

# CHAPTER XIV

## LOCAL GOVERNMENT

### HISTORY OF LOCAL GOVERNMENT

Municipal government in India has its roots in Pre-historic times. The foundations of modern system of the local government were laid by the British particularly after the transfer of power from the East India Company to the Crown. The dominant considerations which prompted the British to establish local government institutions in India were paucity of finances of imperial power, administrative problems due to the large size of the country, and the need of providing relief to the District Officer from some of the details of his work <sup>1</sup>.

Local government was introduced in Rewari in 1864 where a class III municipality was created. In 1885, it was raised to class II status. Later in 1906, a municipality was formed at Narnaul which was declared a small town Committee in 1944-45. Small town committees were also formed at Mahendragarh in 1944-45, Bawal in 1948 and Kanina and Ateli in 1949. Later Narnaul was declared a class III municipality in 1950, Bawal in 1955 and Mahendragarh, Ateli and Kanina in 1956. However, with the passage of Haryana Municipal Act, 1973, Bawal, Kanina, Mahendragarh and Ateli were declared notified areas. In 1978, there were 2 municipalities at Rewari and Narnaul and 4 notified areas of Mahendragarh, Kanina, Ateli and Bawal <sup>2</sup>.

Till Independence, the Punjab Municipal Act, 1911, set up basic principles of municipal administration. After Independence, the Act was amended to provide wholly elective representation in committees. Provision was made for the appointment of official advisers who were entitled to participate in the deliberations of the municipal committees, but without right to vote. New elections rules were framed to provide for election on the basis of adult universal franchise. The system of elections on communal basis, started purposely by the British, was abandoned. Provision was also made for the reservation of seats for Scheduled Castes.

The East Punjab, Local Authorities (Restriction of Functions) Act, 1947, empowered the State Government to notify certain areas and to assume functions of a local authority where it was not capable of performing or did not adequately perform such functions.

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1. Vishnoo Bhagwan, *Municipal Government and Politics in Haryana*, 1974, p. 1.

2. All notified areas have been converted into municipalities in 1979.

The Punjab Municipal (Second Amendment) Act, 1954, repealed the Punjab Small Town Act, 1921 and converted Town Committees into Class III Municipal Committees. By the Punjab Municipal (Amendment) Act, 1956, reservation was provided for Scheduled Castes, Scheduled Tribes and Backward Classes in the services of Municipalities.

In 1954, Local Government (Urban) Enquiry Committee was set up to recommend reforms in the structure of urban local government. In 1957, the committee in its report recommended enlargement of autonomy of local bodies. All the municipal committees in Haryana were superseded in 1973 and since then, the administration of municipalities has been run by official administrators appointed by the government.

The main functions of the local bodies are to arrange for fire fighting, supply of water for drinking and other purposes, control of dangerous or offensive trades, construction of buildings, roads, streets, drains and sewerage and to look after the public health and scavenging of the towns. These local bodies also provide street lights and make arrangements for playgrounds, public parks, medical aid, public libraries, etc. The main sources of income of the local bodies include octroi, toll tax, cycle tax, cinema show tax, water rate, *teh bazari*, licence fee, building tax, rent of municipal property, sale of compost, etc.

A brief account of each local body of the district is as follows :

#### **Narnaul Municipality**

The municipality at Narnaul was first established in 1906. It was converted to a small town committee in 1944-45. An amount of Rs. 45,000 was provided as a loan by the Princely state of Patiala to enable the municipality to start functioning. The committee comprised official and non-official members. Besides 4 non-official members, the *nazim* (ex-officio President), Superintendent of Police, Magistrate, Medical Officer, Tahsildar and Headmaster of Government School were official members. It was raised to the status of class-II municipality in 1950. The municipal committee of Narnaul was superseded with effect from July 15, 1971, and since then the affairs of the municipality has been looked after by an Administrator appointed by the government. The municipality covers an area of 6.48 sq.km. and serves a population of 31,892 (as per 1971 Census).

