

CHAPTER XIV

LOCAL SELF-GOVERNMENT

179. History of local self-Government

The first Local Self-Governing body i.e., the Municipality of Sambalpur, was constituted without a legislative enactment under the authority of a Book Circular of the Central Provinces Government, issued as per notification No. 337, dated the 17th May 1867. The Central Provinces Municipal Act (XVIII of 1889) which was repealed by the Act XVI of 1903, gave it a legislative constitution.

180. District Council and Local Boards

Further step providing facilities for the creation of local administrative bodies with nominated members was taken when the Central Provinces Local Self-Government Act I of 1883 was extended throughout the non-municipal area of the district. Under this system, the Sambalpur District Council was constituted in 1883 and two Local Boards were also formed for each Tahsil, one being for the Khalsa and the other for the Zamindaries. There were thus four Local Boards, known as the Sambalpur (Sadar), Bargarh, Northern Zamindari, and Southern Zamindari Local Boards.

The constitution of the Khalsa Local Board was as follows. A certain portion of members consisted of mukaddams or the village head men, each of whom was elected by the mukaddams of the circle in the presence of the Tahsildar or Additional Tahsildar. Another portion consisted of representatives of the mercantile and professional classes who were elected by a body of electors of those classes enrolled by the Deputy Commissioner. A third portion not exceeding one third of the whole consisted of members nominated by Government. The constitution of Zamindari Local Boards was simple, each Zamindari being represented on the Board by the Zamindar himself or by the Manager of the Court of Wards on his behalf. The Tahsildar was Secretary and the Deputy Commissioner was Chairman of each of the Zamindari Boards.

The members of the District Council consisted of the representatives of the Local Boards and the mercantile classes and one member nominated by the local Government.

The District Council had no powers of taxation. Its income was derived from the following sources.

The net proceeds of the road and school rates, receipts from the Cattle Trespass Act, contribution from provincial revenues for expenditure under the heads Education, Medical, Civil Works, and Scientific and other minor departments, cattle registration fees, nazul rent, permit fees for lorries, income from the pontoon bridge over the river Mahanadi, canal and ferry receipts, sales of stores and materials and staging bungalow and sarai fees. Its duties consisted in the allotment and supervision of expenditure on the objects for the maintenance of which its income was raised.

181. District Board and Union Boards

The Sambalpur District Council was replaced by the Sambalpur District Board constituted under the provisions of the Sambalpur Local Self-Government Act, 1939 with effect from 1st August 1940. The four Local Boards constituted under the C. P. Local Self-Government Act were abolished and instead Union Boards were constituted at Jharsuguda, Bargarh, Barpali, Padampur, and Khariar.

In 1953, the term of the executives and members of the Boards having expired by efflux of time, no further election was held. The administration of the District Board was taken over by Government with effect from 1st January 1954. The Board under the management of Government continued till 25th January 1961 and was finally abolished on the advent of Panchayati Raj from 26th January 1961. There were 26 members in the District Board, the Chairman as its executive head and the Vice-Chairman with some delegated powers.

The District Board was mainly responsible for and was in charge of the following matters :—

- (a) Education (Primary and Secondary education in the district)
- (b) Medical (Maintenance and management of hospitals and dispensaries in the district).
- (c) Public Health including sanitation and vaccination
- (d) Public Works

There were four standing committees functioning each for education, finance, health and sanitation, and public works.

The District Board had sources of revenue of its own from cess, pounds, ferries, markets, and licence fees, etc. the average annual income, respectively being Rs. 36,000, Rs. 15,000, Rs. 80,000, Rs. 50,000 and Rs. 1,00,000. Besides, recurring and non-recurring grants were sanctioned by Government for education, medical relief, communication, buildings, water-supply, etc.

The annual receipts and expenditure ranged from Rs. 12,00,000 to Rs. 18,00,000.

182. Municipal Corporations

The four Municipalities of the district are situated at Sambalpur, Deogarh, Bargarh, and Jharsuguda.

