

CHAPTER XIV

LOCAL-SELF GOVERNMENT

130. History of Local Self-Government in the district

The district of Dhenkanal consists of five ex-States; and Angul which was a British administered tract. Among the ex-States, Dhenkanal, and Talcher had some form of Local Self-Government under the Durbar Administration. These ex-States had their respective municipalities at headquarters towns while Angul had a Sanitary Union Committee organised according to Section 68 of the Angul Laws and Regulations of 1913.

At present there are two municipalities at Dhenkanal, and Talcher; and one Notified Area Council at Angul, constituted under the Orissa Municipal Act, 1950.

131. Dhenkanal Municipality

Prior to merger there was a Municipality in Dhenkanal town under Regulation I of 1933, which was enforced on the 1st September, 1933. There was one Tax Collector-*cum*-Clerk with one Peon. The scavenging staff consisted of 12 sweepers whose only duty was to sweep the Municipal roads which were maintained by State Public Works Department. The financial position of the Municipality was inadequate as the income was about rupees two thousands only. The area of this Municipality was 2.59 square kilometres.

After merger of States it was reconstituted in 1951 and was put in charge of a Special Officer who had the powers of the Chairman and Vice-Chairman.

In 1951, the boundary of the Municipality was extended to Alsua, and Naranpur villages in the north; Similia, Sansathiabatia, Ichhadeipur, and Shyamacharanpur villages in the east; Reserved Forest in the south; and Badasathiabatia, and Banamaliprasad, in the west. The area of the Municipality is 5.18 square kilometres.

The Municipality is divided into 12 Wards with 2,700 holdings. The present population is about 18,000. There are 13 Councillors who have been elected from 12 Wards. Ward No. 12 is a double seated Ward. Besides, one Councillor is being nominated from Scheduled Castes.

The general administration of the Municipality is managed by a Council of 13 members who have elected Chairman and Vice-Chairman among them. The powers of the Chairman are exercised under Sections 90,91,92 and 93 of the Orissa Municipal Act, 1960. The powers of the Vice-Chairman are exercised under Section 89-A as and when the

Chairman delegates his powers. The resolutions passed by the Council are executed by the Executive Officer, who is an officer deputed by the State Government.

The financial resources of the Municipality are mainly derived from (1) Holding Tax, (2) Professional Tax, (3) Toll Tax, (4) Tax on carriage and carts, (5) Licence fees under Sections 290 and 307 of the Orissa Municipal Act, 1950, (6) Licence fees on lease of road side lands, (7) Licence fees on daily and weekly markets, (8) Light Tax, (9) Latrine Tax, and (10) Government grants-in-aid.

The rates of different taxes and fees levied by this Municipality is given in footnote.

The following is the annual income and expenditure of the Municipality from 1965-66 to 1969-70 :—

Year		Income Rs.	Expenditure Rs.
1965-66	..	2,51,080	2,47,771
1966-67	..	2,66,697	2,77,449
1967-68	.	3,38,306	2,77,449
1968-69	..	3,51,112	2,75,902
1969-70	..	6,04,731	6,84,330

The Municipality undertook a scheme for water-supply at a cost of Rs. 5, 15,000. The scheme is being executed by the Public Health Division and 90 water taps have been installed by the side of roads and lanes. In the mean time, the Municipality has incurred a loan of Rs. 2,33,000 from the Life Insurance Corporation of India, to give water connection to the houses. The Chief Engineer, Public Health Division, requires a sum of Rs. 26,00,000 more to complete the scheme. As such it is waiting for Government grants yet to be sanctioned. In 1969-70 the Municipality took a loan of Rs. 1,00,000 from the Life Insurance Corporation of India for construction of drainage and sewerage lines. The survey

Holding tax—7 per cent of the annual value of holding; Latrine tax—7 per cent; Professional tax—Rates specified as under section 507, Orissa Municipal Act, 1950; Tax on Carts and Carriages :—Rs. 3 per cycle, Rs. 8 per cycle rickshaw, Rs. 3 per bullock cart, and Rs. 3 per rickshaw driver; Licence fees for cabins—15 paise per square foot; Licence fees for road side sale, 6 paise per head-load, 50 paise per cart-load, and Rs. 4 per truck-load; House rent—Rs. 7.50 per room per month in the first and second row, and Rs. 5 in the last row of the market.

