

## CHAPTER XIV

### LOCAL SELF-GOVERNMENT

#### Early period

SINCE the South Kanara district was a part of the old Madras Presidency for quite a long period prior to 1st November 1956, it may not be out of place to trace here briefly the development of local self-government in the old Madras Presidency. Local administration in the districts of that Presidency began with the passing of the Towns Improvement Act X of 1865 and the Local Funds Act IV of 1871. The first Act created the municipalities and the second the local fund boards. These local fund boards were the fore-runners of the district boards and panchayats.

*Development of Local Boards.*—The Local Funds Act of 1871 divided the whole province into a number of circles and constituted in each of these circles a Local Fund Board consisting of three or more non-official members nominated by the Government and an equal number of official members. The term of office of the members was to be three years. The Collector of the district was made the *ex-officio* president of each board. The Act repealed the District Road Cess Act of 1868 and the Education Cess Act of 1863 and the existing funds and charges appertaining to local roads and schools were transferred to the newly constituted local funds. The Act also provided for imposition of a cess similar to the district road cess but with a maximum of one anna in the rupee, for establishment of tolls and for the levy of a house-tax. The local funds were made responsible for the maintenance of roads and communications, for the upkeep of schools, construction and maintenance of hospitals, markets, choultries, tanks and wells and the training of vaccinators and sanitary inspectors. The Act also provided for the transfer to the Local Fund Board of public dispensaries and choultries.

#### The Local Boards Act, 1884

The Local Boards Act of 1884 repealed the Local Funds Act of 1871 and ushered in new local bodies. By this Act, the control over the local boards, which was being exercised by the Board of

Revenue, was assumed by the Government and the administration of local affairs was vested in a single District Board constituted for each revenue district, consisting of a president and not less than twenty four members who might all be appointed by the Government or might be partly so appointed and partly elected by the members of the newly created Taluk Boards from among their own members to hold office for three years. The proportion of the official members was reduced from one-half to one-fourth of the total strength. Under the old Act, the Local Fund Board had no powers to levy taxes on its own authority but could only administer the funds raised on its behalf by the Government. Under the new Act, the Local Boards were empowered to levy, with the approval of Government, any of the taxes authorised by the Act. Also, under the new Act, the president of the District Board could be elected from among the members of the District Board, if the Government so directed.

The Taluk Boards were formed for each taluk or group of taluks, consisting of a president with not less than twelve members who might either all be appointed by the Government or partly so appointed and partly elected from the members of the Union Boards or elected by the tax-payers of the taluk, one-third of the members being officials. The term of office of the members was fixed at three years. The Taluk Board's jurisdiction was the same as the Revenue Divisional officer's jurisdiction; that officer was made the *ex-officio* president of the Board. The Taluk Board's funds consisted of one-half of the collections of the tax levied by the District Board in the Taluk Board's area and transferred to it by the District Board and other fees collected, such as licence fees for markets. The revenues of the District Board and the Taluk Boards were derived from (1) a tax not exceeding two annas in the rupee on the annual rent value of all occupied lands in certain districts and not exceeding one anna in the rupee in certain other districts; (2) from a railway cess of three pies in the rupee on an annual rent value of lands and (3) from tolls and fees for the use of cart stands, markets and slaughter houses. The duties and responsibilities of the District Boards and Taluk Boards were declared to be the maintenance of roads, bridges and other means of communications, construction and maintenance of hospitals and dispensaries, diffusion of education and for that purpose, construction and repair of school buildings, training of teachers, enforcement of measures relating to sanitation and public health, establishment and maintenance of relief works in times of famine and scarcity and other acts of local public utility.

The Panchayat Boards were constituted for a single village or groups of villages and there were to be not less than five members in each Panchayat Board. The headmen of the villages constituting the Panchayat Union were *ex-officio* members. One of

these headmen was appointed as chairman. Members other than village headmen were to be either all appointed by Government or partly so appointed and partly elected by the tax-payers, and their term of office was to be three years. The resources of the Panchayat Board were to consist of the proceeds of a house-tax varying from four annas to five rupees according to the classification of the house, and any other sums placed at the disposal of the Panchayat Boards by the Taluk Board. There were, in 1934, 96 Panchayat Boards in the district catering to the civic needs of the rural population. Later on, in 1950, the number of Panchayat Boards was increased to 150.

**Local Boards  
Act, 1920**

The next important milestone in the local administration came with the passing of the Local Boards Act of 1920. The Local Boards Act of 1920 gave an independent status to each of the Local Boards and increased not only their strength but also their proportion of elected members, their resources and their powers. Provision was made for appointment of a District Board Engineer and a District Health Officer and for the enforcement of sanitary and public health measures. The Collector and the Government were empowered to interfere only in cases of emergency and mal-administration. In order to inspect and superintend all the operations under the Local Boards Act, an Officer called the Inspector of Local Boards, who was also the Inspector of Municipal Councils, was appointed.

**Elementary  
Education Act,  
1920**

The Madras Elementary Education Act VIII of 1920 made it obligatory on the Taluk Boards and the Municipalities to levy an education cess for the purpose of expanding elementary education and on the Government to contribute a sum equal to that realised by the cess. When the Taluk Boards were abolished subsequently in 1934, the duty of levying the cess and running the schools devolved upon the District Board.

**Village  
Panchayats  
Act, 1920**

Informal village panchayats constituted on a voluntary basis had, by 1915, come into existence in several districts, for looking after village forests, village conservancy and water supply. These panchayats were handicapped as they could not levy taxes or enforce their decisions. In order to remove their handicaps, to constitute new panchayats and to place all the panchayats on a statutory basis, the Village Panchayats Act XV of 1920 was passed. The Panchayat was to be entirely an elected body consisting of not less than seven and not more than fifteen members. Election was to be held once in three years. There was to be no property restriction for the franchise; all residents of the village, who were not less than twenty-five years of age, were to be entitled to vote and to be elected as members of the panchayat. The absence of property qualification gave opportunities to the members of the depressed classes. The Inspector of Local Boards and

Municipal Councils was appointed as the Registrar-General of Panchayats and placed in direct charge of the Panchayats in the State.

The position created by the Local Boards Act of 1920 and the Village Panchayats Act of 1920 was modified in some respects and improved by the Local Boards Amendment Act of 1930, which empowered the presidents of the District Boards and Taluk Boards to exercise control over the affairs of the panchayats and also provided for appointment of a District Panchayat Officer and for the formation of a Village Development Fund. The popular Government, which succeeded the Adviser Government in 1947, wanted to introduce a more comprehensive legislation which would make the Panchayats really autonomous. They wanted to invest the panchayats with powers under the Village Courts Act of 1888 and the Indian Registration Act of 1908. They, therefore, introduced fresh legislation and passed the Village Panchayats Act of 1950. This Act enlarged the powers, resources and responsibilities of the panchayats.

**Later Legisla-  
tions**

In the year 1865, the Government passed the Madras Towns Improvement Act X, *inter alia*, with the intention of making the inhabitants bear as much as possible the charges of maintaining the police force in towns. It was, however, eventually resolved that the funds compulsorily raised in this manner should be made applicable not only to the expenses of the police but also to "construction, repairing and cleaning of drains, making and repairing of roads and doing such other things as may be necessary for the preservation of public health". The councillors were to consist of not less than five inhabitants of the town, appointed by the Government, and their term of office was limited to one year, subject to reappointment. Three *ex-officio* councillors, namely, the District Magistrate, the local Magistrate and the Range Officer of the Public Works Department also sat on the council. Under the Towns Improvement Act III of 1871, it was incumbent on the municipalities to make suitable arrangements for the provisions of lighting, water supply, medical and educational facilities, registration of births and deaths and vaccination of persons in their respective areas. The term of office of the members was increased from one year to three years. The number of *ex-officio* members was reduced from three to two and the Collector of the district was substituted for the District Magistrate as president. Provision was made for the election of councillors and the vice-president by the rate-payers. The result of the Act of 1871 was that it placed the councillors in a more responsible position and diminished Government interference in matters of detail, while the provisions rendering permissive election of councillors and of vice-presidents furnished the means for granting a measure of independence.

