

CHAPTER XIV

LOCAL SELF-GOVERNMENT

In order to educate the people in the art of administration and make them fit in course of time for higher responsibilities in the administration, the Boudh ex-State Panchayat Act conferred on them wide powers enabling the Panchayats to function in judicial, executive and administrative field.¹

History of
Local Self-
Government

More important of the functions entrusted to them were disposal of petty civil, criminal and miscellaneous disputes; management of the cattle pound, Devaghar; upkeep and improvement of village roads, tanks, and distribution of water for irrigation purpose.

There was no District Board in the district of Boudh-Khondmals prior to the Zilla Parishad.

At present, the district has two Notified Area Councils located at Phulabani and Boudh constituted under the Orissa Municipal Act, 1950. The other local self-governing bodies are the Grama Panchayats, the Panchayat Samitis and the District Development Board.

According to the Orissa Grama Panchayat Act, 1948, a Grama Panchayat consisting of 34 villages was formed at Phulabani in 1951 and it continued till the 13th February, 1963. As per the Government notification No. 9227-L. S. G., dated the 14th September, 1962, a portion of this Grama Panchayat consisting of 12 villages was converted into a Notified Area Council. The Phulabani Notified Area Council was constituted on the 14th February, 1963 with an area of 7.77 square kilometres (3 square miles). Its population in 1961 Census was 4,031. It consisted of 9 wards with 11 councillors in the first election held on the 20th October, 1963. Two wards were double-seated. Ward No. II was reserved for the Scheduled Castes and ward No. VI was reserved for the Scheduled Tribes candidates. There was a Council with the Chairman, the Vice-Chairman and a part-time Executive Officer for the management of the local body. At present the Phulabani Notified Area Council covers an area of 16 square kilometres. The population was 10,511 according to the 1971 Census. It has been divided into 11 wards, two of which are double seated. Two wards are reserved, one for the Scheduled Tribes and the other for the Scheduled Castes. The last election of this local body was held in 1973. The number of elected councillors in this election was 13. The general administration is managed by a Council who have elected the Chairman and the Vice-Chairman from among them. The resolutions passed by the Council are executed by the Executive Officer, who is an officer deputed by the State Government.

Phulabani
N. A. C.

1. Report on the Administration of Boudh State

BOUDH-KHONDMALS

The financial resources of the Notified Area Council are mainly derived from (1) holding tax, (2) latrine tax, (3) lighting tax, (4) water tax, (5) market fees, (6) cattle pound, (7) slaughter house, (8) cart tax, (9) rickshaw and cycle licence. Besides, the local body receives grants from the State Government.

The income and expenditure of this Notified Area Council in 1963-64 were Rs. 21,529.27 and Rs. 19,541.60 respectively which increased to Rs. 1,74,416.00 and Rs. 2,63,937.94 in 1975-76.

The statement given below indicates the annual income which expenditure of the local body from 1973-74 to 1975-76.

Year	Income			Expenditure
	Taxes and fees	Government grants	Total	
(1)	(2)	(3)	(4)	(5)
	Rs.	Rs.	Rs.	Rs.
1973-74 ..	41,609.33	1,15,202.00	1,56,811.33	1,81,735.03
1974-75 ..	63,945.61	1,94,650.00	2,58,595.61	4,16,058.55
1975-76 ..	74,126.00	1,00,270.00	1,74,416.00	2,63,937.94

The local body has provided 106 street lights and 7 hydrants in different places of the town. At present 18 kilometres length of roads and 1 kilometre of pucca drain have been constructed by this Notified Area Council. It spent a sum of Rs. 16,768 in maintaining roads in 1975-76. The total staff employed by this Notified Area Council is 58, of which 23 constitute the conservancy staff. The staff engaged to look to the public health and sanitation are : one Sanitary Inspector, one Vaccinator and one Disinfector. Water is being supplied to the town from the Pila Salki river. This local body also maintains 55 wells and 5 tanks for drinking water.

Boudhgarh
N. A. C.

