

## CHAPTER XIV

### LOCAL SELF-GOVERNMENT

#### History of Local Self-Government in the district

The system of Local Self-Government in India emanated from the idea of entrusting the people with the management of local affairs, there by developing their capacity for self-governance. Likewise in the district local self-governing institutions, viz., Baleshwar Municipality, Baleshwar District Board with two Local Boards under it, and Union Committees were constituted before independence.

At present, the district has one Municipality at Baleshwar, and five Notified Area Councils located at Bhadrak, Jaleshwar, Soro, Basudebpur and Nilagiri. These local bodies were constituted under the Orissa Municipal Act, 1950. The other local self-governing bodies are the Grama Panchayats and the Panchayat Samitis.

#### District Board

Outside the municipality of Baleshwar the administration of local affairs were vested in the District Board assisted by the Local Boards constituted for each subdivision and by the Union Committees formed at different places of the district.

The Baleshwar District Board was constituted in 1887 in accordance with the provisions of the Bihar and Orissa Local Self-Government Act, 1885. It consisted of 16 members of whom 5 were nominated by the Government and 8 were elected, while 3 were *ex officio* members. The Chairman of the District Board was the controlling authority of the District and Local Boards.

The District Board along with two Local Boards under it, was working according to the statutory rules prescribed under the said Act till the last day of March 1954. Then the Government took over the administration of the District Board and the Local Boards on the 1st January, 1954. These Boards under the management of Government continued till 25th January 1961 and were finally abolished on the introduction of Panchayat Raj from 26th January, 1961. The officer placed in charge of the District Board was designated as Special Officer. As per Notification No. 5-L. S. G. of the 1st January, 1954, the Special Officer was appointed by the Government to exercise powers, discharge the duties and

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\*Bhadrak is now a municipality.

perform the functions of the Chairman and the Vice-Chairman of the Board as provided in the Local Self-Government Act, 1935 (Bengal Act 11 of 1885).

The main duties of the District Board were to look after the education, medical relief, public works, pound, sanitation, vaccination, census, famine relief, communication and other miscellaneous matters in the rural areas.

The financial resources of the Board were derived from the local cess, pounds, civil works and government contribution. The local cess formed the chief source of income, but the total incidence of taxation was light, being only 1 anna to 10 paise (about 6 to 10 paise) per head of the population. In 1905-06 its income was Rs. 1,03,000, the principal receipts being Rs. 39,000 derived from local cess, Rs. 28,000 contributed by Government and Rs. 20,700 obtained from civil works.

The District Board was maintaining 494.27 km. (307 miles) of road, of which 64.40 km. (40 miles) were metalled and 429.87 km. (267 miles) were unmetalled. Besides, it had maintained a number of village roads with a length of 301.07 km. (167 miles). The expenditure on maintaining these roads in 1905-06 was Rs. 122, Rs. 18 and Rs. 16 per mile respectively. It had kept up 77 pounds under the control of a Pound and Ferry Inspector. Its educational expenditure was limited to maintaining 2 Middle schools and aiding 18 schools of the same class, 65 Upper Primary schools, 866 Lower Primary schools and 9 other schools including 5 schools for the education of the children of tribal people. It was maintaining 4 dispensaries and aiding 2 others. A Civil Hospital Assistant was appointed to visit the markets in the Government estates in the Bhadrak subdivision and afforded medical relief to the poorer classes. Altogether 6.4 per cent of the ordinary income of the Board was expended on medical relief and sanitation. It was also maintaining a veterinary dispensary at Baleshwar and when necessary, deputed the Veterinary Assistants to deal with outbreaks of epidemic diseases among cattle in the interior.

It is reported that the District Board was a most useful institution which worked very satisfactorily. It represented the best and most educated classes of the district and that influential persons of high standing were chairman and members of the District Board.

### Local Boards

The district had two Local Boards, namely, the Baleshwar Sadar Local Board and the Bhadrak Local Board. These Boards were under the control of the District Board and started functioning in the district from 29th March, 1887. The Local Boards exercised powers as were delegated to them by the District Board. The system of election which obtained in some parts of Bengal was not introduced and the members of these Boards were nominated by the Government. The Baleshwar Local Board consisted of 12 members, of whom 10 were nominated and 2 were ex officio members, and the Bhadrak Local Board had 11 members, all of whom were nominated. These Boards were working with the Chairman and the Vice-Chairman. The Primary education was under the control of these Boards. The functions of these bodies were mainly for maintenance of village roads. The Baleshwar Local Board in particular is said to have very little to do and was chiefly useful as a reserve from which to fill up vacancies in the District Board. The Local Boards were under the charge of the part-time gazetted officers.