**Towns Improve-  
ment Acts,  
1865 & 1871**

**Municipalities  
Act, 1884,  
1920 & 1930**

In 1882, a Committee was appointed by the Government to go into the whole question of local administration and on its recommendation, a new Act entitled the Madras District Municipalities Act IV of 1884 was passed. This Act superseded the Towns Improvement Act of 1871, and for the first time introduced the term "Municipality". Under this Act, the Municipal Council was to consist of not less than twelve persons, their term of office being three years. The Revenue Officer in charge of the division of the district in which any municipality was situated was to be an *ex-officio* councillor. All the other councillors could be appointed by the Government or with the permission of the Government any portion not exceeding three-fourths of them could be elected by the tax-payers. The main sources of revenue of the municipalities at this time consisted of a tax on professions, a tax on lands and buildings not exceeding seven-and-a-half per cent on their annual rental value, a water tax levied at the rate of four per cent on the annual rental value of houses and lands, a tax on vehicles, tolls on vehicles and animals entering the municipal limits and licences to carry on offensive or dangerous trades.

In 1920, as a result of the recommendations of the Royal Commission on Decentralisation, the Madras District Municipalities Act V of 1920 was passed. This Act repealed the Act of 1884 and increased the elected proportion of the members of the Municipal Council as well as their resources and general powers. This Act was further modified in some important respects by the Act X of 1930. This Act did away with the nomination and laid down that every Municipal Councillor should be elected. It, however, provided for the reservation of seats for the Muslims, Indian Christians, Harijans, Europeans and Anglo-Indians, and for women. It also removed the disqualification of women to stand for election and extended the franchise to every person assessed to any tax payable to the Government or any other local authority. Subsequent municipal legislation was on the lines similar to those followed in the case of local boards. The elections to municipalities, which were postponed from time to time during the war period, were held in 1947.

**Administration  
of Panchayats**

Prior to the integration of South Kanara with the new Mysore State on 1st November 1956, there were in all, 422 village panchayats in the district working under the provisions of the Madras Village Panchayats Act X of 1950. Of these, seven were class I panchayats and 415 were class II panchayats. Seven panchayats were classified as class I major or town panchayats for Coondapur, Puttur, Buntwal, Ullal, Mulki, Karkal and Moodabidri as these were having an annual income of Rs. 10,000 and above with a population of over 5,000 and 415 as grade II panchayats having an income below Rs. 10,000 and a population above 500 and less

than 5,000. The taluk-wise particulars of these panchayats were as given below:—

<i>Sl. No.</i>	<i>Taluk</i>	<i>Class I</i>	<i>Class II</i>	<i>Total</i>
1.	Coondapur ..	1	62	63
2.	Belthangady ..	1	69	70
3.	Karkal ..	2	50	52
4.	Mangalore ..	2	76	78
5.	Puttur ..	1	87	88
6.	Udipi ..	..	71	71
Total ..		7	415	422

The Madras Village Panchayats Act, 1950, was in force till the introduction of the Mysore Village Panchayats and Local Boards Act, 1959.

Under the Act of 1950, the panchayats were administered by the Inspector of Municipal Councils and Local Boards, Madras, and there was a Regional Inspector of Municipal Councils and Local Boards at Coimbatore. At the district level, there was a District Panchayat Officer and for each taluk there was a Deputy Panchayat Officer. The District Panchayat Officer and the Deputy Panchayat Officers were continued to function for some time after 1st November 1956. Now (1973) the Divisional Commissioner, Mysore Division, and the Deputy Commissioner of the district are supervising the administration of municipalities, major (towns) panchayats and village panchayats under the Mysore Village Panchayats and Local Boards Act, 1959. There is a proposal to upgrade the five town panchayats of Coondapur, Karkal, Mulki, Buntwal and Puttur into municipal councils.

The Mysore Village Panchayats and Local Boards Act, 1959, came into force with effect from 1st November 1959, repealing the Madras Act of 1950. Under this Act, the District Board was abolished and in its place a three-tier decentralised district administration—the Village Panchayats, the Taluk Development Boards and the District Development Council—has been organised. The re-organised panchayats represent the social and political wing of the rural life, while the service co-operatives form the economic sphere of the village democracy. Several provisions of the new Act are in consonance with the recommendations of the Balwantrai Mehta Committee. The Act has provided for the establishment of a panchayat in every revenue village or a group of villages having a population of not less than 1,500 but not more than ten

**Mysore Village  
Panchayats &  
Local Boards  
Act, 1959**

thousand. The membership of the newly constituted panchayats is not less than 11 and not more than 19 with reservation of seats for Scheduled Castes and Scheduled Tribes in proportion to their population. There is also provision for two seats for women. If a village panchayat has a population of more than 5,000 with an annual estimated income of more than Rs. 10,000, the State Government have powers to notify it as a town panchayat. There is also provision for converting any existing town municipality with a population of not more than 10,000 into a town panchayat.

As in March 1972, there were, in all, 467 panchayats constituted under the provisions of the Mysore Village Panchayats and Local Boards Act of 1959 in South Kanara district. Out of them, 16 were town panchayats. All the panchayats have their chairmen and vice-chairmen elected. The taluk-wise number of panchayats was as given below :—

<i>Sl. No.</i>	<i>Name of taluk</i>	<i>Number of village Panchayats</i>	<i>Number of Town Panchayats</i>	<i>Total</i>
1.	Belthangady .. ..	40	..	40
2.	Buntwal .. ..	53	2	55
3.	Coondapur .. ..	70	2	72
4.	Karkal .. ..	52	2	54
5.	Mangalore .. ..	65	7	72
6.	Puttur .. ..	58	1	59
7.	Sullia .. ..	41	..	41
8.	Udipi .. ..	72	2	74
	<b>Total ..</b>	<b>451</b>	<b>16</b>	<b>467</b>

#### **Duties of Panchayats**

All the plan schemes of the villages, where panchayats are established, are to be duly executed by the panchayat administration. Construction, repairs and maintenance of village roads, drains, bunds and buildings, public wells, ponds, tanks, lights, sanitation and conservancy, regulation of buildings, shops and eating houses and cattle pounds, maintenance of public buildings and forest lands under the control of the panchayats, allotment of places for manure pits and laying out of village extensions are some of the duties entrusted to the village panchayats. They are also expected to carry out various other functions in the sphere of co-operation, promotion and development of economic conditions with special reference to agriculture, encouragement of cottage industries, establishment and maintenance of dispensaries, maternity and child welfare centres, etc. The day-to-day administration of the panchayats is being looked after by secretaries appointed by Government.

A fair portion of the land revenue, *viz.*, 30 per cent of the actual allocations, is assigned to the panchayats and another 10 per cent of the land revenue is also assigned to the needy panchayats where certain schemes like water supply scheme, construction of school buildings, etc., are to be taken up and for which there are no funds available with the panchayats to meet their share of contribution. Under the plan scheme, assistance to panchayats for creation of remunerative assets is also given in the form of loans with six per cent interest to improve the finances of the panchayats and in some cases grants are also given. The loan is repayable in ten annual instalments with interest accrued thereon. By way of illustration of the working of village panchayats in the district, the panchayat institution of Bellare in Sullia taluk is dealt with in the following paragraphs.

The Bellare village is situated at a distance of nine miles north of Sullia. It is a single village panchayat. In olden days, it was a place of some importance and a Jaina religious centre; but now there are only ruins of a Jaina *Basti* (temple) and a fort. It was under the Haleri Rajas of Coorg, and upto 1834 it had a taluk treasury. According to the census of 1971, there were 566 houses and the population of the village was 3,189, of whom 1,152 were literate.