The Boudhgarh Grama Panchayat was converted to Notified Area Council, Boudhgarh, as per Government notification No. 10043, dated the 14th October, 1961, covering an area of 20.8 square kilometres (8 square miles). The population as per 1961 Census was 7,359. It was functioning with 8 nominated members. At present it has also an area of 20.8 square kilometres with a population of 8,884 according to 1971 Census. The first election of councillors to this

local body was held in 1963. Out of 12 wards one was double seated. There was a Council consisting of 13 members for the management of the Notified Area Council. The last election was held on the 31st May, 1973. The number of wards increased to 14. One ward was double seated and one was reserved for the Scheduled Tribes candidates. The number of councillors increased to 15. The elected body of councillors with the Chairman and the Vice-Chairman manage the affairs of the local body.

The chief sources of income of the local body are holding tax, lighting tax, water tax, market boti, land rent, market room rent, lease of ferry ghats, cart and cycle licence, licence fees under section 290 of the Orissa Municipal Act, 1950; and cattle pound. It also receives grants from the State Government. In 1970-71 the total income and expenditure of the local body including Government grants was Rs. 1,37,760.16 and Rs. 1,52,893.27 respectively. During 1975-76 its income and expenditure including Government grants increased to Rs. 2,11,207.74 and Rs. 1,75,738.65.

The following is the year-wise income and expenditure of the Boudh Notified Area Council from 1973-74 to 1975-76.

Year	Income			Expenditure
	Taxes and fees	Government grants	Total	
1	2	3	4	5
	Rs.	Rs.	Rs.	Rs.
1973-74 ..	65,053.06	64,236.00	1,29,289.06	1,38,841.92
1974-75 ..	56,683.93	1,03,205.00	1,59,888.93	1,55,119.13
1975-76 ..	90,327.74	1,20,880.00	2,11,207.74	1,75,738.65

The local body has provided 219 bulb points, 29 single bar lights and one double bar light in the town. It has also provided 60 hydrants. It is maintaining 31.40 kilometres of road of which 7.20 kilometres are metalled, 8 kilometres unmetalled, 6.20 kilometres earthen and 10 kilometres black topped. A sum of Rs. 31,000 was spent in maintaining roads during the year, 1976-77. Besides, the local body has constructed 6.40 kilometres length of earthen drains and 753 metres length of pucca drains in the town. The staff of the Boudhgarh Notified Area Council consists of 39 members which includes 27

appointed for conservancy. Piped water is being supplied to the town from the Mahanadi. There are 1 Sanitary Inspector, 1 Vaccinator and 1 Disinfector who look to the public health and sanitation of the town.

General Election

As mentioned earlier, the councillors of the Phulbani and the Boudhgarh Notified Area Councils are 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 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 in the district 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. There are Executive Officers appointed by the State Government in these local bodies to carry out day to day administration.

Town Planning

There are two towns in the district of Boudh-Khondmals, namely, Phulbani and Boudh (Boudhgarh). These towns are not planned by the Town Planning Organisation, Orissa. However, it has been proposed to take up the preparation of a Master Plan for the district headquarters town, Phulabani during the year, 1978-79.

Zilla Parishad

With the Zilla Parishad Act, 1959, as amended in 1960 and 1961, coming into force, Zilla Parishad for Boudh-Khondmals district was constituted in the year, 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. 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 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 Notified Area Councils with a population of more than twenty thousand, and the President of the Central Co-operative Bank. Members of the State Legislative Assembly and of the House of the People whose jurisdiction comes 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—

District
Advisory
Council

- | | | |
|---|----|-----------------|
| 1. Collector of the district | .. | Member-Convener |
| 2. M. L.As., and M.Ps., (Lok Sabha) whose jurisdiction comes under the district and M. Ps., (Rajya Sahbha) 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. Presidents of the Central Co-operative Banks. | | Member |
| 6. Presidents of the District Land Mortgage Banks. | | Member |
| 7. Any officer notified by the Government from time to time. | | Member |

The functions of the District Advisory Council were to advise the Government regarding developmental work and other activities referred to it by the Government from time to time and also consider and advise 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 works.

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 whose jurisdiction comes

District
Development
Advisory
Board

under the district and M. Ps., (Rajya Sabha) whose place of residence is in the district were also members. 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.