### Village Chowkidari System

There was village Chowkidari system in the district. For the administration of the village police system, the whole district was divided into 140 unions (79 in Baleshwar and 61 in the Bhadrak subdivision) with an average of 11 Chowkidars in each union. The rural police force was composed of 1,549 Chowkidars and 140 Dafadars and there was one Chowkidar for every 691 inhabitants. The village Chowkidar was attached to a big village or a group of small revenue villages and his main job was to guard the village and to prevent crimes and to report births and deaths in the thana. Over a few Chowkidars, there was a Dafadar to supervise their work. The incidence of Chowkidari tax was 1-4 anna per head and the Chowkidar received a salary of Rs. 4 per month if he was not holding any Jagir land called Chowkidari Chakran land. The Orissa office of Village Police (Abolition) Act, 1964 came into force in the district with effect from 1st May, 1965 under which the Chowkidari system was abolished and the Jagir lands in their possession were settled with occupancy right in their favour. If he was not holding any Jagir land he was paid solatium equivalent to 12 months of his remuneration in addition to settlement of one acre of government land free of Salami. Where government Anabadi lands were not available even Gochar lands were settled with them on government orders. After the abolition of Chowkidari system, the beat constables were appointed throughout the district. But this system did not work satisfactorily. The beat constables were withdrawn and the Grama Rakhis have been appointed in their

place since 1967 under the Orissa Grama Rakshi Act, 1967. They are functioning as village police at present. In 1985, there were 1,216 Grama Rakshis in the district.

There were five Union Committees in the district, viz., Berhampur, Bhadrak, Jaleshwar, Remuna and Soro, all established in 1896. They each had an area of 16.10 square kilometres (10 square miles) and a population varying from 10,273 to 10,843. These Committees were practically defunct and existed only in name.

## Municipality and Notified Area Councils

### Baleshwar Municipality

Baleshwar Municipality is the only municipality in the district. It was established in 1877. The area of the local body was 8.05 square kilometres (5 square miles). Its affairs were administered by a Municipal Board consisting of 18 members, of whom 5 were nominated and 12 were elected, while 1 was an ex officio member. At present the municipality covers an area of 19.43 square kilometres (7½ square miles). Its population as per 1981 Census was 65,771 persons. Prior to 1973 the municipality had consisted of 20 wards. There was a Municipal Council consisting of 22 members for the management of the local body. Since the municipal election of 1973, it was divided into 22 wards and the number of councillors was 22 in 1986. Two wards were double-seated. Two seats are reserved, one for the Scheduled Castes and another for the Scheduled Tribes candidates. The last election of the municipality for 22 wards was held on the 15th May, 1981 and 22 Councillors were elected.

The financial resources of the Baleshwar Municipality are mainly derived from holding tax, light tax, octroi tax, water tax, latrine tax, tax on carts and carriages, fees from offensive and dangerous trade, cattle pounds, markets and shop-rooms, slaughter houses, medical institution, rent on municipal lands, fisheries, Town hall and auditorium hall, sale of compost, fish, saleable forms, coconut trees, interest on investment and conservancy receipts. Besides, the local body also receives grants from the State Government for its management.

The income and expenditure of the Baleshwar Municipality including Government grants in 1970-71 were Rs. 9,90,244 and Rs. 9,90,24 respectively which increased to Rs. 50,18,312 and Rs. 39,67,900 in 1980-81.

The statement given below indicates the annual income and expenditure of the local body from 1980-81 to 1985-86.

(in rupees)

Year	Income		Total	Expenditure
	Taxes and fees	Government grants, loans, etc.		
(1)	(2)	(3)	(4)	(5)
1980—81	23,24,988.00	21,35,724 + 5,57,600	50,18,312	39,67,900
1981—82	35,04,255.00	19,77,981 + 4,50,000	59,32,236	59,31,336
1982—83	30,50,010.00	28,70,179 + 4,60,000	63,80,189	66,27,234
1983—84	31,46,760.00	23,47,894 + 7,00,000	61,94,654	61,27,549
1984—85	40,64,619.00	26,23,461 + 4,22,000	71,10,080	77,23,125
1985—86	41,53,904.00	51,61,370 + 2,53,000	95,68,274	80,47,654

The municipality has provided 2,575 street lights and 300 water taps within its area. The local body is maintaining three parks and 23 Upper Primary schools. It has constructed 346 kilometres length of road, out of which 93 kilometres black-topped, 85 kilometres metalled, 96 kilometres unmetalled and 72 kilometres earthen. At present 20 kilometres length of Pucca drain and 668 km. length of Kutcha drain are being maintained by it. The municipality spent a sum of Rs. 1,18,325/- in maintaining roads in 1978-79. It has employed 376 persons of which 156 constitute the conservancy staff. The number of total staff engaged to look after to the public health and sanitation of the town is 174. At present, there are 10 tanks and 115 wells under this municipality.