The piped water-supply in the town was commissioned in 1962. In 1978, the per capita supply was 80 litres per day and there were 150 public stand posts and 2,285 private water connections in the town. The underground sewerage had been provided in a part of the town and the work in other parts was in progress in 1978. The conservancy and public health

services are under a Sanitary Inspector who is assisted by 1 Daroga, 4 Mates, 2 Tractor Drivers and 108 Safai Mazdoors. The refuse is carried to the municipality dumping pits in wheel barrows from where it is carried in two tractors and 8 trolleys to the compost depot. The manure is prepared in the compost depot and is sold out.

The municipality is running a library containing more than 3,000 books in its own building alongwith a reading room.

Kerosene lamps were used for street light before the availability of the electricity and there were 201 fluorescent tubes and 929 bulbs in the town for street lighting as on March 31, 1978.

The income and expenditure of the municipality during 1973-74 to 1977-78 are given below :—

Year	Income (Rs.)	Expenditure (Rs.)
1973-74	15,97,619	16,49,073
1974-75	15,31,956	13,45,988
1975-76	14,26,170	13,43,490
1976-77	34,06,495	20,51,489
1977-78	16,76,487	22,44,035

#### Rewari Municipality

The municipality at Rewari was first constituted in 1864, as a class III municipality. The committee comprised 12 members, 2 of whom—the Tahsildar and Assistant Surgeon—were ex-officio, 2 were nominated and remaining 8 were elected. Previous to 1907, there was no provision for the separate representation of Hindus and Muslims, but as a result of a petition presented by the Muslims of the town, half the elected members were Hindus and half Muslims. It was raised to class II status in 1885. The elected municipal committee was superseded in May, 1971 and since then the municipality has been looked after by an Administrator appointed by the government. The municipality covers an area of 6 Sq. km. and serves a population of 34,900 (as per 1971 Census).

The piped water-supply to the town was first commissioned in 1920. The water supply was augmented by Sahibi Nadi water in 1964. In 1978, the per capita water supply was 20 litres per day and there were 240 stand posts and 4,242 private water connections in the town.

The under ground sewerage has been commissioned in the town and covers a part of the area where 319 private connections have been given and the municipality has provided public flush latrines. The conservancy and public health services are under the supervision of 2 Sanitary Inspectors, 6 Sanitary Jamadars and 163 Safai Mazdoors. The refuse is carried to the municipality dumping pits in wheel barrows from where it is removed in 4 tractors fitted with trolleys and refuse carts to the municipal compost depot. The manure is prepared in compost depots and is sold out.

Prior to the introduction of electricity in the town in 1940, kerosene lamps were used for street lighting. In 1978, there were 583 fluorescent tubes and 576 electric bulbs in the town for street lighting. The municipality maintains a fire fighting unit with a jeep, fire engine and a motor engine with tractor. The staff of the fire fighting unit consist of two Leading Firemen, 3 Driver Operators and 10 Firemen. The fire fighting unit is under the supervision of a Fire Station Officer.

The municipality is running a library containing 5,000 books in its own building.

The income and expenditure of the municipality during 1973-74 to 1977-78 are given below :—

Year	Income (Rs.)	Expenditure (Rs.)
1973-74	23,58,011	23,19,482
1974-75	31,72,917	28,18,032
1975-76	41,26,386	38,35,468
1976-77	30,78,880	31,29,353
1977-78	37,22,362	37,93,747

#### **Notified Area, Mahendragarh**

A small town committee was formed at Mahendragarh in 2002 B.K. The Naib-Tahsildar was its ex-officio member. The other members were : Doctor in-charge of Civil Hospital, Headmaster, two Honorary Magistrates and two elected members from amongst the persons paying land revenue and income tax. The first election to the municipality was held in 1955. The small town committee was raised to class III municipality in 1956. However, with the enforcement of Haryana Municipality Act, 1973, it was made a notified area and since then its affairs have been looked after by an Administrator appointed by the government. It covers an area of 5 square kilometres and serves a population of 11,497 (as per 1971 Census).