District
Develop-
ment Board

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 M. Ps., and M. L. As., whose constituency covers a part of or whole of the district, Members of the 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 the Central Co-operative Banks in the district, Presidents of the Land Development 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 Members 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 expeditious implementation of the various programmes and (iii) to assist the District Authorities in securing people's participation in the implementation of local development works.

Panchayat
Samitis

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 Boudh-Khondmals the Samitis were constituted on the 26th January, 1961. At present there are 15 Panchayat Samitis in the district. Each Panchayat Samiti, which includes within it six to ten Grama Panchayats, is coterminous in regard to its area with the Blocks created by the Government in the Community Development Department.

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 the 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. By-monthly meetings are held regularly. Official members can take part in the discussions of the Panchayat Samiti meetings along with non-official members, but are not entitled to vote.

The planning, execution and supervision of all 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 Samiti. He is also its Drawing and Disbursing Officer. The main sources of income of the Samitis are the Government grants and loans.

The Community Development and Social Welfare Department of the State Government is the principal agency for providing funds to the Panchayat Samitis. The allotment of this Department to the Panchayat Samitis of Boudh-Khondmals district in 1975-76 and 1976-77 amounted to Rs. 4,26,053.00 and Rs. 4,28,159.00 respectively.

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

Grama Panchayat is the primary unit in the democratic decentralisation. Some Grama Panchayats were constituted in the district after 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 1955-56. 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 Rules, 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

Grama
Panchayats

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 152 Grama Panchayats in the district which include 32 in Khondmals subdivision, 41 in Boudh subdivision and 79 in Baligurha subdivision.

The Grama Panchayats continue to function as the main agency for the implementation of all development works and for mobilising man-power in the 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 Panchayats include looking to village sanitation, aiding schools, supplying of drinking water, maintenance of roads, 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. Steps are also being taken by the Panchayats for the development of the socio-economic conditions of the Scheduled Castes and the Scheduled Tribes people. Generally women are given training in sewing, embroidery, and arts and crafts through the Mahila Samitis organised in different villages of the district. Adult Literacy Centres have also been established for the women. The Panchayats also recommend the poor villages for the execution of the special nutrition programme for the benefit of the Scheduled Tribes and the Scheduled Castes women and children. Besides, the Scheduled Tribes and Scheduled Castes of the district are getting benefit through the Integrated Tribal Development Project and Drought-prone Area Programme Schemes.

The Village Level Workers working in the Grama Panchayats have now been re-designated as Village Agricultural Workers. In the district, for each category of 400 farmers one Village Agricultural Worker is posted. 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 and ferries and ghats. They also earn from pisciculture in Panchayat tanks. The expenditure incurred by the Grama Panchayat 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 1973-74 to 1975-76 are given below.

Year	Income				Total Expenditure
	Income	Kendu Leaf grant	Government grant	Total Income	
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	Rs.
1973-74	10,50,900·39	4,00,961·00	5,03,805·53	19,55,666·92	12,33,077·28
1974-75	22,36,071·36	7,39,151·45	8,71,709·58	38,46,932·39	15,33,272·92
1975-76	15,44,456·25	6,01,333·00	7,46,279·11	28,92,068·36	12,54,467·61

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 152 Grama Panchayats in the district which include 32 in Khondmals subdivision, 41 in Boudh subdivision and 79 in Baligurha subdivision.

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	Rs.	Rs.	Rs.	Rs.	Rs.
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1974-75	22,36,071.36	7,39,151.45	8,71,709.58	38,46,932.39	15,33,272.92
1975-76	15,44,456.25	6,01,333.00	7,46,279.11	28,92,068.36	12,54,467.61

APPENDIX

Name of the Panchayat Samitis	Headquarters
(1)	(2)
Phulabani	Phulabani
Khajuriparha	Khajuriparha
Harabhanga	Charichhak
Boudh	Boudh
Kantamal	Kantamal
Phiringia	Phiringia
Tikabali	Tikabali
Chakapad	Bastingia
G. Udayagiri	G. Udayagiri
Raikia	Raikia
Nuagan	Nuagan
Baligurha	Baligurha
Kotagarh	Kotagarh
Tumudibandha	Tumudibandha
Daringbarhi	Daringbarhi