The local body has framed five bye-laws, viz., (1) the Rickshaw bye-law, (2) the Octroi bye-law, (3) the Hotel bye-law, (4) the Slaughter house bye-law and (5) the Scavenging bye-law. Except the Rickshaw and the Octroi bye-laws, others have not received approval of Government.

### **Town Water Supply**

A temporary water supply scheme was started in Baleshwar town in the year 1959 mainly with a view to fighting epidemics like cholera and bacillary dysentery with 50 public stand posts and G.I. pipe lines. Tube-wells were the chief source of town water supply which proved ineffective and insufficient with the growth of population. The Central Ground Water Board, Ranchi was moved for commissioning four deep tube-wells and in fact these four deep tube-wells have kept the town water supply constantly flowing. Till June 1986, 3,000 numbers of domestic connections and 300 hydrants have been provided by the local body. The municipality maintained 200 dug-wells and 57 tube-wells in 1986.

### **Bhadrak Notified Area Council**

The Bhadrak Notified Area Council\* was constituted on 8th May 1960. It had an area of 25.38 square kilometres (9.80 square miles) in 1961. The population according to the 1961 Census was 25,285. There was a nominated body of councillors consisting of 8 members to manage the affairs of the local body. The first election of this local body was held in 1963 and it then consisted of 15 wards with 15 councillors. One ward was reserved for the Scheduled Caste candidates. The second election to the Notified Area Council from 16 wards was held in 1967 and 15 councillors were elected. The third municipal election was conducted on 31st May 1973 and the number of councillors increased to 19. At present the Bhadrak Notified Area Council covers an area of 31.88 square kilometres (12 square miles). The population of the local body according to 1981 Census was 60,573. The fourth election of this local body was held on 31st January 1979. The number of councillors elected in this election was 19. One ward was reserved for the Scheduled Caste candidate. The last election of the N.A.C. was held on 20th November 1985 for 21 wards of which one was reserved for the Scheduled Castes.

The chief sources of income of the local body are holding tax, lighting tax, octroi tax, cattle pounds, taxes on carts and carriages and fees from offensive and dangerous trade. The local body also receives grants from the State Government for its management.

\* Now declared a municipality.

The statement given below shows the annual income and expenditure of the Bhadrak Notified Area Council from 1980-81 to 1984-85.

(in rupees)

Year	Income		Total	Expenditure
	Taxes and fees	Government grants		
(1)	(2)	(3)	(4)	(5)
1980-81	17,93,543.45	8,40,43.00	26,33,966.45	24,21,220.08
1981-82	22,05,342.57	10,36,69.8.00	32,42,040.57	30,07,650.39
1982-83	19,22,647.22	11,80,903.00	31,03,550.22	29,70,682.57
1983-84	18,54,118.73	10,07,670.00	28,61,788.73	26,61,396.36
1984-85	17,91,489.54	14,20,672.00	32,12,161.54	30,01,910.70

The local body has provided 960 street lights and 75 hydrants in the town. It is maintaining 167.05 kilometres length of road of which 0.5 kilometres are black-topped, 77 kilometres metalled, 55 kilometres unmetalled and 35 kilometres earthen. It has also constructed 4.5 kilometres length of drain of which one kilometre Pucca and 3.5 kilometres are Kachha drain. The total number of staff employed by the local body is 127 of which 64 constitute the conservancy staff. There are 1,453 wells and 345 tube-wells under this Notified Area Council for drinking water. The staff to look to the public health and sanitation are 2 Sanitary Inspectors, 1 Disinfectant, 2 Vaccinators, 64 Sweepers including female sweepers, 2 Sweeper Jamadars and 1 Tractor driver.