**Working of  
Bellare  
Panchayat**

The panchayat was formed here for the first time in 1920. The present panchayat came into existence on 9th August 1960 under the Mysore Village Panchayats and Local Boards Act, 1959. It was re-constituted in the year 1968. It has thirteen seats, of which two were reserved for women and two for the Scheduled Castes. A special feature of this panchayat is that all the 13 members were elected uncontested since its constitution. In 1968, elections were held only for the posts of Chairman and Vice-Chairman.

The following table shows the various important items of works undertaken and the expenditure incurred by the panchayat from 1961-62 to 1970-71:—

<i>Year</i>	<i>Item of work</i>	<i>Expenditure</i>
		Rs.
1961-62 ..	Rural veterinary hospital ..	4,725
1962-63 ..	Construction of public lavatories ..	2,089
1964-65 ...	School building works ..	6,400
1965-66 ..	Well work ..	6,312
1967-68 ..	Panchayat office building ..	4,500
1968-69 ...	(a) Library building ..	17,165
	(b) Panchayat school building ..	7,687
1969-70 ...	Construction of two public lavatories ..	2,918



<i>Year</i>	<i>Item of work</i>	<i>Expenditure</i>
		Rs.
1970-71 ..	(a) Road repair works .. ..	1,168
	(b) Higher secondary school building construction.	4,995
	(c) Higher primary school building construction.	7,356
	(d) Well work .. ..	3,793
	(e) Higher primary school repairs ..	2,940
	(f) Building of shops .. ..	12,629
1971-72 ..	(a) Public lavatory repairs .. ..	800
	(b) Road repairs .. ..	600
	(c) Well repairs .. ..	500
	(d) Pumpset for well .. ..	1,500

The receipts and expenditure of the Panchayat during the years 1960-61, 1965-66, 1970-71 and 1971-72 are given below :—

<i>Year</i>	<i>Receipts</i>		<i>Expenditure</i>	
	Rs.	P.	Rs.	P.
1960-61 ..	5,874.46		3,841.95	
1965-66 ..	13,447.39		8,359.79	
1970-71 ..	29,103.71		32,649.91	
1971-72 ..	27,043.41		19,629.35	

The Panchayat receives 30 per cent of the land revenue assigned by the Government. It also gets Government grants for development works. The following table indicates the various sources of receipts and items of expenditure of the Panchayat during the year 1971-72 :—

#### RECEIPTS

<i>Head</i>	Rs.	P.
Rates and taxes .. ..	3,039.92	
Miscellaneous .. ..	601.69	
Land revenue assigned by		
Government at 30 per cent ..	945.14	
Government grant at 10 per cent ..	3,500.00	
Development grant from Government ..	13,478.99	
Debt account .. ..	5,477.67	
Total ..	27,043.41	

## EXPENDITURE

<i>Head</i>		Rs. P.
Administration	.. ..	332.03
Public Safety	.. ..	729.13
Public Works	.. ..	16,817.05
Public Health	.. ..	28.50
Civic Amenities	.. ..	865.94
Grant-in-aid	.. ..	600.00
Miscellaneous	.. ..	256.70
Total	.. ..	19,629.35

There are now (1972) only two City Municipalities in South Kanara district—one at Mangalore, the headquarters of the district, and the other at Udipi, the renowned pilgrim centre to the north of Mangalore. After the integration of South Kanara with the new Mysore State, the Mangalore City Municipal Council was governed by the Mysore City Municipalities Act, 1933, and the Udipi Town Municipality by the Mysore Town Municipalities Act, 1951. Both the Acts were repealed by the Mysore Municipalities Act, 1964, which came into force with effect from 1st April 1965. Both Mangalore and Udipi Municipalities were notified as City Municipalities under the provisions of the new Act. The municipal councillors are empowered to elect from among themselves the president and the vice-president. Elections on the basis of adult franchise are held once in every four years. **Municipalities**

The Mysore Municipalities Act, 1964, envisages the division of municipal functions into various categories, which include sanitation, health, safety, public convenience, maintenance of parks, gardens, libraries, schools, rest houses, etc. The main duties of the president are to preside over the meetings of the council and watch over the financial and executive administration. Each municipal council has a standing committee. The council may also constitute other committees for the purpose of exercising such powers, discharging such duties or performing such functions as may be delegated to them by the council under the provisions of the said Act. The resolutions of various committees are to be placed before the council for its approval. The Municipal Commissioner is the executive authority and he carries out the resolutions of the Municipality and executes the works sanctioned by it.

The main sources of income of municipalities are property tax, vehicle tax, licence fees on trades, fees on construction or reconstruction of houses, octroi, advertisement tax, entertainment tax, etc. They get also grants from the Government to take up works under Town Improvement Schemes, etc., and grant-in-aid towards the D.A. paid to the employees. Loans have been

sanctioned to both Mangalore and Udipi Municipalities for carrying out water supply schemes with a view to providing adequate supply of protected water to the residents. Under the provisions of the new Act, both the City Municipalities are under the direct control of the Divisional Commissioner, Mysore Division. A brief account of the two City Municipalities and some major town panchayats is given in the following pages.

**Mangalore  
City  
Municipality**

Mangalore was constituted into a Municipality in the year 1866 under the old Town Improvement Act of 1865 and included in it Mogar, Kasba Bazaar, Attavar, Kadri, Kodialbail, Jeppu and Bolar. It was a I Grade Municipality as classified under the Madras District Municipalities Act. The members were all nominated at first. In 1893, there were 20 members of whom only 15 were elected and of the total strength, eight were officials. The total income was then Rs. 39,217 and the expenditure Rs. 47,005. Its strength under the Act of 1920 was 28 members, of whom seven were nominated. During 1938, its strength was retained at 28 members, all of whom were elected, six seats being reserved for ladies, Muslims, depressed classes and Indian Christians; the chairman and the vice-chairman were elected by the members and a Commissioner was appointed to assist the council in the administration of the Municipality. The income of the Municipality had increased to Rs. 2,11,067 and the expenditure to Rs. 1,57,868 by that year.

The present area of the City Municipality is 8.37 square miles (26.8 square kms.). The Municipal boundary starting from the Mangalore Port office runs along the eastern bank of the Gurpur river towards the north and joins the Udipi Road at 3 miles and 4 furlongs and runs almost parallel to the West Coast Road towards the south, and in the north it goes up to the north bank of the Netravati river and running west, it joins the starting point. The population of the city municipal area, according to the 1971 census, was 1,65,141 as against 1,42,231 in 1961. The total number of residential houses and vacant sites (including agricultural lands) in the Mangalore city area were 33,003 and 1,475 respectively in 1970-71 as against 32,213 and 1,627 respectively in 1969-70. There were no fresh layouts and extensions in 1971-72.

The city is divided into nine territorial divisions for the purpose of representation and there are now 35 seats in the Municipal Council, out of which one seat is reserved for women and another seat for the Scheduled Castes. There are no nominated members in the Municipal Council. The Municipal Commissioner is the executive authority and he carries out the resolutions of the Municipality and executes the works sanctioned by it. There is a Municipal Engineer besides a Health Officer. The total strength of all categories of staff including public health workers, as at the

end of December 1972, was 765, amongst whom there were 274 Scheduled Caste and 186 Scheduled Tribe employees.

*Water Supply.*—The source of water supply to this Municipality is from the Netravati river. In 1971-72, the daily average supply of protected water to this city was 3.25 million gallons and the total number of public taps was 274, the total number of house connections being 7,219. The water supply connections are metered and readings are taken periodically.

*Drainage.*—The Government gave sanction for execution of an underground drainage scheme at a cost of Rs. 143 lakhs with the help of a loan advanced by Government and the work has been now almost completed. The State Government have recently instructed all the municipalities in the State that the unhealthy practice of carrying of night soil by persons by head-load or their physical handling of night soil should be stopped. Accordingly a special drive has been launched to connect all ordinary latrines to the underground drainage system or where it is not practicable, to convert them into flushout-pit ones. Notices are being issued to all concerned by the municipal authorities and prosecutions are being launched where such notices are not complied with. The work done by the sanitary staff in this regard is assessed frequently so as to ensure that this drive is implemented without any lapse on their part.