(i) Sambalpur Municipality

Sambalpur is the oldest Municipality of the district. It was established in 1883. As mentioned earlier, the Municipality received legal sanction by the Central Provinces Municipal Act, 1889 which was repealed by the Central Provinces Municipal Act, 1903. The C. P. Municipal Act of 1903 continued to be in force till 1st June 1924 when it was repealed by the Bihar and Orissa Municipal Act, 1922 (Act VII of 1922). The Bihar and Orissa Municipal Act, extended to the municipality in Government notification No. 3634-L.S.-G., dated the 30th March 1924 came to be repealed by Orissa Municipal Act, 1950 (XXIII of 1950). The last named Act came into force with effect from 16th April 1951 by a Government notification No. 3001-L.S.-G., dated the 16th April 1951.

The area of this Municipality is 20.72 sq. kms. and its population according to the census of 1961 is 38,915. During 1951 to 1958 the Municipality had 18 wards and 20 councillors. From 1958 to 1963, the number of wards increased to 23 and councillors to 25 including two reserved for scheduled castes and scheduled tribes candidates. In December 1963, a fresh election was held for 29 members in 27 wards. Two seats were reserved for scheduled castes and scheduled tribes candidates. There was on change in the municipal election held on 31st January 1969.

Besides Government grants and contributions, the Municipality receives (a) latrine tax at 6½ per cent on the annual rental value of the holding, (b) water tax at 2 per cent on the annual rental value of the holding, (c) lighting tax at 1½ per cent on the annual rental value of the holding, and (d) octroi tax. It also collects license fees on cycles, rickshaws, bullock carts, dogs, platforms, balconies, advertisements and on articles prescribed to be licensed under section 290 of the Orissa Municipal Act, 1950.

Government grants and contributions under different heads like education, medical, health, road, etc., received by the municipality in 1963-64, 1964-65, 1965-66, 1966-67, and 1967-68 were Rs. 4,00,954, Rs. 5,94,350, Rs. 6,65,873, Rs. 6,06,699, and Rs. 6,17,393 respectively. During the above-mentioned years, income derived and loans incurred from other sources by the municipality stood at Rs. 8,00,534, Rs. 11,70,534, Rs. 12,66,210, Rs. 13,42,536, and Rs. 15,12,872 respectively.

The average annual income and expenditure of the municipality were Rs. 28,000 and Rs. 29,000 respectively for the decade ending in 1901. In 1907-09 the total receipts were Rs. 36,000 (excluding the opening balance of Rs. 16,000). The expenditure in the same year was Rs. 43,000. In 1929-30, its income and expenditure stood at Rs. 81,952 (excluding the opening balance of Rs. 7,562) and Rs. 79,573 respectively.

The following statement indicates the income and expenditure of this local body from 1963-64 to 1967-68.

Year		Income* (in Rs.)	Expenditure (in Rs.)
1963-64	...	13,61,574·85	11,19,900·50
1964-65	...	19,56,558·97	14,31,455·79
1965-66	...	24,57,186·40	20,48,132·15
1966-67	...	23,58,289·27	19,96,530·36
1967-68	...	24,92,024·63	21,67,281·49

The Municipality maintains roads, drainage and sewerage, street lighting, parks, 34 Primary schools, 12 Middle schools, two High schools, one Sanskrit Pathasala, three libraries, one dispensary and one maternity hospital. It has also constructed 16 tenements under slum clearance scheme by a sum of Rs. 9,500 sanctioned by Government as 50 per cent loan and 50 per cent grant and manages the conservancy work within its jurisdiction. Besides, it also executes anti-malaria scheme, safe drinking water scheme and vaccination scheme. There is proposal for construction of a model town on the open plot in front of Kalibari.

For execution and maintenance of these works, the municipality has engaged 727 persons.

Statement given below shows its expenditure incurred on welfare measures from 1965-66 to 1967-68.