The piped water supply was made available in the town in 1961. There is no underground sewerage in the town. However, surface drains have been provided along the main roads. The sanitation and conservancy is under a Daroga Sanitation assisted by one Peon, one Mate and 28 Safai Mazdoors. The refuse is removed to the municipal dumping pits in baskets and wheel barrows from where it is removed to municipal compost depot in 2 camel carts. The manure is prepared in the compost depot and is sold out.

Prior to the introduction of electricity in 1956, kerosene lamps were used for street lighting. The fluorescent tubes and bulbs are now used for street lighting. There is a library with 6,267 books.

The income and expenditure of the notified area during 1973-74 to 1977-78 were as follows—

Year	Income (Rs.)	Expenditure (Rs.)
1973-74	3,94,780	3,97,156
1974-75	4,00,743	3,92,077
1975-76	5,98,117	4,79,912
1976-77	5,60,708	6,39,162
1977-78	7,22,119	7,39,359

#### **Notified Area, Bawal**

A small town committee was formed at Bawal in 1948 and it was upgraded to class III municipality in 1955. With the enforcement of the Haryana Municipal Act, 1973, the Bawal municipality was converted into a notified area and its affairs are looked after by an Administrator appointed by the government. It covers an area of about 2 square km. and serves a population of 6,532 (as per 1971 Census).

The piped water-supply was commissioned in the town in 1971 and in 1978 it covered most parts of the town and the per capita water supply was 55 litres and there were 4 public stand posts and 450 private water connections. The sanitation of the town was looked after by [a Sanitary Jamadar, who was assisted by 15 Sweepers. The refuse of the town was removed in wheel barrows and carts to the manure pits where it was converted into manure and was sold out.

There was a small library. The income and expenditure of the

notified area during 1973-74 to 1977-78 were as follows :—

Year	Income	Expenditure
	(Rs.)	(Rs.)
1973-74	2,68,310	1,90,720
1974-75	1,47,808	2,22,231
1975-76	2,31,824	2,12,638
1976-77	2,58,875	2,02,930
1977-78	2,00,440	1,52,579

#### Notified Area, Kanina

A small town committee was formed in 1949 and it was converted into a class III municipality in 1956. However, with the enforcement of Haryana Municipal Act, 1973, it was converted into notified area and its affairs are looked after by an Administrator appointed by the government.

It covers an area of 2 square kilometres and serves a population of 5,886 (as per 1971 Census).

The piped water-supply in the town was commissioned in 1975 and in 1978 it covered a part of the area and many private water connections were provided. Kerosene lamps were used before 1961 whereafter electric points were installed for street lighting. In 1978, there were 90 electric bulbs for street lighting. A Sanitary Jamadar and 12 Sweepers look after the sanitation of the town. The refuse is removed to dumping pits where manure is prepared and sold out.

The following table shows the income and expenditure from 1974-75 to 1977-78 :—

Year	Income	Expenditure
	(Rs.)	(Rs.)
1974-75	1,10,453	83,634
1975-76	1,58,902	1,54,541
1976-77	2,15,054	2,01,067
1977-78	2,38,419	2,18,343

#### Notified Area, Ateli

A small town committee was constituted at Ateli in 1949 and in 1956 it was converted into a class III municipality. With the enforcement of the

Haryana Municipal Act, 1973, it was declared notified area and since then its affairs have been looked after by an Administrator appointed by the government. It covers an area of 0.65 square kilometre and serves a population of 1,937 (as per 1971 Census).

The sanitation of the town is looked after by a Sanitary Mate and 11 sweepers. The refuse is removed from the town in 8 wheel barrows. The piped water supply was commissioned in 1962 and in 1978, the per capita supply was 1,500 gallons and there were 84 domestic connections and 25 public stand posts in the town.