work is going on. A sum of Rs. 7,50,000 will be required to complete the scheme. Since 1961 it has given 400 light posts on roads, streets, and by-lanes. In 1968 it enforced light tax amounting to Rs. 16,000 per year. From 1962 it is maintaining a high school in Dhenkanal town named Lakshmidhar Municipal High School. Recently 3 Primary School buildings have been constructed. There are 23 male and 35 female sweepers to sweep roads and remove rubbish to Compost ground. The female sweepers clean private and public latrines. The Agriculture Department have deputed one Compost Mistry and one Compost Inspector to teach skills for composting. Two Sanitary Inspectors, one Vaccinator and one Disinfector have been deputed by the Health Department to supervise and control the sanitation work. The Municipality maintains a public library and reading room and a town hall for meetings. It has constructed a park called Nehru Park. It maintains 24 kilometres of Municipal roads. There is one part-time Engineer, and one whole time Overseer, and one Work Sarkar to look after the construction works. The Municipality is maintaining a market building and receives a rent of Rs. 5,000 per year.

132. Talcher Municipality

The Talcher Municipality was first constituted by the erstwhile Durbar Administration during the year 1913-14, as it appears from the Talcher State Regulations of 1913-14. During this period the area of the Municipality was 10.36 square kilometres. It was divided into 4 Wards and was under the management of a Municipal Council which consisted of 8 members, out of which, 4 elected representatives of the taxpayers and 4 nominated by Durbar including the Chairman of the Council.

A set of Bye-laws and Regulations (34 Regulations and 26 Municipal Bye-laws) was enforced in 1931-32 to carry out the day-to-day administration of the Municipality. The bye-laws and regulations were framed for maintenance of the public health and sanitary conditions of the municipal area including the powers of collection of the various taxes and fees.

After merger of Talcher ex-State with Orissa in 1948, the Bihar and Orissa Municipal Act, 1922 was introduced by the Government of Orissa in notification No. 5933-L. S. G., dated the 30th July, 1949.

The Orissa Municipal Act, 1950 was subsequently enforced in place of the Bihar and Orissa Municipal Act, 1922, during the year 1950. The first general election of Councillors for ten wards was held. Another councillor was nominated from Scheduled Castes. These eleven Councillors of the Municipality continued to hold office till the 1st May 1954, when the Municipality was replaced by a Notified Area Council¹.

1. Development (L.S.-G.) Department Notification No. 3662-L.S.G., dated the 1st May 1954.

The Notified Area Council was constituted with 9 nominated members out of which 5 were official and 4 non-official with the Subdivisional Officer, Talcher as Chairman. It functioned for three years and was reconstituted in 1958. The number of Councillors was increased to 11 out of which 6 were official and 5 non-official members with the sub-divisional Officer, Talcher as its Chairman. During the year 1961 election system was re-introduced. Election of 11 members from 10 Wards was held in March 1962. One ward was double-seated, being reserved for Scheduled Castes. It continued up to 1969, when it was again changed to a municipality as per Urban Development Department's notification No. 5426-U.D., dated the 12th March 1969.

The boundaries of the Municipality extend to Promodprasad, Bihari-pur, and Kishorepal in the north; Sendhagaon, Gograpur, Amritdeipur, and Dhobapal in the south; river Brahmani in the east; and Baghua-bol, Deulbera, Budapasi, Gengutia, Balugaon, Talbeda, and Dasarathipur in the west. The total area is 17.66 square kilometres. The Municipality has 10 Wards, 2,117 holdings and 11,798 population according to provisional figures of 1971 Census. One seat is reserved for Scheduled Castes.