		1965-66 Rs.	1966-67 Rs.	1967-68 Rs.
1. Roads	—	1,95,978·00	1,29,173·19	1,47,679·93
2. Education	..	4,80,318·98	4,63,322·43	5,66,044·11
3. Medical	...	43,598·66	90,647·04	48,415·07
4. Public Health (including drainage and water-supply.)		1,23,462·34	1,93,085·75	2,10,574·50
5. Veterinary	...	396·00	984·00	Nil

The municipality has framed (a) Cattle nuisance bye-law, (b) Park bye-law, (c) Hotel bye-law, (d) Octroi bye-law, (e) Rickshaw bye-law, and (f) Water bye-law. Except Octroi, Water and Rickshaw bye-laws, others have not yet received the approval of Government.

*Income includes opening balance

(ii) Deogarh Municipality

The municipality was founded by the late ruler Raja Satchidananda Tribhuban Dev of ex-Bamra State in 1912.

This municipality was then managed by a governing body of some nominated official and non-official members. The Ruling Chief was the President and the Dewan was the Vice-President. A nominee from among the members was performing the duties and functions of the Municipal Committee. Rules were framed in the light of the C. P. and Bihar and Orissa Municipal Acts and they were made applicable to the municipality. The municipal administration was thus managed till the appointment of the Special Officer after merger of the ex-State of Bamra with the province of Orissa.

After merger, it was reconstituted and recognised as a regular municipality of the State under Bihar and Orissa Municipal Act, 1922 vide notification No. 50/L.S.-G., dated the 3rd January 1951. Finally the Orissa Municipal Act, 1950 came into force from 1st April 1951 vide Government notification No. 3001-L. S.-G., dated the 16th April 1951. Accordingly, the elected Council took charge of the municipal administration from 1952.

The area of this municipality is 7 square miles (18.13 sq. km.) and its population according to the census of 1961 is 6,839. The municipality has nine wards and eleven elected councillors. Two of the councillors belong to scheduled castes and scheduled tribes. The councillors have elected from among them a Chairman and a Vice-Chairman. The term of office of the councillors expires once every five years.

The financial resources of this municipality include Government grants and loans, different taxes and fees and interest from investments; Taxes charged on holdings, water and lighting stand at 3 per cent, 3 per cent and 2 per cent, respectively on the annual rental value of the holding. The municipality also collects license fee on cycles, bullock carts, dogs different godowns and slaughter houses. It also receives octroi taxes and fees from cinemas, opera and theatres, hotels, storage of hide and horns and dry fish and from other sources.

The following statement gives the income and expenditure of the municipality from 1963-64 to 1967-68.

Years		Income* (in Rs.)	Expenditure (in Rs.)
1963-64	...	2,07,906.01	1,49,194.16
1964-65	...	1,76,183.26	1,05,138.12
1965-66	—	1,75,261.59	1,31,348.07
1966-67	...	2,84,132.99	1,87,247.66
1967-68	...	2,19,629.08	1,83,259.81

* Includes opening balance

There are earthen drains everywhere in the municipality and they are being dressed at intervals and cleaned regularly. There is proposal to make the drains pucca at a cost of Rs. 50,000, half of which will be a Government grant.

The municipality has provided 50 street lights.

The municipality maintains an establishment consisting of a Tractor Driver, a Zamadar, five coolies and fourteen sweepers for the purpose of conservancy. It has purchased a tractor-trailor for the purpose.

The Government in Health Department has posted a Sanitary Inspector, a Vaccinator and a Disinfector under the municipality.

The vaccine lymphs, etc. are supplied by the Health Department. But the municipality supplies the equipment which costs about Rs. 200 per year.

The municipality has spent Rs. 17,774.95 in 1967-68 for construction and maintenance of roads. It maintains about 24 Km. of roads.

The municipality also owns a park. It has spent Rs. 46,944.44 in 1967-68 for slum clearance and constructed 10 houses for sweepers.

This local body has engaged 36 persons to execute and maintain all the above developmental works.

(iii) Bargarh Municipality

This municipality consisting of a total population of 15,375 according to the census of 1961 and covering an area of 13.21 sq. km. was constituted under the Orissa Municipal Act, 1950 (Orissa Act XXIII of 1950) in Government notification No. 5124/L.S.-G. dated the 28th August 1951. The municipality commenced its functioning since 1st May 1952.