Prior to the introduction of electric light in the town in 1960, kerosene lamps were used for street lighting. In 1978, 55 electric bulbs and 4 fluorescent tubes were provided for street lighting.

The table below shows the income and expenditure during 1973-74 to 1977-78 :—

Year	Income (Rs.)	Expenditure (Rs.)
1973-74	1,18,789	1,18,790
1974-75	1,62,976	1,52,303
1975-76	1,75,315	1,61,835
1976-77	2,97,635	2,39,665
1977-78	2,27,055	2,38,732

#### TOWN PLANNING

The town planning in the Mahendragarh district is looked after by the Regional Town Planner, Rohtak. The Department of Town and Country Planning has planned an industrial urban estate and industrial workers' housing colony at Dharuhera, an industrial urban estate at Rewari and the development plans for Rewari and Narnaul towns. The industrial urban estate, Dharuhera, occupies an area of 183.8 hectares with varying sizes of industrial plots. The industrial workers' housing colony, Dharuhera, will cover 241 acres. Besides accommodating industrial workers, it will provide shopping centre, tourist and other recreational facilities. The industrial urban estate, Rewari will cover 314 acres. A planned scheme has been framed for Rewari town to accommodate a projected population of 1.10 lakh by 1991 and potential area around the town has been notified to check unplanned and haphazard growth. The plan envisages a radial and grid iron road system, 9 residential sectors and separate commercial, industrial and recreational zones.

The Narnaul town has been planned as a medium density town to accommodate a projected population of 80 thousand by 1991. The proposed plan conceives a core area known as central business-cum-civil district neighbourhoods and industrial, commercial and recreational zones. In order to preserve the rural character of the town, no development is proposed beyond the railway line in the south. The areas around historical monuments are proposed to be developed for regional recreation. A city tower, proposed on the top of the hillock, will facilitate total view of the town.

#### PANCHAYATI RAJ-RURAL LOCAL GOVERNMENT

The Punjab Gram Panchayat Act, 1952, with its subsequent amendments, and the Punjab Panchayat Samitis Act, 1961, are the legal basis for the rural local government, popularly called Panchayati Raj. The structure comprises two tiers in Haryana State, a panchayat at the village level and a Panchayat Samiti at the block level. However, these do not constitute a hierarchy but have defined spheres of activity and independent sources of revenue. Previously, there used to be a Zila Parishad at the district level, but the institution was abolished in 1973.

**Panchayats.**—Generally, there is one panchayat for each village, but in few cases of small villages having a population of less than 500, there is a joint panchayat. A panchayat consists of 5 to 9 members called *panches*. There is at least one Scheduled Caste *panch* and one women *panch*. In 1977-78, there were 566 panchayats in the district and the total membership of these panchayats was 3,326. There were 630 Scheduled Castes *panches* and 566 women *panches*.

**Functions.**—The main functions of panchayats are rural development with particular reference to increase the agricultural production. It includes agriculture, animal husbandry, health and sanitation, education, social welfare, village public works, sports and recreation. In fact panchayats are supposed to work in almost all spheres which concern the betterment of village community. The details of public utility work done by the panchayats in the district from 1973-74 to 1977-78 are given below :—

Particulars	1973-74	1974-75	1975-76	1976-77	1977-78
1	2	3	4	5	6
1. School Buildings constructed	33	37	125	61	28
2. Libraries started	25	49	28	65	34
3. Reading rooms	25	23	17	64	10

1	2	3	4	5	6
4. Number of Panchayats which constructed <i>Panchayat Ghar</i>	19	20	50	69	56
5. Number of Panchayats with radio sets	—	—	261	473	469
6. Children Parks laid out	3	3	6	3	8
7. Number of wells constructed for drinking purposes	24	19	83	16	22
8. Number of Panchayats which constructed drains	7	9	21	18	28
9. Number of latrines	4	10	—	22	6
10. Number of fruit trees planted	466	1,556	4,265	3,585	2,595
11. Number of manure pits dug	2,621	10,743	4,698	9,875	10,680
12. Number of wells constructed for Harijans	15	22	48	34	10