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

### Jaleshwar Notified Area Council

Jaleshwar Notified Area Council was constituted on the 15th April 1964. The area of this local body is 17.9 square kilometres. Its population as per 1981 Census was 13,147. The first election of Jaleshwar Notified Area Council was held on the 29th June 1973. It was divided into 9 wards. Two wards were double seated. Ward No. 1 and Ward No. VII were reserved for the Scheduled Tribes and the Scheduled Castes candidates respectively. The number of councillors elected was 11. The second election to the Notified Area Council from 14 wards was held on the 31st January 1979 and 14 councillors were elected. Wards No. VII and No. VIII have been reserved for the Scheduled Castes and the Scheduled Tribes candidates. On the 18th November 1985 the last election of the local body was held and 14 councillors were elected for 14 wards of which one is reserved for the Scheduled Castes and one for the Scheduled Tribes.

The sources of income of the local body are market fees, lease of Hat, tax on carts and carriages, fees from offensive and dangerous trade under section 290 of the Orissa Municipal Act, 1950 and cattle pound. It also gets grants from the State Government for its management.

The following is the year-wise income and expenditure of the local body from 1980-81 to 1984-85.

(In rupees)				
Year	Income			Expenditure
	Taxes and fees	Government grants	Total	
(1)	(2)	(3)	(4)	(5)
1980-81	91,501.71	2,12,965.00	3,04,466.71	2,89,751.11
1981-82	1,66,493.85	1,70,549.50	3,37,043.35	4,01,513.30
1982-83	1,54,914.42	1,18,108.50	2,73,022.92	2,90,650.21
1983-84	1,55,996.85	1,42,726.00	2,98,722.85	2,78,433.90
1984-85	2,32,964.15	1,48,700.00	3,81,664.15	2,35,011.78



The local body has provided 235 light points in the town. It has constructed 60 kilometres length of road. A sum of Rs. 52,023 has been spent in maintaining roads in 1978-79. The total number of staffs employed by this Notified Area Council is 17 of which 8 constituted the conservancy staff. The local body is maintaining 130 tube-wells in the town for drinking water.

### Soro Notified Area Council

This Notified Area Council was constituted on the 12th February 1975. The present area of this local body is 23.88 square kilometres (9.22 square miles) and its population according to 1981 Census was 18,599. It is divided into 15 wards. One ward is reserved for Scheduled Castes. The first election to the Soro Notified Area Council was held on the 31st January, 1979 and 15 councillors were elected.

Besides Government grants, the financial resources of the Soro Notified Area Council are derived from taxes on carts and carriages, on offensive and dangerous trade and on other animals, fees from markets, rented shoprooms and tanks.

The annual income and expenditure of the Soro Notified Area Council from 1980-81 to 1985-86 are given below:

(in rupees)

Year	Income			Expenditure
	Taxes and fees	Government grants	Total	
1980-81	2,24,861.03	1,88,000.00	4,12,861.03	3,74,137.35
1981-82	3,80,417.24	1,52,000.00	5,32,417.24	5,06,347.20
1982-83	4,63,738.05	2,66,000.00	7,29,738.05	7,40,853.07
1983-84	4,85,466.35	1,94,000.00	6,79,466.35	8,54,054.06
1984-85	5,10,834.65	2,20,000.00	7,30,834.65	7,08,087.42
1985-86	6,21,406.86	5,39,809.00	11,61,215.86	10,44,823.25

The local body has provided 98 ordinary bulbs, 149 tube lights and 7 mercury vapour lights in the town. It is maintaining 147 kilometres length of road out of which 3.5 km. black-topped, 12km. metalled, 106 km. unmetalled and 25.5 km. earthen roads. A sum of Rs. 2,08,987.40 was spent in maintaining road in 1985-86. The local body has also constructed 3 kilometres length of Pucca drain in the town. The total strength of staff of this Notified Area Council

is 72. At present there are seven sweepers for clearing of drains and roads. It is also maintaining 272 tube-wells within its area for drinking water.

The local body has framed two bye-laws, namely, the Octroi bye-law and the Rickshaw bye-law. Both the bye-laws have been approved by the Government.

### Basudebpur Notified Area Council

The Basudebpur Notified Area Council was formed on the 24th November, 1974. There was a council of 17 members to manage the affairs of the local body. At present it has an area of 48 square kilometres (18.33 square miles). The population of the local body as per 1981 Census was 20,029. It is divided into 14 wards. One ward is reserved for the Scheduled Castes candidates. The first election of this local body was held on the 19th November 1976 and 14 councillors were elected. On the 16th May 1984 the N. A. C. had its last election in which 14 councillors were elected.