Prior to this, there was a Sanitation Committee at Bargarh constituted under the Central Provinces Village Sanitation Act 1902 and it continued up to 1941 when a Union Board was formed here under the Sambalpur Local Self-Government Act, 1939 (Orissa Act VI of 1939). The Union Board was replaced by the present municipality.

The area of the municipality has been divided into 15 wards returning fifteen councillors for non-reserved seats and one councillor for a reserved seat for scheduled castes. The members elect a Chairman and a Vice-Chairman from among themselves. The last election of the municipality was held on 30th January 1969.

The municipality has an Executive Officer on part-time basis,

Besides Government grants and loans, this local body realises the following taxes and fees:—

- (a) Holding tax at $1\frac{1}{2}$ p. c. on the annual value of holdings
- (b) Latrine tax at 2 p. c. on the annual value of holdings
- (c) Profession tax at the minimum rate prescribed u/s 131 (1)
(a) Orissa Municipal Act.
- (d) Octroi
- (e) Fees on dogs, horses and other animals
- (f) License fees for carts and carriages
- (g) Licenses fees for offensive and dangerous trade
- (h) License fees for public resort and other entertainments
- (i) Market fees
- (j) Rent on Municipal lands and buildings

The statement given below states the income and expenditure of the municipality from 1963-64 to 1967-68—

Years		Income* (in Rs.)	Expenditure (in Rs.)
1963-64	..	1,55,352.15	1,09,715.75
1964-65	..	3,88,083.54	2,07,568.41
1965-66	..	5,55,779.70	4,13,059.62
1966-67	..	5,26,011.84	4,51,201.08
1967-68	..	4,68,252.36	4,04,417.02

The municipality installed a ten-horse power water pump to provide pipe water to the town. The water supply was quite inadequate and was stopped. At present the Public Health Department supply pipe water to the town by installing more powerful pump. The municipality maintains 27 wells. There are 19 tanks within the municipal area.

This local body has provided 870 metres of pucca drains and 28 m. of roads. It has employed 158 persons which include 9 for office establishment 12 for tax collection, 33 for octroi collection, 3 for lighting, seven for drainage, 26 for latrines, 6 for cess-pools, 41 for road cleaning, 6 for trucks, 8 for public works, 2 for compost, and one each to look after water-supply, park, education, maternity centre and pounds.

An Assistant Health Officer, a Sanitary Inspector, a Vaccinator, and a Disinfector appointed by the Health Department of Government of Orissa have been posted under the municipality.

* Includes operating balance

The municipality has provided electric street lights throughout the town and kerosine-street lamps in small streets. It maintains also a childrens' park.

Statement given below gives expenditure incurred by the municipality on roads, education, medical, and health from 1963-64 to 1966-67—

Year		Public works Rs.	Education Rs.	Medical Rs.	Public Health Rs.
1963-64	..	15,063·82	..	1,420·00	52,297·96
1964-65	..	34,378·24	1,32·52	1,396·00	65,469·59
1965-66	..	26,340·79	1,570·60	1,576·00	2,09,637·68
1966-67	..	64,911·27	17,490·85	1,982·00	1,28,748·63

The municipality has framed the following bye-laws:—

1. Rickshaw bye-law
2. Regulation of Traffic on roads
3. Water Works bye-law
4. Octroi (Amendment) bye-law

Government have approved the Octroi bye-law

(iv) Jharsuguda Municipality

Jharsuguda town had Sanitation Committee till 1941, when a Union Board was constituted. The Union Board became defunct from the 1st May, 1952 and a municipality was constituted in Government notification No. 5124-L.S.-G., dated the 28th August, 1951. The Orissa Municipal Act, 1950, was enforced in this municipality from 1952-53.

The area of the municipality is 10·00 sq. miles (25·90 sq. km.) There are 13 wards with a population of 19,227 according to the census of 1961. The council consists of 15 members—13 for thirteen wards, one for scheduled castes and another for scheduled tribes. The councillors elect a Chairman and a Vice-Chairman from among them. The first election of the councillors was held in 1952 and the last in December, 1969. The office of the council is for five years.