*Lighting.*—All important streets in the Mangalore municipal limits are electrically lit with a total of 5,582 lights located at convenient places. In 1971-72, there were 3,723 goose-neck fittings, five mercury vapour lamps, 1,656 fluorescent 4' lights and 198 fluorescent 2' lights within the municipal limits and there were also 30 oil lamps. All these lights were lit by eight lighters under the supervision of one lighting superintendent.

*Roads.*—The maintenance of roads is rendered difficult because of heavy lorry traffic carrying iron ore, timber, etc. The principal roads are not less than 36 feet and not more than 60 feet in width. During the year 1971-72 the total length of roads maintained by the Municipality was 94.2 kilometres the details of which were as under :

(a) Bituminous roads	..	84.7 kms.
(b) Metalled roads	..	5.8 kms.
(c) Gravelled roads	..	3.7 kms.

In addition, a total length of 10.9 kms. of roads within the municipal limits are maintained by the Public Works Department. The following principal roads run through the municipal limits of Mangalore : (a) Mangalore-Mereara road ; (b) Mangalore-Agumbe road ; (c) Mangalore-Baindoor Cross road and (d) Mangalore-Charvathur road. The engineering branch of the Municipality

consists of one Municipal Engineer and four Supervisors, one Draughtsman and four Maistries. During 1970-71, a sum of Rs. 7,09,642 was spent on maintenance of roads including minor repairs. Further, an amount of Rs. 48,130 was spent for execution of new works and repairs of minor bridges and culverts during that year (1970-71) as against Rs. 14,007 in 1969-70.

*Health Service.*—There is a Health Officer who is responsible for the efficient management of the Public Health Department of the City Municipality. This civic body maintains four Ayurvedic Dispensaries and one Unani Dispensary. The Maternity and Child Health Section of the Municipality is under the charge of a Lady Medical Officer. There are two Maternity Homes, one consisting of 12 beds at Jeppu and another consisting of six beds at Nireshwallia. Besides, the Municipality maintains four Maternity and Child Health Centres at Kadri, Gandhinagar, Hampanakatta and Kandathpalli. The staff of the Maternity and Child Health Section consists of one Lady Medical Officer, one Health Visitor, 13 Maternity Assistants (qualified midwives), 12 Maternity Ayahs, one Peon and one Watchman. The Maternity Assisatnts also attend to calls of delivery cases, do house-to-house visits in their respective jurisdictions, check ante-natal, pre-natal and infant cases in their respective divisions. The work of registration of births and deaths are done under the immediate supervision of the Assistant Health Officers. This work is compulsory and the Health Assistants attend to this work as per the Registration of Births and Deaths Act, 1969 (Central Act of 1969) and the Mysore Registration of Births and Deaths Rules, 1970, framed thereunder. There are six depots for the registration of births and deaths.

Intensive vaccinations and re-vaccinations are conducted in the city from time to time with a view to stamping out small-pox infections. Inoculations against cholera and typhoid are also given whenever considered necessary or whenever sought for by individuals. Drain cleaning work is attended to by the sanitary staff. Preventive anti-mosquito and anti-larval measures are in existence in the city. The entomological and parasitological check and survey work are conducted periodically by the Filaria Control Unit of the Municipality.

*Anti-Mosquito-cum-Anti-Filariasis Scheme.*—This scheme was sanctioned by the erstwhile Madras Government before 1956. For carrying out the work of this scheme, there were, in 1971, two Sanitary Inspectors, one Laboratory Assistant, one Malaria Maistry, four Field Assistants, 50 Anti-Mosquito Mazdoors and four Anti-Malaria Mazdoors. In that year, the State Government accorded sanction for re-organisation of the scheme by sanctioning an additional staff consisting of three Senior Health Inspectors, two Store Keepers, one Clerk-cum-Typist, four Superior

Field Workers, five Insect Collectors, one Chowkidar, one Peon and one Tinsmith. The expenditure in respect of the old unit of the Municipality as it existed prior to the re-organisation is to be treated as committed expenditure of the State Government and the City Municipality in the proportion of one-third and two-thirds, while the entire expenditure in respect of the additional staff is to be met by the Central Government. The required mosquito larvacidal oil is supplied free by the Director, National Institute of Communicable Diseases, New Delhi. The re-organised Filaria Control Unit is placed under the charge of an Assistant Entomologist (Gazetted), under the overall control of the Municipal Health Officer.

*Special Nutrition Programme.*—The City Municipal Council resolved, in 1971, to implement a Special Nutrition Programme for the slum children of the city and the Government also accorded sanction therefor and the implementation of the scheme was started with effect from December 1971. The entire expenditure incurred on this account is met by the State Government. Under this scheme, 20 feeding centres have been opened in the city and each such centre is under the charge of a Supervisor assisted by a Helper. The Supervisor is in full charge of the proper maintenance of the various registers prescribed, and for the proper distribution of milk and milk-bread to the beneficiaries. The programme is for six days in a week. The quantum of food items given daily under the scheme is as follows:—

<i>Age-group</i>	<i>Quantity given</i>
0—6 months	4 oz. milk
7—12 months	3 slices of bread
13—36 months	4 slices of bread

*Master-Plan for Mangalore.*—The history of the city from its antiquity is closely knit with the socio-economic conditions of the people of South Kanara and it gained importance as the headquarters of the area. After the re-organisation of the States, Mangalore has assumed greater importance as the only major port of the Mysore State and is developing very fast. In view of this, the city has been included in the list of cities earmarked for Master-Plans in the State. Only during the past eleven or twelve years, some major development works were undertaken in the city and some were being investigated. Now the city is maturing into a complex metropolitan giant.

For the first time, an attempt to plan and regulate the growth of the city, through a Master-Plan, had been made by the erstwhile Madras Government when South Kanara was a part of that State. Considering the importance of the city, the Government of Mysore sanctioned a Master-Plan Unit for the same in 1961. Subsequently, the Office of the Planning Authority for Greater

Mangalore Area started functioning at Mangalore from March 1968.

An Outline Development Plan has been prepared by this unit. It is an interim plan to serve till the Master-Plan is completed. The time limit for the Outline Development Plan is upto 1981 and the space is limited to about thirty four square miles. Mangalore, which was formerly a town of moderate size, started attracting a large influx of people from the neighbouring States also, due to its increased commercial and industrial activities and it has now grown to be the sixth biggest city in the State. As a result of availability of abundant power from the Sharavathi, several light and medium industries have been coming up. The total population of Greater Mangalore is expected to reach the figure of five lakhs by 1981, when the area has to be expanded by about 28 square miles and another six square miles would be required for fisheries development.

*Housing.*—The problem of housing in the city is very acute due to the developmental activities and increased employment opportunities. There is a great demand for labourers and a high-level wage prevails in the city. The number of immigrants from the neighbouring States and districts for manual labour and white-collared jobs is increasing since the last decade. While the city's population has increased tremendously, the house-building activities have not kept up with the demand. The State Government has built about 400 dwellings for its employees. Industrialists have not taken steps to provide housing facilities for their employees. To accommodate a population of five lakhs by 1981, at least 50,000 houses would have to be constructed at the rate of about 2,500 to 3,000 dwellings per year. This means an investment of about Rs. one crore per year. If these increasing needs are not met adequately, the problems of housing, slums and congestion would become more acute in the years to come. Now, only a few slums exist in the city. But, if the shortage of housing continues, it will result in the growth of more slums in and around the city. The Mysore State Housing Board has extended its activities to Mangalore recently and hire-purchase and rental housing Schemes have been formulated.

*Other amenities.*—The City Municipality is maintaining six parks and gardens, eleven reading rooms and a travellers' bungalow containing six suites. All the eleven markets in the city belong to the City Municipality. The Municipality maintains also a central bus stand and a number of other vehicle stands. Twenty-seven burial grounds and two cremation grounds exist in the limits of the city.