**Judicial Powers.**—The Panchayats are empowered to try certain minor offences like petty thefts, trespasses, encroachments on public property and public nuisance. The panchayats have also been given powers to try cases under various sections of the Indian Penal Code. They are empowered to impose fines. They are not bound by the provisions of the Indian Evidence Act, 1872 and as such lawyers are not permitted to appear in the proceedings before a panchayat. The Chief Judicial Magistrate hears

appeals against the orders of the panchayats. He is empowered to transfer cases from one panchayat to another.

The panchayats try civil and revenue suits for recovery of movable property or the value of such property; for money or goods due on contract or the price thereof, for compensation for wrongfully taking or injuring movable property and suits mentioned in clauses (j), (k), (i) and (n) of sub section 3 of section 77 of the Punjab Tenancy Act, 1887. The panchayats are under the control of District Judge in civil suits and Collector in revenue suits and they are also appellate authorities. The judicial work done by panchayats during 1973-74 to 1977-78 is given below :—

Year	Number of cases compromised		
	Civil/Revenue	Criminal	Total
1973-74	132	17	149
1974-75	95	11	106
1975-76	370	36	406
1976-77	86	37	123
1977-78	44	6	50

**Income.**—The panchayats are authorised to levy taxes, duties and fee. The main sources of income are grant-in-aid from the government, income from *shamlat* land, voluntary contributions, 3 per cent of the land holdings tax of the panchayat area, fees and fines. The income and expenditure of panchayats in each block of district during 1973-74 to 1977-78 are given in the Table XI of Appendix.

**Panchayat Samitis.**—The district has been divided into 9 blocks, each having a Panchayat Samiti. Each Panchayat Samiti has primary, associate, co-opted and ex-officio members. Out of 19 primary members, 16 members are elected by *panches* and *sarpanches*, 2 members by the members of cooperative societies within the block and one member by the members of market committees in the block. If this membership does not include 2 women and 4 persons belonging to Scheduled Castes, the balance is made up by co-option. Every member of the Haryana Legislative Assembly representing the constituency of which the block forms a part, is an associate member. The Sub-Divisional Officer (Civil) having jurisdiction in the block and Block Development and Panchayat Officer are ex-officio members. The ex-officio and associate members do not have the right to vote. The Block Development and Panchayat Officer of the concerned block is the ex-officio executive officer of the Panchayat Samiti. The Chairman and Vice-Chairman

are elected by the primary and co-opted members from amongst themselves for a term of 3 years.

**Duties.**—The duties of Panchayat Samiti are numerous, being an important agency of the Panchayati Raj. It is the duty of the Panchayat Samiti to provide for and make arrangements for carrying out the requirements of the block in respect of agriculture, animal husbandry and fisheries, health and rural sanitation, communication, social education, co-operation and miscellaneous development works.

**Income.**—The income of the Panchayat Samiti is derived from a Samiti fund which consists of apportionment made by the government out of the balance of district fund, 7 per cent of the total land holdings tax realised within the area of Panchayat Samiti, taxes, cesses and fees imposed by the Panchayat Samiti, grants, contributions and funds allotted by the government, local bodies and panchayats as well as rents and proceeds accruing from property vested and managed by the Panchayat Samiti. The Samitis are authorised to impose taxes with the prior permission of the government. The government also provides funds whenever any subject is transferred to their control. A portion of the cattle fair income is also transferred to the Samiti. The income and expenditure of the Panchayat Samitis in the district from 1973-74 to 1977-78 are given below :—

Year	Income (Rs.)	Expenditure (Rs.)
1973-74	7,67,809	6,81,878
1974-75	6,30,589	6,74,548
1975-76	7,25,696	8,29,195
1976-77	9,24,441	8,75,176
1977-78	10,60,308	8,57,067