Besides Government grants and loans, the municipality realises taxes on holding at 5 per cent on the annual rental value of the holding, taxes on lighting, carts, latrine, cycles and cycle rickshaws, and octro

duty. It also collects license fees on the commodities coming under sections 29 (i) and 316(i) of the O. M. Act, 1950. The other financial sources include fees for rendering service, fees for registration of dogs and rent on municipal lands.

The following statement gives the income and expenditure of the municipality since 1963-64 :—

Year		Income* Rs.	Expendi- ture Rs.
1963-64	..	3,64,394.18	2,32,982.18
1964-65	..	4,74,960.54	1,93,308.26
1965-66	..	6,42,184.87	3,85,782.49
1966-67	..	6,79,748.19	4,71,945.78
1967-68	..	6,74,572.95	4,82,351.83

The municipality has undertaken cleaning of roads and drains. Vaccination is done through the Sanitary Inspectors and Vaccinators deputed to this municipality by the Public Health Department of State Government. It supplies pipe water and has dug some wells. It provides 475 street lights within its area. The municipality maintains 25 km. of roads and 8 km. of drains. It also maintains a High School, a Middle School, two libraries and the town hall and has constructed quaters for scavengers. It has engaged 177 employees.

In 1967-68, this local body has spent Rs. 53,420.34 on education, Rs. 54,625.80 on medical, and health and Rs. 46,504.62 on development works like roads, drains etc.

The Master Plan of Jharsuguda town is completed. The scheme was taken up in accordance with the provisions of the Orissa Town Planning and Improvement Trust Act, 1956.

The municipality has framed the following bye-laws:

- (a) Rickshaw bye-law
- (b) Advertisement bye-laws
- (c) Octroi bye-law
- (d) Conservancy bye-law
- (e) Gratuity bye-law

The first three bye-laws have been approved by Government

* Includes opening balance

183. Notified Area Councils**(i) Notified Area Council, Hirakud**

The Notified Area Council at Hirakud started functioning from 12th June, 1964. The area of this local body which is divided into twelve wards, is 8.81 sq. km. The population according to the 1961 Census is 8,593. The Council consists of 15 nominated members from among whom 8 are officials and the rest non-officials. This local body maintains 15 km. of motorable and 6 km. of unmotorable roads. It has constructed two Primary School buildings and contributes for maintenance of two High Schools at Hirakud. It also helps some local libraries. The number of persons employed by this local body to look after its various activities is 27.

Besides Government grants, advances and loans, the Notified Area Council earns from taxes on holdings, carriages and from offensive and dangerous trade. It also levies Octroi duty and collects fees on market and pounds. The income and expenditure of the local body from 1964-65 to 1968-69 are as follows:—

Years		Income* (Rs.)	Expendi- ture (Rs.)
1964-65	..	62,114.41	48,040.42
1965-66	..	83,307.58	22,020.65
1966-67	..	4,70,410.40	3,50,600.64
1967-68	..	3,13,893.64	2,23,215.30
1968-69	..	2,92,707.13	2,57,405.17

The Rickshaw bye-law framed by this Notified Area Council has not yet been approved by the Government.

(ii) Notified Area Council, Burla

This local body with an area of 15.28 sq. km. and population (1961 Census) of 10,230 commenced functioning from 23rd June, 1964. The Notified Area Council consists of 12 wards, and 13 nominated members including the Chairman and the Vice-Chairman. Of the members, 8 are officials and the rest 5 are non-officials. It has employed 37 persons. It maintains 3 Lower Primary Schools, provides street lights, and looks

*Includes opening balance

to the sewerage and other sanitary works. The main sources of income of the local body are from Government grants and contributions and from taxes on holdings, carriages and on offensive and dangerous trade. It also levies fees and rents on markets, kine houses, shops and stalls.