Receipts and  
Expenditure

*Taxation.*—The incidence of municipal tax per head of population was Rs. 9.60 in 1957-58. In 1970-71, it was Rs. 15.9 as

against Rs. 11.93 in 1969-70 taking the population of 1961 census which was 1,42,231. Property tax was levied by the Municipality at the following rates :—

*Taxes levied on buildings :*

(a) General purposes ..	10% on the annual rateable value.
(b) General sanitary cess ..	4% on the annual rateable value.
(c) Water tax or rates ..	7% on the annual rateable value.
(d) Lighting tax ..	3% on the annual rateable value.
(e) Education cess ..	5 paise per rupee of tax

A library cess and a health cess were levied at three paise per rupee and nine paise per rupee respectively on property tax. Lands were taxed at 50 paise for every hundred square metre per year. A general revision was done in the year 1967-68 and the revised assessments were given effect to from 1st April 1968. Statements showing the receipts and expenditure of the City Municipality for the years 1967-68 and 1971-72 are given below :—

RECEIPTS

Items	1967-68		1971-72	
	Rs.	P.	Rs.	P.
Property tax .. .. .	15,60,041.	04	23,06,988.	36
Profession tax .. .. .	1,27,249.	00	1,15,770.	10
Market receipts .. .. .	3,68,872.	11	5,02,499.	82
Cart stand .. .. .	39,457.	07	27,538.	47
Licence fees .. .. .	94,069.	41	1,33,312.	57
Town-Hall .. .. .	27,031.	50	32,834.	48
Rest-House .. .. .	2,317.	85	3,818.	88
Excess water charges ..	3,95,748.	22	4,79,320.	75
Vehicle tax .. .. .	8,659.	50	7,637.	77
Government grant .. ..	5,30,576.	07	6,92,298.	95
Surcharge on stamp duty ..	38,161.	92	47,574.	33
Compensation on motor vehicle tax .. .. .	22,431.	00	22,431.	00
Entertainment tax .. .. .	3,77,735.	63	6,72,391.	70
Miscellaneous receipts ..	1,05,214.	44	1,15,296.	10
<b>Total .. .. .</b>	<b>36,97,564.</b>	<b>76</b>	<b>51,59,713.</b>	<b>37</b>



## EXPENDITURE

Items	1967-68		1971-72	
	Rs.	P.	Rs.	P.
General Administration ..	2,19,783.	96	3,38,718.	43
Collection of taxes .. ..	84,024.	02	1,07,893.	49
Refunds .. ..	12,758.	66	7,838.	54
Contribution to pension, etc. ..	82,571.	50	59,231.	78
Public safety .. ..	1,27,406.	99	2,73,925.	81
Engineering establishment ..	1,06,998.	22	1,71,169.	83
Public Health and Convenience	12,83,899.	73	19,35,161.	37
Public Works .. ..	2,92,791.	38	8,68,832.	33
Public Instruction (including Education) .. ..	6,12,625.	19	34,525.	55
Contributions .. ..	5,62,500.	00	4,15,550.	00
Miscellaneous .. ..	7,06,179.	11	2,81,878.	38
Total .. ..	40,91,538.	76	44,94,725.	61

**Udipi  
Municipal  
Council**

In 1936, the Madras Government sanctioned Municipal Council for Udipi which had then a population of 17,250. Prior to that, the place was under the jurisdiction of the South Kanara District Board. The sanctioned strength of the Municipal Council was 16 members in the beginning, including four seats reserved for Muslims, Indian Christians, Scheduled Castes and women. The municipal area of 3.75 sq. miles (or 9.7124 sq. kms.) was divided into 12 separate wards for purposes of representation. The first elections after the constitution of the Municipality were conducted in 1936 and the new council was set up in August 1936 when the chairman was elected. The Government appointed an executive officer designated as the Commissioner to carry out the day-to-day administration of the Municipality.

In 1971, Udipi had a population of 29,753. The number of houses during the year 1968-69 was 5,323 as against 5,080 during 1967-68. The number of vacant sites were 182 in 1968-69 as against 219 in 1967-68 exclusive of Government vacant sites within the municipal area. The Municipal Council now consists of 19 members; one of the seats is reserved for women and another for the Scheduled Castes. The area is divided into 17 wards and five territorial divisions. All the members are elected on adult franchise basis. The elected councillors elect their chairman and vice-chairman. Five committees relating to taxation, appointments, health, works and audit are constituted and five members are elected to each of the five committees. In 1971, the staff of the Town Municipality consisted of a Chief Officer, a Manager, one Accountant, two Sanitary Inspectors and one Health Assistant, besides others.

*Water Supply.*—Draw wells had been the source of water supply to the town until very recently. The entire population of the town depended on the draw wells existing in many of the house compounds. In some areas of the town, scarcity of water was experienced due to the wells going dry in summer months causing untold hardships. The State Government accorded administrative sanction in May 1965 to a protected water supply scheme of the Udipi Municipality. After conducting detailed investigations about the various sources of water supply like dug wells, bore wells and streams, it was decided to adopt Swarna river as the source of supply. Like all coastal rivers, Swarna river is also affected by tidal conditions and as such the intake had to be located beyond the salt water zone. It was found ideal to locate the intake works upstream of Baje ferry, where the width of the river is very narrow and rock is met with throughout the width of the river. There would be little or no flow in the river in March, April and May and as such it was found necessary to store sufficient water for the lean months by constructing a weir across the river to a suitable height. With such arrangements for storage, the Swarna river was found to be the most dependable source of supply. The cost of the scheme was about Rs. 62 lakhs. The annual maintenance and repair charges amount to Rs. 3.3 lakhs. With the successful completion of the scheme, protected water supply to the town was commenced from February 1972 and there is now a 24-hour water supply to the town.

*Conservancy and Drainage.*—Twenty-six sweepers are engaged for sweeping work. A lorry and 174 dust bins are maintained for collection of refuse. The expenditure on collection and removal of refuse was Rs. 57,706.87 during the year 1970-71. The refuse is used for preparation of compost manure, which fetched Rs. 700 during 1970-71. Water carriage and underground drainage works have been taken up and the same are in progress.

*Roads.*—During 1970-71, the total length of roads maintained by the Municipality was 27.6427 kilometres, the details of which were as under:—

(a) Cement concrete	..	0.2423 kms.
(b) Asphalt (bituminous or tarred roads)		22.1830 kms.
(c) Water-bound macadam (metalled road).		4.6568 kms.
(d) Unmetalled (gravel roads)	..	0.5606 kms.

Three district roads, namely, the Mangalore-Baindoor Coast Road, the Malpe-Udipi-Karkal Road and the Udipi-Alevoor-Karkal Road measuring 9.8648 kilometres, 1.4873 kilometres and 1.4873 kilometres, respectively pass through the municipal limits and they are under the Public Works Department.

*Lighting.*—There were 870 ordinary street lights, 299 tube lights and 18 mercury vapour lamps in the municipal limits in 1970-71. A sum of Rs. 44,921.19 was spent during that year towards lighting charges.

*Other amenities.*—The Municipality is maintaining a public park called the Bhujanga Park at Ajjarcad. There is a public *maidan* named as the Gandhi Maidan which is used for holding meetings and rallies. Five children's corners have been opened. There is one municipal playground and a gymnasium and they are located near the Bhujanga Park. The Municipality is maintaining also a rest-house and an inspection shed and an additional building for the benefit of travellers seeking accommodation.

*Taxes.*—The incidence of municipal tax per head of population was Rs. 12.93 in 1968-69, Rs. 14.12 in 1969-70 and Rs. 12.19 in 1970-71. Taxes at the following rates were being levied as from 1st October 1966 :—

<i>Sl. No.</i>	<i>Nature of Tax</i>	<i>Rate per year</i>
1.	Tax on all buildings, on lands or both other than lands falling under clause A (i) Schedule of Act, 1964 situated within the municipal area.	8 per cent of annual rateable value
2.	General sanitary cess .. .. .	4 per cent of annual rateable value of No. 1.
3.	Water rate .. .. .	7 per cent of annual rateable value of No. 1.
4.	Lighting tax .. .. .	3 per cent of annual rateable value of No. 1.

