department.

General Election

As mentioned earlier, the councillors of the Kendujhargarh and Barbil Municipalities and the Joda Notified Area Council were elected every four years in accordance with section 41 (1) of the Orissa Municipal Act, 1950, read with section 12 (1) thereof. The election of Councillors to the Municipalities and the Notified Area Councils were suspended as per the provisions laid down in 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)—L. S. G., dated the 8th May, 1963 decided to hold the pending elections of the Municipalities and the Notified Area Councils.

The Chairman and the Vice-Chairman of these local bodies were elected by their respective councillors from among themselves. The councils discharge the duties as provided under the Orissa Municipality Act, 1950, with regard to finance, Public Health, Public Works, education and any other special subject relating to the purposes of the Act. The State Government have appointed Executive Officers in these local bodies to carry out day to day administration.

TOWN PLANNING

There are four towns* in the district, viz., Kendujhargarh, Barbil, Joda and Anandapur. Master Plans for Barbil and Joda have been prepared by the Town Planning Unit, Sambalpur, functioning under the Director of Town Planning Organisation, Orissa, Bhubaneshwar. The other towns of the district are not planned.

Zilla Parishad-District Advisory Council-District Development Advisory Board-District Development Board

With the Zilla Parishad Act, 1959, as amended in 1960 and 1961, coming into force a Zilla Parishad for the district of Kendujhar was constituted on the 27th January 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 develop-

* Six towns 1981 Census.

mental works. This 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.

The Zilla Parishad consisted of both official and non-official members. All the district level officers connected with the developmental works of the district were included as official members. The non-official members were the Chairman of each Panchayat Samiti, the Chairman of the Municipalities and the Notified Area Councils with a population of more than twenty thousand, Chairman and Vice-Chairman of the Zilla Parishad and the President of the Central Co-operative Bank. Besides, there was a lady member elected by the non-official members. Members of the State Legislative Assembly and the House of the People whose jurisdiction came under the district were entitled to 'participate in the meetings of the Parishad, but had no right to vote.

The Zilla Parishads were replaced by the District Advisory Councils from the 1st November, 1968. The District Advisory Council consisted of the following members :—

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|---|--------------------|
| 1. Collector of the district | .. Member-Convenor |
| 2. M. L. As. and M. Ps.
(Lok Sabha) whose constituency covers the whole or a part of the district and 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. President of the Central Co-operative Bank in the district. | Member |
| 5. Chairman of all the Municipal Councils of the district. | Member |
| 6. Presidents of Primary and Development Banks in the district. | Member |
| 7. A member of the District Development Committee. | Member |
| 8. Any representative of the public as may be notified by the Government from time to time. | Member |
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The functions of the District Advisory Council were to advise the Government regarding developmental works 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 bottle-necks in the execution of developmental work.

Again the State Government in Planning and Co-ordination Department Resolution No. 16636, dated the 14th November, 1970, superseded the District Advisory Councils 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, were included in the 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 of the district was the Chairman and the District Development Officer was the Member-Secretary of the Board.

All the functions of the District Advisory Council were entrusted to the District Development Advisory Board. In addition, the Board was 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, multi cropping, use of fertilizers, water resources management etc., where such co-operation and participation were essential for the smooth working of the schemes.

The District Development Advisory Board was abolished on the 8th July, 1974 and the present District Development Board was constituted on the 9th July 1974. The Collector of the district is the Chairman and the M. Ps. (Lok Sabha) and M. L. As. whose constituency covers a part of or whole of the district, Members of Rajya Sabha whose place of residence is in the district, Chairman of the Panchayat Samitis of the district, Chairman of the Municipal Councils of the district, Presidents of Central Co-operative Banks in the district, Members of the District Development Committee and any representative of the public, as may be notified by the Government from time to time, are members of the District Development Board. Besides, Ministers, Ministers of State, Deputy Ministers, Speaker, Deputy Speaker and Member of Parliament may nominate any person from their constituencies to represent them in the Board.

The functions of the District Development Board are :—(I) to advise the Government in the formulation of development programmes at the district level, (II) to review the progress of

developmental activities and to suggest measures for the expeditious implementation of various programmes and (III) to assist District Authorities in securing people's participation in the implementation of the local development works.

Panchayat Samitis, the second-tier in democratic decentralisation, were established throughout the State in accordance with the provisions of the Orissa Panchayat Samitis Act, 1959. In the district of Kendujhar the Samitis were constituted on the 26th January, 1961. At present there are 13 Panchayat Samitis in the district. 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 and the women members. The Scheduled Castes and the 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 Vice-Chairman from among themselves. Bi-monthly meetings are held regularly. Official members can take part in the discussions of the Panchayat Samiti meetings alongwith the 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 trusts and endowments which the Government may entrust to it, 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 Samitis. He is also its Drawing and Disbursing Officer. The main sources of the Samitis are the Government grants, and loans.