The statement below gives the income and expenditure of the local body from 1964-65 to 1967-68

Year		Income* (Rs.)	Expendi- ture (Rs.)
1964-65	..	17,083.78	7,172.85
1965-66	..	65,266.57	24,713.04
1966-67	..	72,358.50	41,920.70
1967-68	..	44,930.96	1,39,717.86

(iii) Notified Area Council, Padampur

The Notified Area Council which started functioning from 2nd April, 1965, has an area of 8.03 sq. miles (20.79 sq. km.). The council is divided into 11 wards from which 13 members are elected. Of the members, two belong to scheduled castes and scheduled tribes. The last election for this local council was held in December, 1968. The local body collects Grama Panchayat taxes and taxes on carriages. It also levies fees on market, cattle pound, conservancy and rent on lands and buildings. Besides, it also receives Government grants and loans.

It supplies street lights, pipe water, maintains 16 km. of roads, one Upper Primary School and looks to sanitation and conservancy. It has engaged 44 persons.

The income and expenditure of the Notified Area Council since its inception are given below:—

Year		Income* (Rs.)	Expendi- ture (Rs.)
1965-66	..	71,074.95	22,791.06
1966-67	..	1,74,086.42	60,686.64
1967-68	..	1,87,996.76	95,430.28

*Includes opening balance

(iv) **Brajarajnagar Notified Area Council**

This Notified Area Council started functioning at Brajarajnagar from November, 1968. Before election it had 6 official and 9 non-official members. All were nominated. The first election of this Notified Area Council was held in February 1970. For the purpose of this election, the local body was divided into 17 wards. Twenty Councillors including three from scheduled castes and scheduled tribes were elected by adult franchise.

Election of Councillors, Chairman and Vice-Chairman

As mentioned earlier, each Councillor of the four Municipalities and Notified Area Councils at Padampur and Brajarajnagar elected by the adults of his ward, holds office for five years. In other Notified Area Councils, the members are nominated by Government. The elected Councillors elect Chairman, and Vice-Chairman, among themselves. But in a nominated Council, the Chairman and Vice-Chairman are appointed by Government.

The Council is responsible for the smooth administration of the local body. The Council has to discharge the duties devolving upon them under the Orissa Municipal Act, 1950 with regard to all or any of the following:—

(a) Finance

(b) Public Health, hospitals and dispensaries

(c) Public works

(d) Education

(e) Any other special subject relating to the purposes of the Act.

The powers and duties of the Chairman and the Vice-Chairman of all the local bodies are same as provided in the Orissa Municipal Act, 1950

There are Executive Officers appointed by Government of Orissa. They, either part-time or hole-time, look to the day to day administration of these local bodies.

184. Town Planning

During the 3rd Five-Year Plan (1961-62 to 1965-66) the Town Planning Organisation of the State selected six towns of the district, viz., Brajarajnagar, Burla, Hirakud, Jharsuguda, Sambalpur, and Bargarh for preparation of the Master Plans. By the end of 1970, Master Plans in respect of five towns, viz., Hirakud, Jharsuguda Brajaraj-nagar, Burla, and Sambalpur were completed. Master Plan in respect of Bargarh is in progress. The Town Planning unit at Sambalpur which works under the State Town Planning Organisation looks to the preparation of Master Plans for the towns of the district.

185. Zilla Parishad

The Zilla Parishad which started functioning from 14th February, 1961 was constituted under the provisions of the Orissa Panchayat Samiti and Zilla Parishad Act, 1959 (Orissa Act VII of 1960), with effect from the 26th January, 1961.

The Parishad was constituted of both official and non-official members. There were six standing committees appointed to advise the Parishad. The Parishad was functioning under a Chairman who was assisted by a Vice-Chairman.

The Parishad was responsible for the preparation of the district plans for development works including industrial developments. Besides the Parishad had supervisory functions over the activities of the Panchayat Samitis and Grama Panchayats.

The activities of Zilla Parishad all over the State failed to satisfy the Government, as a result of which the organisation were replaced by the District Advisory Councils on 1st November, 1968.*

The District Advisory Council for Sambalpur is constituted of 111 members which include the Collector (Member-Convener), all Members of Legislative Assembly and Members of Parliament of the district, the Chairman of all the Panchayat Samitis of the district, Chairman of four municipalities, namely, Sambalpur, Deogarh, Jharsuguda and Bargarh, Presidents of Central Co-operative Bank and District Land Mortgage Bank, Sambalpur, six Subdivisional Officers of the district and other district level officers.