The following two tables show the receipts and expenditure under various heads for the years from 1967-70 and 1970-71 :—

<i>Receipts</i>	1969-70	1970-71
	Rs.	Rs.
Municipal rates and taxes .. .. .	2,47,096	2,40,462
Realisation under special Acts .. .. .	1,15,981	1,18,655
Revenue derived from municipal property apart from taxation.	2,52,880	1,79,502
Grants and contributions .. .. .	1,56,162	1,52,020
Miscellaneous .. .. .	1,293	6,645
Other receipts .. .. .	..	700
Extra-ordinary debt and suspense account ..	1,67,259	..
Receipts from general taxation .. .. .	..	3,04,793
<b>Total .. .. .</b>	<b>9,40,671</b>	<b>10,02,777</b>

<i>Expenditure</i>	1969-70	1970-71
	Rs.	Rs.
General administration and collection charges	1,09,207	99,895
Public safety .. .. .	32,241	45,143
Public health and convenience .. .. .	1,71,600	1,78,242
Public Works carried out by Public Works Department.	154	..
Public Works carried out by other agency ..	34,705	3,06,107
Contribution and grant-in-aid .. .. .	1,212	..
Public Instruction .. .. .	92,177	11,274
Miscellaneous .. .. .	2,87,734	16,676
Capital expenditure .. .. .	1,16,189	3,03,176
Extraordinary debt and suspense account ..	1,14,189	..
<b>Total .. .. .</b>	<b>9,59,408</b>	<b>9,60,513</b>

Besides Mangalore and Udipi Municipalities, there were, in 1972, 16 town panchayats located at Buntwal, Coondapur, Karkal, Moodabidri, Mulki, Puttur, Ullal (major town panchayats), Vittal (Buntwal taluk), Malpe and Saligrama (Udipi taluk), Baindoor (Coondapur taluk), Kinnigoli, Malali, Padavu, Panambur and Surathkal (Mangalore taluk). In all the town panchayats except the Malali Town Panchayat, there were 19 members, 4 to 7 of the 19 seats being reserved for women and one for the Scheduled Castes. The Malali Town Panchayat had 15 members, 3 of the seats being reserved for women and one for the Scheduled Castes. The seven major town panchayats of Coondapur, Karkal, Puttur, Buntwal, Moodabidri, Mulki and Ullal were performing identical functions as those of town municipalities, the first three of which are dealt with here by way of illustration.

**Town  
Panchayats**

The Coondapur Panchayat was at first constituted in 1935 and was upgraded to a major panchayat in 1944 when a full-time Executive Officer was appointed to look after its day-to-day administration. Before the introduction of Panchayat administration, the Taluk Board was looking after the civic needs of the place.

**Coondapur  
Town  
Panchayat**

The Panchayat has jurisdiction over the two revenue villages of Coondapur and Voderhobli and is divided into nine wards from which 19 members are elected on the basis of adult franchise. Seven seats are reserved for women and one seat for the Scheduled castes. The area of the Town Panchayat is about 4½ square miles and there were 4,763 houses with a population of 23,831 as in 1971.

The works for supply of protected water to the town are in progress. The main source of water supply to the town has been

private wells as also 15 public wells maintained by the Town Panchayat. There is no underground drainage system. The existing drains are *katcha* ones and are located in all important roads and by-lanes through which storm water is allowed to flow.

The Town Panchayat Secretary is assisted by one Building Inspector, one Head Clerk, two II Division Clerks, three Bill Collectors, one Sanitary Inspector and one Midwife, a Sanitary Maistry, 13 Sweepers, 4 Scavengers, 4 Sanitary Mazdoors, one Gardener and two Peons.

The sources of income of the Town Panchayat are taxes on buildings and lands, shops, entertainment, animals and vehicles, professions and trades, tolls on roads and ferries, lighting rates, rents of lands, buildings, etc., sale proceeds of grass and trees, receipts from markets and slaughter houses, fines, grants from Government, etc. The income and expenditure of the Town Panchayat are shown in a separate statement appended at the end of the chapter.

#### **Karkal Town Panchayat**

A Class I Major Panchayat was first constituted for Karkal in 1928 under the provisions of the Madras Local Boards Act, 1920. Later, the Panchayat was functioning under the provisions of the Madras Village Panchayats Act of 1950 till the introduction of the Mysore Village Panchayats and Local Boards Act, 1959. The area of this Panchayat extends over 8.80 square miles divided into six wards. There are 19 members in the Panchayat; six of the seats are reserved for women and one for the Scheduled Castes. The total number of houses in the panchayat area was 3,921 as on 31st March 1970 and the population as in 1971 was 5,838.

A protected water supply scheme has been recently sanctioned. At present, wells are the source of water supply to the town and the Panchayat is maintaining 16 public wells. The town has no underground drainage system. The public health staff of the Town Panchayat consists of one Sanitary Inspector, one Sanitary Maistry and 18 public health workers including scavengers. The Panchayat has undertaken the implementation of an anti-mosquito scheme and three mazdoors are employed for anti-larval spraying work. The total length of the roads maintained by the Panchayat was 15 miles and  $3\frac{1}{2}$  furlongs as on 1st July 1972. Electricity was first provided to this town in 1948 and in 1972, there were 284 street lights maintained by the Panchayat. For income and expenditure of the town panchayat see separate table appended at the end of the Chapter.

#### **Puttur Town Panchayat**

The Puttur Panchayat was constituted in 1927 under the provisions of the Madras Local Boards Act, 1920, as a Class I Panchayat. Under the provisions of the Madras Village Panchayats Act, 1950, the strength of the panchayat members was 12

inclusive of the president, who was elected direct by the voters apart from the election of 11 members. Out of the 11 seats, one seat was reserved for women and another for the Scheduled Castes and elections were held once in three years.

At present the Panchayat area is divided into 21 blocks and there are 19 members. Five seats are reserved for women and two for the Scheduled Castes. All the members are elected on the basis of adult franchise. The area of the town is 2,405.69 acres and there were 2,247 residential houses as on 31st March 1970 and the population of the town in 1971 was 17,483.

The Town Panchayat is maintaining a Maternity and Child Welfare Centre. It is under the charge of a Maternity Assistant assisted by an Ayah and UNICEF aided drugs and diets are being distributed to the pregnant women and children under the prescription of an Honorary Surgeon attached to the Centre.

Draw wells are the only source of water supply to the town at present (1972). In 1972, the Panchayat was maintaining roads of a total length of about  $4\frac{1}{2}$  miles, out of which one mile and four furlongs are black-topped, one mile and four furlongs are metalled and the remaining are gravelled. There are 11 bridges and 23 culverts in the panchayat area. About 1,200 vehicles are plying in the town every day. The town was first electrified in 1957. In 1972, there were 262 street lights and 2,356 private connections. A play-ground and a children's corner are provided. There is a free panchayat library and a reading room. The Secretary (Executive Officer) is assisted by three Bill-Collectors, a First Division Clerk, three Second Division Clerks and two Peons. There is one Sanitary Inspector assisted by a Sanitary Maistry, a Tractor-Driver, 16 Public Health workers and six mazdoors (field-men).

The Panchayat is levying house-tax, profession-tax, private scavenging fees, cess pool fees, drain covering fees etc. It is getting portions of the collection of entertainment tax and land revenue from Government in addition to grants. The income and expenditure of the town panchayat are indicated in a separate statement given at the end of the chapter.