The chief sources of income are derived from holding tax, light tax, cattle pound, licence fees from offensive and dangerous trade under section 290, tax on carts and carriages under section 131 of the Orissa Municipal Act, 1950, lease of fishery tanks, and weekly and daily markets. The local body also receives grants from the State Government for its management.

The following is the year-wise income and expenditure of the Basudebpur Notified Area Council from 1980-81 to 1985-86.

Year	Income (in rupees)			Expenditure (in rupees)
	Tax and fees	Government grants	Total	
1980-81	8,378.00	1,04,133.00	1,12,511.00	1,48,599.35
1981-82	36,065.81	1,27,000.00	1,63,065.81	1,96,110.87
1982-83	34,459.07	1,54,000.00	1,88,459.07	1,28,324.17
1983-84	41,629.02	1,34,000.00	1,75,629.02	1,39,831.00
1984-85	48,419.11	2,44,822.69	2,93,241.80	2,14,423.46
1985-86	51,045.78	5,33,200.00	5,84,245.78	2,87,872.30

The local body has provided 70 street light points in different places of the town. It maintains 188 kilometres length of road. The local body has spent an amount of Rs. 55,726.55 in maintaining

roads in 1985-86. It has constructed half a kilometre drain. The number of staff of this Notified Area Council is 9 out of which 4 are appointed for conservancy. At present there are 30 tanks, 98 tube-wells and 46 ponds under this Notified Area Council which are being used for bathing and drinking water for the public.

### **Nilagiri Notified Area Council**

The Notified Area Council, Nilagiri has been constituted on the 23rd February 1984. Its area is 11.59 sq. km. and population according to 1981 Census was 10,702. Election of the Notified Area Council has not been held. Sixteen councillors including the chairman have been nominated by the Government. The local body derives its income chiefly from leasing out tanks and issuing vehicle licences and other licences and government grants. During 1984-85 its total income was Rs. 1,49,098.29 and total expenditure amounted to Rs. 31,663.80. The Notified Area Council maintained 56 light points, 73.5 km. roads, 28 tanks, one pond, 38 wells and 50 tube-wells. Its total staff in 1984-85 were 5 including two sweepers.

### **General Election**

As mentioned earlier, the councillors of the Baleshwar Municipality and the Bhadrak, Soro, Basudebpur and Jaleshwar Notified Area Councils 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 municipality and the Notified Area Councils were suspended as per the provisions laid down in the Orissa Local Body (Suspension of Election) Act, 1962. In the beginning of 1963, the said Act was repealed and Government in Health (Local Self-Government) Department letter No. 5012 (13)-L. S. G., dated the 8th May 1963 decided to hold the pending election of the municipality 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 discharged the duties as provided under the Orissa Municipality Act, 1950, with regard to finance, public health, public works, education and any other special subjects 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.

The chairman and the councillors/members of the Baleshwar Municipality and the Bhadrak, Jaleshwar, Soro and Basudebpur Notified Area Councils were elected directly by the voters of these

local bodies in accordance with the provisions of section 10 of the Orissa Municipal Act, 1950, as amended in the Orissa Municipal (Amendment) Act, 1979. The Chairman was elected from the entire Municipal areas and the councillors/members were elected from their respective wards. The Vice-Chairman was elected from amongst the elected councillors/members of the council.

The Chairman presides over the meetings of the council and discharges the duties and performs the functions as has been provided in the said Act or in the Rules framed thereunder or as is assigned to him by the council. The State Government appoints an Executive Officer, Municipal Engineer, Health Officer and such other officers as may be necessary to carry out the works.

### **Town Planning**

There are six towns in the district, viz., Baleshwar, Bhadrak, Jaleshwar, Soro, Basudebpur and Chandbali. Master Plans for only Baleshwar and Bhadrak have been prepared by the Town Planning Unit, Baleshwar functioning under the Director of Town Planning Organization, Orissa, Bhubaneshwar. Steps are being taken for the preparation of Master Plan for Basudebpur town. The other towns of the district are not planned.

The Special Planning Authority, Baleshwar has taken up various development schemes for people of different income groups under Integrated Development of Small and Medium Towns (I.D.S.M.T.) programme. It prepared sites and services schemes for developing house sites at Kalidaspur and Firingipatna as remunerative schemes. A total of 246 house sites of different sizes were constructed and handed over to the applicants. The total cost of these house sites amounted to Rs. 18.2 lakhs. Shopping complexes have been developed near station square and Sadar police-station of Baleshwar town. A total of 53 shop-rooms at a cost of Rs. 19.15 lakhs were built and given to the applicants. Another shopping complex under the flyover bridge on the S. E. railway at Remuna level crossing has been started with an estimated cost of Rs. 22.6 lakhs.