The general administration of the Municipality is managed by a Chairman, a Vice-Chairman, and 9 Councillors who are elected members. The Chairman and Vice-Chairman are elected by the Councillors from among them. The powers of the Chairman, Vice-Chairman, and Municipal council have been laid down in the Orissa Municipal Act, 1950. There is one Executive Officer deputed by the State Government to execute the resolutions passed by the Council. There are 3 clerks, 47 men in the health and sanitary staff including one Assistant Health Officer and 12 tax collectors.

The financial resources of the Municipality are derived from Holding tax, Professional tax, grants and loans from Government, tax on carriages and carts, Octroi tax, licence fees under Section 290 of the Orissa Municipal Act, 1950, licence fees on lease of road-side lands, licence fees on daily and weekly markets, pounds, ferries, fisheries, meat stalls and slaughter houses, Light tax, Latrine tax, and miscellaneous receipts such as, pisciculture, rent of market building, auction of hides, horns, and bones; fees from rickshaw drivers and rickshaws and licence fees for bicycles.

The annual rates of different taxes and fees levied by this Municipality are given in footnote.

Tax on holdings—	5 per cent of the annual rental value of holdings.
Professional Tax—	The maximum rates of half-yearly tax leviable on each class of income group as specified under Rule 507 of the Orissa Municipal Rules.
Tax on carriages and carts—	(a) Rs. 2.37 per bullock cart (b) Rs. 2.12 per bicycle (c) Rs. 5.00 per cycle rickshaw

In 1969-70 the income derived by the Municipality from holding tax, professional tax, tax on carriages and carts, and octroi tax is Rs. 7,944, Rs. 1,903, Rs. 2,151, and Rs. 33,923, respectively.

The following is the annual income and expenditure from the year 1965-66 to 1969-70 ;

Year	Income Rs.	Expenditure Rs.
1965-66 ..	6,24,099	5,40,631
1966-67 ..	2,69,117	1,93,582
1967-68 ..	2,56,820	2,10,589
1968-69 ..	2,72,537	2,04,650
1969-70 ..	3,27,605	2,33,576

The Municipality has entrusted the Public Health (Engineering) Department of Government with execution of the piped water-supply scheme and deposited Rs. 4,07,000 in 1965-66 for the purpose. The department has so far provided 37 water taps on road sides. The scheme has not yet been completed. Pucca and Katcha drains have been provided. The Municipality has provided 132 street light points. Rs. 8,652 has been spent towards the energy consumption charges and extension of new lines for street lighting in 1969-70. One Middle School is under the management of the Municipality. There are 109 pupils and the staff consists of one headmaster, and three assistant teachers. The Municipality has spent Rs. 10,376 for management of the School during 1969-70. The conservancy and public health works are in charge of an Assistant Health Officer, a Sanitary Inspector, a Vaccinator, a Disinfecter and other conservancy staff. Sweeping of roads and lanes, removal of night soil, etc., are regularly done. A sum of Rs. 77,216 has been spent during 1969-70. The Municipality maintains 24 kilometres of roads and spent Rs. 7,173 for repairs and maintenance in 1969-70. It is maintaining one Allopathic dispensary. During 1969-70, 11,312 males, 10,610 females, and 17,516 children have been given treatment. Rs. 5,407 has been spent for the management of the dispensary. In the same year 3,934 inoculations, 534 primary and 1,839 re-vaccination and 526 disinfection of public and private wells have been done. The Municipality has constructed a few houses for shops and let out on rent. It has constructed one two-storeyed building of 12 tenements under the slum clearance scheme.

133. Notified Area Council, Angul

In exercise of the powers conferred by Section 68 of the Angul Laws Regulations (111 of 1913), the Government of Bihar and Orissa formed a Sanitary Union Committee for Angul on the 7th January, 1930. The sanitary and municipal control of the Union rested in a committee consisting of 9 members; out of whom four were *ex officio* members and five non-official residents appointed by the local Government. A non-official member was acting as Honorary Secretary.