From 1st April 1934, the Taluk Boards were abolished on account of the slender financial resources of these bodies and all the functions which had been entrusted to them were taken over by the District Board. After the abolition of the Taluk Boards, the strength of the District Board was enhanced to 44, all of whom were elected. There were eleven seats reserved for special classes and interests and the president and vice-president were chosen from among the elected members. The District Board was made responsible for the construction and maintenance of all important

**District Board**

roads within the district, all the bridges, culverts, causeways, travellers' bungalows and rest houses starting and maintaining of elementary and secondary schools, and administration of public health and sanitation,

The strength of the Board was fixed at 40 in March 1953 and this was reduced to 32 from 1st November 1956 as a result of the merger of the Kasaragod Taluk in Kerala, when the rest of the district was integrated with the new Mysore State. Prior to that date, the number of seats reserved for the Scheduled Castes was three and that for women four and after that date, the number of seats reserved for the Scheduled Castes was one while that for women remained the same as before. For all the then existing six taluks of the district, 27 different circles were formed, each of which was to be represented by a member. The four seats reserved for women were allotted to Coondapur, Brahmavar, Mulki and Puttur while the seat reserved for Scheduled Castes was allotted to Moodabidri. The jurisdiction of the District Board extended over the entire revenue district of South Kanara excluding the areas covered by the Mangalore and Udipi Municipalities. There were three statutory committees, one each for education, public health, and works and communications and there were also three other supervisory committees called the General Standing Committee, Budget Committee and Profession Tax Committee. The Board had at its head office, a Secretary, a Chief Superintendent, five Superintendents (three for general section and two for elementary education section), seven Upper Division Clerks, 30 Lower Division Clerks, 3 Typists, one Stenographer, 4 Attendants, one Daffedar, a Jeep Driver and 10 Peons. In the matter of appointments, punishments and appeals of its employees, the rules framed by the State Government were observed.

*Communications.*—With the re-organisation of the Highways Department in 1947, the cost of the Engineering Establishment was being met by the State Government in the first instance and then it was shared by both the Government and the District Board on a *pro-rata* basis. The following statement gives the total mileage of roads and the cost of their maintenance as in 1957-58 :—

Year	Miles maintained			Cost of maintenance	
	M.	Fur.	Ft.	Total Amount	Per mile
				Rs.	Rs.
1957-58	627	3	557	2,92,212	466

Immediately after the formation of the Highways Department, the roads that were left with the Board were classified as Major

District Roads, Other District Roads and Village Roads. The lengths of these roads in 1957-58 were as follows.—

	<i>M.</i>	<i>Fur.</i>	<i>Ft.</i>
Major District Roads .. .. .	76	1	505
Other District Roads .. .. .	211	1	300
Village Roads .. .. .	340	0	412
Total .. .. .	627	3	557

The District Board was managing 78 ferries in all. The total net annual income from these ferries came to Rs. 21,265. The Board was owning and maintaining 43 rest-houses for the use of the travelling public.

*Education.*— The District Board had been empowered by statute to administer elementary and secondary educational institutions under its jurisdiction. The following table shows the number of schools run by the Board in 1955-56, 1956-57 and 1957-58 and the strength of pupils in them :—

<i>Number of Board Schools</i>			<i>Strength of Pupils</i>			
1955-56	1956-57	1957-58	1955-56	1956-57	1957-58	
576	594	616	Boys	40,754	39,730	42,356
			Girls	23,854	23,830	25,641
			Total	64,608	63,560	67,997

The Board employed 1,924 teachers to man these elementary and higher elementary schools. Of this strength, 240 secondary grade teachers, both trained and untrained, were employed under a special scheme to relieve educated unemployment. In all the elementary schools maintained by the District Board, free tuition was being imparted to all the pupils belonging to the backward communities. The number of Harijan boys and girls receiving tuition in the Board's elementary schools was 1,700 during 1957-58.

The Board had under its management, 20 high schools in 1957-58. Education cess was being collected at the rate of three annas per rupee of land revenue.

*Public Health.*— Public health, including medical relief and preventive medicine, was another noteworthy feature of the District Board's activities. In 1957-58, the Board managed nine regular local fund hospitals and dispensaries, 12 rural dispensaries



of allopathic medicine and 18 rural dispensaries of indigenous medicine. Of the rural dispensaries, 11 allopathic and 18 dispensaries of indigenous medicine were subsidised by Government. Maternity Assistants were attached to the local fund dispensaries and seven of the rural allopathic dispensaries. The public health establishment of the District Board was under the charge of the District Health Officer, South Kanara. He was assisted by seven Health Inspectors each of whom was in charge of a range.

*Revenue.*— The main source of revenue of the District Board was the land cess which was levied at the rate of two annas in the rupee of the annual rental value of all occupied lands in the district and the additional surcharge on land revenue levied at the rate of two annas per rupee of assessment. The land cess and the additional surcharge were collected by the Revenue Department along with revenue collections. The total land cess credited to the Board during 1957-58 after a deduction of Rs. 71,469 for the excess credit of the previous year was Rs. 1,71,093. An amount of Rs. 1,96,666 was also received by the Board by way of additional surcharge on land revenue.

The total expenditure on the services falling under general account and elementary education amounted to Rs. 26,26,977 which was met from taxes including education cess, service receipts, Government grants, etc. Including capital expenditure, the total expenditure of the Board came to Rs. 27,60,370 in 1957-58.

**District  
Development  
Council**

The Mysore Village Panchayats and Local Boards Act, 1959, came into force with effect from 1st November 1959. As a result, a three-tier development oriented system of local self-governing institutions was introduced consisting of a District Development Council, Taluk Development Boards and Village Panchayats. In accordance with the provisions contained in Section 187 of the Act, the State Government constituted a District Development Council for South Kanara with effect from 18th May 1960 in place of the old District Board. The Council consists of Members of Parliament and Members of the State Legislature elected from the district, presidents of all the Taluk Development Boards, officers of various development departments and two members nominated for a period of two years, one representing women and another the Scheduled Castes and Tribes. During the year 1971-72, the total number of members on the Council was 44. The Deputy Commissioner of the district is the Chairman of the Council and the District Development Assistant is its Secretary.

The Council scrutinises and approves the budgets of the Taluk Development Boards, guides them and co-ordinates their work. It reviews the progress of various schemes undertaken by the Taluk Development Boards, Village Panchayats and various Government departments and watches their implementation. In fact it acts as

an advisory and co-ordinating agency for all the developmental works pertaining to the district. It has constituted three sub-committees in respect of agricultural development, civic amenities, social education and rural arts, crafts and industries.

Eight Taluk Development Boards have been established in the district, one for each revenue taluk, excluding the areas served by the Town Municipalities. In the taluks, having a population of one lakh and above, the Board consists of 19 members, while in other taluks, where the population is less than a lakh, the Board has 15 members. The members of the Taluk Boards are elected on the basis of adult franchise. For purposes of election, the area of the revenue taluk is divided into a number of constituencies. Seats are reserved for the Scheduled Castes and Scheduled Tribes in proportion to their population. The Block Development Officers are the Chief Executive Officers of these Boards.

**Taluk  
Development  
Boards**

Under the relevant provisions of the Mysore Village Panchayats and Local Boards Act of 1959, the Taluk Development Boards have to supervise and guide the work of the Panchayats. Effective co-ordination is envisaged between the Panchayats and the Taluk Development Boards. Extension of co-operation for the implementation of plan and non-plan schemes is a major responsibility of Taluk Boards. Formation of roads, construction of buildings, bridges, tanks and wells, organisation of conferences, exhibitions, cattle shows, etc., are some of the aspects attended to by these Boards in their respective taluks. The Taluk Boards are eligible for annual grant of an amount equal to fifty per cent of the land revenue collection of the taluk concerned. The Deputy Commissioner determines every four years the average land revenue collection for a period of five years preceding the date of such determination and this average land revenue is deemed to be the land revenue assignable for a period of four years from the date of such determination. In addition, the Government also assigns to the Taluk Boards an amount equal to ten per cent of the land revenue collection which is to be spent for such purposes as the Government may from time to time direct. The entire local cess on land revenue and the water cess collected in the area are also assigned to these Boards. The Taluk Boards have powers to levy duties and taxes, among other things, on transfer of immovable properties in the shape of an additional stamp duty, on animals brought for sale, etc. By way of illustration the working of the Puttur Taluk Development Board is elucidated here.