* Since 14th November, 1970 the District Advisory Council has been replaced by the District Development Advisory Board. Collector of the district has been declared as the Chairman of the Board. The members of the Board are M. L.As. M. Ps. (Lok Sabha) whose jurisdiction comes under the district, M. Ps., (Rajya Sabha) whose place of residence is in the district, all the Chairman of the Panchayat Samitis of the district, all the Chairman of the Municipal Councils, Presidents of the Central Co-operative Bank, Land Mortgage Banks, all members of the District Development Committee and any representatives of the public declared as members by Government notification from time to time. The Minister, Deputy Ministers, Speaker and Deputy Speaker are entitled to nominate any person from their constituencies to represent them in the Board.

The meetings of the Board are convened by the Collector. He presides over the meetings.

The function of the Board is to advise Government regarding the formulation of activities at the district level, to consider and advise as to how best the developmental activities can be expeditiously and efficiently executed in the district and suggest ways and means to remove bottle-necks in the execution of development works and help the district authorities in enlisting the participation of the people for implementation of the schemes like high-yielding varieties, multi-cropping, fertiliser use, water resources management, etc., where such co-operation and participation is essential for smooth working of schemes.

The function of the Advisory Councils is to advise the Government on development and other activities referred to it, from time to time. It may also consider and advise Government as to how best the developmental activities can be expeditiously and efficiently executed and suggest ways and means to remove bottle-necks in the execution of developmental works.

186. Panchayat Samitis

There are 29 Panchayat Samitis in the district each having a Chairman, a Vice-Chairman and members. The Block Development Officers act as Executive Officers. The Panchayat Samitis were constituted from 26th January, 1961 under the provisions of the Orissa Panchayat Samit and Zilla Parishad Act.

The Panchayat Samitis consist of both official and non-official members. The official members include Block Development Officer and the representatives of various State Government Departments in the district. The non-official members are Sarpanchs of Grama Panchayats and an additional representative elected from each Grama Panchayat area not being a member of the Grama Panchayat. Women, and scheduled castes and scheduled tribes are duly represented in the Samitis. Non-official members hold office for 4 years. The Chairman and Vice-Chairman of the Samitis are elected from among the non-official members. Official and non-official members are allowed to take part in the discussion of the Panchayat Samitis meetings. But only non-official members are entitled to vote.

The Panchayat Samitis are responsible for executing all the development works in their jurisdiction through the agencies of the Grama Panchayats. The other function of the Samitis include control and spread of primary education, management of trusts and endowments which Government may entrust, registration of birth and deaths, and vaccination. The Samitis can also supervise the work of the Grama Panchayats.

Government grants and loans are the main sources of income of the Panchayat Samitis.

The Panchayat Samitis of the district received Rs. 5,35,760 as grant-in-aids during 1968-69.

A list of the Panchayat Samitis of the district with headquarters has been given in appendix.

187. Grama Panchayats

From before the British period, the Gountia system was prevailing. The Gountia was the headman of the village and was holding the post by virtue of his birth. Under him, there were two or three persons who were called Dakua, Jhankar, Nariha, and Chaukidar. They were given specific duties. The duties of Dakua and Jhankar were to call people to assemble in the meetings for discussion of important matters concerning the welfare of the villagers. Nariha was another title held by a family whose duty it was to supply water and other amenities for the conduct of the meetings and to look after the food arrangement, etc. of the village guests. The Chaukidar was to protect the villagers from theft. All these people were given landed properties by the Gountia for their services to the villagers. Each and every important decision for the village was taken in the meetings attended by the family headmen and the decisions arrived at were being carried out by all the villagers without any resentment. There was no adalti system then, as existing to day separate from general body. All adalti cases, as is understood at present were being put up before the general body for final decision.