The Angul Sanitary Union Committee, was converted into 'Angul Notified Area Committee' in 1931 consisting of nine nominated member with the Deputy Commissioner, Angul, as Chairman¹. Subsequently with the abolition of the post of Deputy Commissioner, Subdivisional Officer, Angul, was appointed as Chiarman of the Committee.

During 1932-33, the Notified Area Committee imposed holding tax on Government buildings and personal tax under Section 82 of Bihar and Orissa Municipal, Act, 1922.

The Notified Area Committee was managed by Government grants, the amount received from taxation of Government institutions, and personal tax.

The Committee specially attended to the conservancy including sweeping of roads, cleaning of public latrines, disposal of rubbish and night soil to the compost ground, and lighting of the roads.

This Notified Area Committee continued up to the 31st July, 1955, after which it was converted into a Notified Area Council under Orissa Municipal Act, 1950, with effect from the 1st August, 1955.

The Council was reconstituted with 10 members, out of which 5 were official and 5 non-official nominated by Government with one member from Scheduled Castes. The Subdivisional Officer, Angul was the *ex officio* Chairman of the Council.

The first election of the Notified Area Council was held on the 6th November, 1963 according to Health (L. S. G.) Department, (Memo. No. 8341 (2)-L.S.-G., dated the 31st July, 1963, and the first elected body of councillors with Chairman and Vice-Chairman started functioning from the 20th December, 1963. The second election was held on the 31st January, 1969 and the elected body of councillors started functioning from the 6th March, 1969.

¹. Government of Orissa notification No. 8931-L. S. G., dated the 7th November 1931.

The area of the Notified Area Council is 6.47 square kilometres. It is divided into 10 wards with 1061 holdings and a population of 9,961 according to provisional figures of 1971 Census. There are 11 elected councillors as Ward No. IV is double-seated being reserved for a candidate from Scheduled Castes.

The general administration of the Notified Area Council is managed by the Chairman and Vice-Chairman who have been elected from among the councillors. The Executive Officer, executes the resolutions passed by the Council. There are 4 Clerks and 5 Class IV employees. The health and sanitary staff consists of one Sanitary Inspector, one Vaccinator, one Disinfectant, and 26 sweepers. The Tax Darogas collect taxes.

The financial resources of the Council are derived from (a) Holding tax, (b) Professional tax, (c) tax on carriages and carts, (d) Light tax, (e) Latrine tax, and (f) Government Grants and loans.

Besides, Government grants and loans, the main sources of income of the Council are holding tax and light tax.

The following is the income and expenditure from 1965-66 to 1969-70 :

Year		Income	Expenditure
		Rs.	Rs.
1965-66	..	96,006	78,651
1966-67	..	2,54,818	99,682
1967-68	..	2,26,392	1,37,306
1968-69	..	1,93,941	1,63,649
1969-70	..	1,87,277	1,29,579

From 1966 piped water has been supplied in the town. The filtration system has not yet been done. Water is supplied from Raniguda tank through a Service Reservoir of 20,000 gallons capacity. Raniguda tank is fed from the water source of Derjang Dam through a distributary. Disinfection of water is done by chlorination. Pucca drains have been constructed. Street lights have been provided all over the town. One park is maintained and another park is proposed to be set up soon. It is maintaining 24 kilometres of metalled roads and 10 kilometres of unmetalled roads. Five rooms for shops have been constructed at the bus-stand and let out at monthly rent of Rs. 65 each. Similarly 8 rooms have been constructed at the daily market for rent. 12 tenements have been constructed under slum clearance scheme and let out to different persons on rent.

134. Town Planning

The town of Angul having been established towards the latter part of 19th century was planned with good roads and drainage facilities. It was divided into separate *padas*.

The old capital of Angul Estate was at Purunagarh, about 13 Kilometres from present Angul town on Angul-Tikarpara Road. The removal of the headquarters from the old capital (Purunagarh) was considered necessary by the British on account of extreme unhealthiness of the place. From official records it is evident that Purunagarh was not a suitable place as "There is not a single respectable shop, the few that one there are so poor that they cannot supply even the barest necessaries of life and the Government officials and other residents have very often to make their purchases at weekly hats at Sankpur and Jarasinga which are about 6 miles distant".