The Community Development and Social Welfare Department is the principal agency for providing funds to the Panchayat Samitis. The allotments of this Department to the Panchayat Samitis of Kendujhar district in 1977-78 and 1978-79 amounted to Rs. 29,000.00 and Rs. 94,000.00 respectively.

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

GRAMA
PANCHAYATS

Grama Panchayat is the primary unit in the democratic decentralisation. Some Grama Panchayats were constituted in the district with the introduction of the Orissa Grama Panchayat Act, 1948, with the aim to establish and develop local self-Government in the village communities and to make better provision for their administration. The Grama Panchayat administration was extended all over the district covering all the villages in 1954-55. These institutions are governed under the Orissa Grama Panchayat Act, 1964. Each Grama Panchayat comprising one or more than one village is divided into a number of wards. The election of Sarpanch, Naib-Sarpanch, members and the Scheduled Castes or the Scheduled Tribes members are conducted according to the provisions of the Orissa Grama Panchayat Election Rule, 1965. According to this rule, in every three years one member from each ward is elected to the Grama Panchayat on the basis of adult franchise. The Sarpanch is directly elected by the voters of the Grama Panchayat. But the Naib-Sarpanch is elected from among themselves by the panchayat members. The Sarpanch is the head of the Grama Panchayat. He is assisted by a Naib-Sarpanch. According to the Orissa Grama Panchayat Act, 1964, the executive powers of the Grama Panchayat for the purpose of carrying out the provisions of the Act, are exercised by the Sarpanch. He is assisted, in his duties by a Secretary appointed under the provisions of the Act and such other officers and servants for the Grama Sasan as may be necessary. The office of the members of the Grama Panchayat including that of the Sarpanch and the Naib-Sarpanch, is honorary. In areas where the Scheduled Castes or the Scheduled Tribes population of the Grama Panchayat is more than 5 per cent, provision has been made to elect a Scheduled Castes or Scheduled Tribes candidate. At present there are 169 Grama panchayats in the district which include 87 in Kendujhar subdivision, 45 in Anandapur subdivision, and 37 in Champua subdivision.

The Grama Panchayats continue to function as the main agency for the implementation of all development works and for mobilising manpower in rural areas. 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, aiding schools, supplying of drinking water, maintenance of roads and wells, ferry ghats, cattle pounds, providing street lights and implementing different agricultural schemes. Pisciculture is one of the most lucrative schemes in augmenting internal resources of the Panchayats.

The Village Level Workers working under the Grama Panchayat have now been re-designated as Village Agricultural Workers. There are 330 Village Agricultural Workers and 44 Agriculture Extension Officers working in the district. The Village Agricultural Worker is responsible for his duties to the Agriculture Extension Officer posted to each Community Development Block.

Besides Government grants and loans, the other sources of income of the Panchayats are the panchayat and other taxes, cattle pounds, rent from markets, vehicle registration fees, ferries and ghats. They also earn from pisciculture in panchayat tanks. The expenditure incurred by the Grama Panchayats include mainly money spent on construction and maintenance of roads and buildings, education, village sanitation, pisciculture, repairs of wells and tanks and other remunerative schemes and for paying of staff and other contingent expenses.

The annual income and expenditure of the Grama Panchayats of the district from 1972-73 to 1978-79 are given below :

Year	Income			Expenditure
	Income	Government grants	Total	
1	2	3	4	5
1972-73 ..	4,58,656.52	4,99,285.00	9,57,941.52	9,72,561.00
1973-74 ..	6,12,585.86	4,93,716.00	11,10,301.86	8,05,326.43
1974-75 ...	5,82,482.88	5,84,139.00	11,66,621.88	12,86,572.43
1975-76 ..	10,60,181.83	3,50,529.50	14,10,711.47	11,96,747.47
1976-77 ..	9,48,161.33	3,71,155.72	13,19,317.05	11,49,223.36
1977-78 ..	13,68,475.69	4,27,600.54	17,96,076.23	8,31,571.63
1978-79 ..	10,76,818.22	2,01,942.90	12,78,761.12	5,24,778.75

APPENDIX

Sl. No.	Name of the Panchayat Samitis	Headquarters
1	2	3
1.	Kendujhar	.. Kendujhar
2.	Ghatagan	.. Ghatagan
3.	Harichandanpur	.. Harichandanpur
4.	Telkoi	.. Telkoi
5.	Banspal	.. Saharpur
6.	Patana	.. Patana
7.	Saharpada	.. Saharpada
8.	Anandapur	.. Anandapur
9.	Ghasipura	.. Ghasipura
10.	Hatadihi	.. Hatadihi
11.	Champua	.. Champua
12.	Jhumpura	.. Jhumpura
13.	Joda	.. Joda