### **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 Baleshwar was constituted on the 1st September 1961. The organization 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 development 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 chairmans of the municipality and Notified Area Councils with a population of more than twenty thousands, 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 come under the district were entitled to participate in the meetings of the Parishad, but they had no right to vote.

The Zilla Parishad was replaced by the District Advisory Council from 1st November 1968. The District Advisory Council consisted of the following members :

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| 1 | Collector of the district  | .. | Member-Convener |
| 2 | M. L. A.s and M. P.s (Lok Sabha) whose constituency covers the whole or a part of the district and M. P.s (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 | President of the Land Mortgage Bank of the district.   |    | Member          |
| 7 | Members of the District Development Committee.   |    | Member          |
| 8 | Any representative of the public as may be notified by the Government from time to time.   |    | Member          |

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 effectively 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 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 schemes like growing of high yielding varieties of crops, multiple 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 or whole of the district, Members of Rajya Sabha whose place of residence is in the district, Chairman of all the Panchayat Samitis of the district, Chairman of the municipality and Notified Area Councils of the district, President of the Central Co-operative Bank in the district, President of the Land Mortgage Bank 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 development 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**

Panchayat Samitis, the second-tire in democratic decentralisation were established throughout the state in accordance with the provisions of the Orissa Panchayat Samitis Act, 1959. In the district the Samitis were constituted on the 26th January 1961. At present there are 19 Panchayat Samitis in the district as per list in the Appendix 1 which includes within 10 to 28 Grama Panchayats. The Panchayat Samiti is co-terminous in regard to its area with the Block administration 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 Sarpanchs of the Grama Panchayats and a woman member. 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 Sarpanchs. 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 along with 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. The Samiti 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 Rural Reconstruction Department is the principal agency for providing funds to the Panchayat Samitis. The allotment of this department (in the form of Kendu leaf grants) to the Panchayat Samitis of the district in 1985-86 amounted to Rs. 1,70,430-00 for different development works including anti-poverty schemes.

Besides, the Revenue Department gives grants from collection of cess and places at its disposal funds for alleviation of distress and labour intensive works in times of natural calamities like drought, flood, cyclone, etc.

### **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, 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. 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 assistants for the Grama Panchayat 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. In 1985-86, there were 337 Grama Panchayats in the district which included 166 in Baleshwar subdivision, 139 in Bhadrak subdivision and 32 in Nilagiri subdivision.



The Grama Panchayat continue to function as the main agency for the implementation of all local 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. Besides, they also supervise and co-ordinate distribution of essential commodities through fair-price shops.

The functions of the Grama Panchayat include looking after village sanitation, supply of drinking water, maintenance of village 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 Panchayats.

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

The annual income and expenditure of the Grama Panchayats of the district from 1980-81 to 1984-85 are given below :

Year	Kendu leaf grants (in Rs.)	Total other grants	Total income (including Government Grants)	Total Expenditure (in Rs.)
(1)	(2)	(3)	(4)	(5)
1980-81	16,548.00	13,96,171.00	15,54,734.72	11,64,510.54
1981-82	16,548.00	14,68,433.22	24,35,825.37	15,12,192.83
1982-83	60,984.00	21,33,475.00	31,32,829.95	14,44,606.24
1983-84	60,948.00	3,13,602.55	13,27,556.12	15,85,504.80
1984-85	60,948.00	9,36,651.22	22,77,355.73	20,19,214.16

## APPENDIX I

SI. Number	Name of the Panchayat Samitis	Headquarters
(1)	(2)	(3)
1	.. Baleshwar	Baleshwar
2	... Remuna	Remuna
3	... Bahanaga	Bahanaga
4	... Jaleshwar	Jaleshwar
5	.. Bhograi	Bhograi
6	... Basta	Basta
7	... Baliapal	Baliapal
8	.. Soro	Soro
9	... Khaira	Khaira
10	.. Similia	Similia
11	.. Bhadrak	Bhadrak
12	.. Bant	Bant
13	... Basudebpur	Basudebpur
14	.. Tihiri	Tihiri
15	.. Chandbali	Chandbali
16	.. Dhamnagar	Dhamnagar
17	.. Bhandaripokhari	Bhandaripokhari
18	.. Nilagiri	Raj Nilagiri
19	.. Oupada	Oupada