The establishment of the new station at Holursinga (New Angul) was sanctioned in Government letter No. 656-P. D., dated 12th October 1892. Land was acquired for the new station at Angul on the 30th March, 1897. Lands were acquired as shown in the footnote for extension of the town and construction of major establishments. Other towns of the district are not planned. The Town Planning Organisation proposes to take up planning for Talcher Industrial Complex.

135. Zilla Parishad

The Zilla Parishad was the highest institution in the 3-tier system of Panchayati Raj. It functioned with effect from the 5th February 1961, 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 had both official and non-official members. The Parishad was headed by a Chairman who was assisted by a Vice-Chairman and both of them were elected from its non-official members.

Lands from the following villages were brought		
within town boundary:—		Acres
Jemadeipur	..	318·85
Turanga Jungle	..	336·49
Somanathpur	..	127·22
Baniabahal	..	107·05
Land acquired for major office buildings		
Kutchery Compound	..	45·55
Parade ground	..	47·24
Officers quarters	..	52·41
Police-station, Barrack, and hospital	..	14·58
Bazar	..	33·24
Amala quarters	..	26·68
Jail, and Dispensary compound	..	44·55
Roads	..	39·29
Other land included in town boundary	..	521·27

The Parishad mainly approved the schemes and budgets of the Panchayat Samitis, distributed funds among them, and supervised over the execution of various schemes of Panchayat Samitis and Grama Panchayats.

Zilla Parishads were replaced by the District Advisory Council on the 1st November, 1968. Subsequently, on the 14th November, 1970 the District Advisory Council was replaced by the District Development Advisory Board.*

136. Panchayat Samitis

The district has been delimited into 16 Panchayat Samitis and all of them functioned simultaneously with effect from the 26th January, 1961. A Panchayat Samiti is coterminous with a Community Development Block.

The Samitis are elected bodies, and consist of official and non-official members. The official members are Block Development officer who is the Executive officer of the Samiti, and officers of different departments posted at Block level. The non-official members are Sarpanches of Grama Panchayats and another representative elected from each Grama Panchayat area not being a member of the Grama Panchayat. Scheduled Castes, Scheduled Tribes, and women are represented in the Samitis. The official members are entitled to take part

*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 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 member by Government notification from time to time. The Ministers, 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.

in the discussions of the meetings but not to vote. The non-official members generally hold office for a period of 4 years. The head of the Samiti is Chairman who is assisted by a Vice-Chairman elected from the non-official members.

The Samiti plans, executes, and supervises over all development programmes in its area. It is also responsible for spread of primary education, management of trusts, and endowments which the Government may entrust. It also supervises the work of the Grama Panchayats within its jurisdiction.

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

During 1969-70, the Panchayat Samitis of the district received Rs. 2,32,99,060 as loans and grants-in-aid, including Rs.2,71,359 as grant from the revenue derived from Kendu leaves and expended Rs. 1,71,77,829.

A list of Panchayat Samitis with headquarters, and number of Grama Panchayats is given in Appendix I.

137. Grama Panchayats

The Grama Panchayats have been set up as units of autonomous bodies as a measure of decentralisation of administration. These are managed by Sarpanches, Naib-Sarpanches and elected members of village wards. During 1951-52, there were 38 Grama Panchayats in the district. Their number was increased to 164 during 1956-57. At present there are 231 Grama Panchayats according to Government of Orissa Notification No. 3705, dated the 10th March, 1966, Community Development (Grama Panchayat) & Public Relation Department.

The total population covered by Panchayats is 10,28,935 including 180,118 of Scheduled Castes and 141,945 Scheduled Tribes. The total number of wards is 3,640. In areas, where the Scheduled Castes or Scheduled Tribes population is more than 5 per cent, provision has been made to elect a Scheduled Castes or Scheduled Tribes Candidate.

The duties and functions of Panchayats have been outlined under Sections 44 and 45 of the Orissa Grama Panchayat Act, 1964, which relates mainly to communication, primary education, sanitation, and water supply.