The present system of Grama Panchayat was introduced in 1950-51 as per the rules laid down in the Orissa Grama Panchayat Act, 1948. Since then the Gountia system is no more in vogue. Now one or a group of villages taken together form a Grama Panchayat which are divided into various wards. Each ward is represented by its own elected member in the Panchayat meeting. The Sarpanch is directly voted by the electors. But one of the elected members is elected as Naib-Sarpanch. A Secretary may be appointed by the Sarpanch to maintain the records of the Grama Panchayat administration including income and expenditure. One or more sanitary staff are appointed to maintain the cleanliness in the Panchayat area.

At present the district has 315 Grama Panchayats,¹ including 136 in Bargarh and Padampur subdivisions, 92 in Sambalpur subdivision, 37 in Kuchinda subdivision, 33 in Deogarh subdivision and 17 in Rairakhol subdivision. Out of these, 27 Grama Panchayats have their own Adalti Panchayats for settling petty disputes both of civil and criminal nature thereby making the administration of justice in their respective areas simple, cheap and expeditious.

¹After formation of the Notified Area Council at Brajarajnagar in November, 1968 with three Panchayats of Sambalpur subdivision, the number of Panchayats in the district has been reduced to 312.

Income and Expenditure

The Grama Panchayats are authorised to impose and collect license fees for carrying offensive and dangerous trade. The Panchayats which provides lights, water and drainage facilities can also collect taxes for them. Besides, there are also remunerative schemes taken up by Panchayats such as income from ferry ghats, markets, cattle pounds, pisciculture and from orchards, etc. which increase the wealth of the Panchayat. The most important income of a Panchayat is the kendu leaf grant. Every Panchayat gets a minimum of Rs. 5,000 yearly to carry out Development schemes. The Panchayats also get other Government grants. The total income (including Government grants) of all the Panchayats of the district in 1967-68 was Rs. 6,31,645.06. Besides, Pay, D. A. and contingencies incurred for the staff, the expenditure of Panchayat include construction and repairing of various buildings like school, hospital, Bhagabatghar, market sheds, cattle pounds roads, etc. and for providing lights. They also spend on sanitation, welfare and on implementing various agricultural schemes. During 1967-68, the Grama Panchayats of the district had a total expenditure of Rs. 15,68,702.37.

Role played by Women and Harijans

There are female representatives in a number of the Grama Panchayats of the district, and in two of the Panchayats viz. Govindpur and Basantapur, women have been elected as Sarpanches. In each Panchayat Mahila Samitis have been formed and they have been allotted one acre of land each, the income of which is supposed to go for further improvement of the Samiti. They are also entrusted with education of village women, milk feeding of children, and teaching, etc. to specially selected women. They also organise at places variety shows and other remunerative schemes for improvement of their financial position.

There are Harijan members in many of the Panchayats. There is nothing specially allotted to them except taking all such members as members of the Standing Committee No. IV. These members generally put up before the Panchayats all difficulties experienced by Harijan people and seek measure of redressing them.

APPENDIX

Name of Panchayat Samiti	Headquarters
Sambalpur I	.. Dhankauda
Sambalpur II	.. Manesar
Sambalpur III	.. Jujomura
Rengali	... Rengali
Jharsuguda	... Jharsuguda
Lakhanpur	... Lakhanpur
Laikera I	... Laikera
Laikera II	... Kirmira
Laikera III	... Kolabira
Deogarh	.. Riamal
Barakot	... Barakot
Naikul	... Gogwa
Kuchinda	... Kuchinda
Jamunkira	.. Jamunkira
Gobindpur	.. Gobindpur (Bamra)
Rairakhol	.. Rairakhol
Naktideul	... Naktideul
Bargarh	.. Bargarh
Attabira	... Attabira
Bheden	... Bheden
Ambabhona	... Bhukta
Bhatli	... Bhatli
Sohela	.. Sohela
Bijepur	.. Bijepur
Gaisilat	.. Gaisilat
Padampur	.. Padampur
Paikmal I	.. Paikmal
Paikmal II	.. Jharbandh
Barpali	.. Barpali