The financial resources of the Panchayats constitute all proceeds from tax, toll, fees, fines, and Government grants. Besides, the Panchayats are assigned public properties the income of which goes to Panchayat funds. In the district 3,490 tanks, 90 ferries, 47 markets, 261 cattle pounds, and 996 orchards have been transferred to the control and management of Grama Panchayats.

The Grama Panchayats have contributed Rs. 1,44,320 to educational institutions, and Rs. 70,000 to the college at Talcher in the year 1970. Besides, Rs.1,00,000 have been contributed for a blood bank at Dhenkanal.

During 1969-70, the income from the Panchayats were Rs. 16,77,441, out of which Rs. 3,33,748 has been received from weekly-markets and Melas, Rs. 20,821 from pounds, Rs. 8,183 from orchards, Rs. 50,828 from pisciculture, and Rs. 39,841 from ferries and ghats. The Panchayats have received Rs. 10,85,464 as grant from the revenue derived from Kendu leaves. The expenditure on pay of the staff was Rs. 69,206, dearness allowance of staff Rs. 23,491, maintenance of public properties and profitable projects Rs. 1,55,277, and development works Rs. 5,14,011. A sum of Rs. 2,16,534 has been spent for construction and maintenance of roads, Rs. 34,570 for reading rooms and libraries, Rs. 6,454 for Mahila Samitis and Youth Welfare Organisations, Rs. 646 for supplying radio sets to Village Listener's Centres, Rs. 715 for health and sanitation works, and Rs. 28,909 for water supply.

A table showing the distribution of Kendu leaves grant among Panchayat Samitis, and Grama Panchayats of the district during 1969-70 is given in Appendix II.

APPENDIX I

A list of Panchayat Samitis with headquarters and number of Grama Panchayats

Name of Panchayat Samitis	Headquarters	Number of Grama Panchayats
Banarpal	.. Banarpal	15
Odapada	.. Odapada	13
Kaniha	.. Kaniha	11
Pal Lahara	.. Pal Lahara	15
Kishorenagar	.. Kishorenagar	11
Bhuban	.. Bhuban	14
Kamakhyanagar	.. Kamakhyanagar	14
Parjang	.. Parjang	14
Chhendipada	.. Chhendipada	16
Gondia	.. Gondia	17
Dhenkanal	.. Dhenkanal	15
Athmallik	.. Athmallik	16
Talcher	.. Talcher	12
Angul	.. Angul	17
Hindol	.. Hindol	18
Kankadahad	.. Kankadahad	13

APPENDIX II

Statement showing the distribution of Kendu leaves grant among Panchayat Samitis and Grama Panchayats of the district during 1969-70

Name of Subdivision	Name of Panchayat Samitis	Amount sanctioned to Panchayat Samitis in Rs.	Number of Grama Panchayats in Panchayat Samiti	Amount sanctioned to Grama Panchayats in Rs.	Total Rs.
1	2	3	4	5	6
Athmallik	Athmallik	59,998	16	2,84,432	3,44,430
	Kishorenagar	59,998	11	1,95,547	2,55,545
Pal Lahara	Pal Lahara	43,876	15	1,75,506	2,19,382
Hindol	Hindol	7,231	18	28,927	36,158
Dhenkanal	Dhenkanal	1,392	15	5,565	6,957
	Gondia	1,392	17	6,307	7,699
	Odapada	1,392	13	4,823	6,215
Kamakhyanagar	Kamakhyanagar	4,142	14	16,870	21,012
	Bhuban	4,142	14	16,870	21,012
	Parjang	4,142	14	16,870	21,012
	Kankadhad	4,142	13	15,665	19,807
Talcher	Kaniha	25,845	11	98,890	1,24,735
	Talcher	25,845	12	1,07,880	1,33,725
Angul	Angul	9,274	17	39,423	48,697
	Banarpal	9,274	15	34,785	44,059
	Chhendipada	9,274	16	37,104	46,378
District Total	..	2,71,359	231	10,85,464	13,56,823