The Taluk Development Board, Puttur, was first constituted on 24th November 1960 for a term of three years. This Board was dissolved on 31st March 1966 consequent on the delimitation of territorial constituencies of Puttur and Buntwal taluks and creation of a new revenue taluk of Sullia, and reconstituted on

**Taluk  
Development  
Board, Puttur**

1st April 1966 for one year and it continued to function till 31st March 1967. On the expiry of this term, a Block Advisory Committee was constituted under the Chairmanship of the Assistant Commissioner, Puttur Sub-Division, as an *ad-hoc* arrangement for the administration of the Taluk Development Board. The present Taluk Development Board was formed on 6th December 1968 in accordance with the provisions of Section 96 of the Village Panchayats and Local Boards Act of 1959.

In the area of this Board, there are 68 revenue villages grouped into 59 panchayats. The Board consists of 19 elected members from seven constituencies, viz., Uppinangady, Puttur, Savanur, Kapu, Panaje, Kuntur and Kadaba. Out of 19 seats 14 are general, 3 are reserved for the Scheduled Castes and Scheduled Tribes and 2 for women. Besides these, the Legislators of the taluk are on the Board. The president and vice-president of the Board are elected from among the elected members. The Block Development Officer, who is the Chief Executive Officer of the Board, assists the Board in executing the development works in the taluk. He is assisted on the ministerial side by a staff consisting of one Superintendent, one First Division Clerk, three Second Division Clerks, a Third Division Clerk, a Typist and three members of class IV staff. On the executive side, there are two Agricultural Extension Officers, one Extension officer for Animal Husbandry, one Social Education Officer, one Panchayat Extension Officer, one Industrial Extension Officer, two Co-operative Extension Officers, one Progress Assistant, one Mukhya Sevika, 20 Grama-sevaks and three Gramasevikas.

The following are the three statutory committees of the Board, each of which consists of five members :

(1) *Standing Committee*:—It is presided over by the President of the Taluk Board and the following are its functions :  
 (a) Framing of Taluk Board budget and revised budget and approval of re-appropriation proposals ; (b) consideration of all matters relating to financial implications and elucidating of policies to be adopted by the Board ; (c) review of audit reports of the Board and approval of replies to the audit reports.

(2) *Audit Committee*:—The President of the Taluk Board is the Chairman of this Committee also. Its main duties are to review the monthly statements of receipts and expenditure of the Taluk Board and to scrutinise the proposals for increase of revenue and generally to supervise the revenue and expenditure of the Board.

(3) *Public Health Committee*:—The Vice-President of the Taluk Board presides over the meetings of this committee. The matters relating to Public health and administration of dispensaries and hospitals are considered by this committee.

*Other Committees* :—Besides the above committees, the Board has constituted the following sub-committees :—(1) Education Sub-Committee ; (2) Agricultural Sub-Committee ; (3) The Scheduled Castes and Scheduled Tribes Amelioration Sub-Committee ; (4) Functional Sub-Committee for the welfare of women and children ; (5) Industries Sub-Committee and (6) Appointment Sub-Committee (for purposes of recruitment of officials).

Besides 50 per cent of the land revenue which is given by way of grant, a local cess at the rate of 12 paise in a rupee on the land revenue collection of the taluk is being collected and credited to the Taluk Development Board Funds. An additional stamp duty on transfer of immovable property is being levied by this Taluk Board at the rate of three per cent.

**Financial  
position**

A compensation under the Mysore Motor Vehicles Taxation Act, 1957, is also paid to the Board by Government. (This amounted to Rs. 25,483-70 in 1971-72.) A Government grant at 50 per cent of the recurring and non-recurring expenditure on the maintenance of health-unit type dispensaries and one-fourth of the recurring and one-third of the non-recurring expenditure in respect of local fund dispensaries under the management of the Board are also being received by the Board.

The staff quarters constructed under the National Extension Service have been transferred to the Board for maintenance from 1968-69 and rent is being collected at 10 per cent of the salary of the occupants or 7½ per cent of the capital cost of the building whichever is less. The Board gets sale-proceeds from the annual auction of right of collection of usufructs of trees in the road margins and other premises belonging to the Board, receipts from the annual auction of right of collection of tolls at the ferries under the management of the Board and receipts from travellers bungalows by way of rent. The receipts and expenditure of the Board during the years 1960-61, 1966-67 and 1971-72 were as given below :—

RECEIPTS

(in Rupees)

Head	Year		
	1961-62	1966-67	1971-72
1	2	3	4
Land Revenue assigned by			
Government .. .. .	70,231	55,896	1,30,687
Rates and Taxes .. .. .	2,516	33,706	40,831

1	2	3	4
Revenue derived from the Taluk Board property and other sources .. .. .	3,414	2,687	15,377
Miscellaneous .. .. .	842	12,979	953
Grants-in-aid and contributions .. .. .	..	62,842	1,18,569
Education .. .. .	..	1,28,681	10,087
<b>Total</b> .. .. .	<b>77,003</b>	<b>2,96,791</b>	<b>3,17,104</b>

## EXPENDITURE

General Administration .. .. .	2,901	22,208	54,885
Public works executed by the Board .. .. .	27,531	61,611	1,84,113
Public health .. .. .	13,704	41,529	84,531
Civic amenities .. .. .	2,520	2,139	3,704
Contributions and grants-in-aid .. .. .	..	1,590	2,472
Miscellaneous .. .. .	..	66,540	20,148
Education .. .. .	..	1,43,094	8,809
<b>Total</b> .. .. .	<b>46,656</b>	<b>3,38,711</b>	<b>3,58,662</b>

*Achievements.*—The Board has been carrying on several developmental works such as providing inter-village communications, sinking of drinking water wells in needy villages, construction and extension of school buildings, restoration and repairing of minor irrigation works and undertaking of agricultural development activities, etc., useful to the rural public of the taluk. The Board is running two junior colleges, one each at Puttur and Uppinangady, and a high school at Kadaba. Since its inception upto the end of 1971-72, the Board spent a total sum of Rs. 10,86,649 on construction of new buildings, and maintenance of institutions. A sum of Rs. 3,91,337 was received as grant from Government towards education. All over the taluk, 164 primary school buildings were constructed at a cost of Rs. 1,63,443. The Board spent a sum of Rs. 40,900 towards supply of agricultural implements and improved seeds and fertilisers. The statement given hereunder shows the important works taken up and the amount spent on them since the inception of the Board upto the end of 1971-72 :—

Sl. No.	Item of work	No. of works taken up since inception	Expenditure incurred so far rupees
			Rs.
1.	Construction of primary school buildings ..	164	8,16,456
2.	Construction of Taluk Board office building including a Jeep-shed.	1	40,000
3.	Construction of latrines .. ..	27	60,372
4.	Construction of drinking water wells ..	124	5,83,585
5.	Formation of inter-village roads and construction of bus-stand buildings.	36	3,22,519
6.	Construction of community halls .. ..	18	49,347
7.	Construction of children's play grounds ..	16	17,314
8.	Construction and repairs of rural dispensaries including a maternity home at Puttur.	5	67,740
9.	Repairs to school buildings .. ..	164	2,26,058
10.	Construction of rest houses and co-operative buildings.	24	1,48,832

The Mangalore Port Trust is an autonomous statutory body **Mangalore Port Trust** deriving its authority from the Mangalore Port Trust Act, 1953, which enumerates the jurisdiction, duties and powers to administer the Port area. According to Section 29 of the Act, certain properties are vested in the Board of Trustees and over which the Port Trust has jurisdiction. The administration of the Port prior to the constitution of the Mangalore Port Trust Board was under the State Port Officer of the Government of Madras. From 1st October 1959, the Trust was constituted under the said Act of 1953 to administer the Port and the Board of Trustees was also appointed as the Conservator of the Port under the Indian Ports Act, 1908, by the State Government.

The Chairman and the Vice-Chairman of the Port Trust are appointed by the State Government. The Board consists of seventeen trustees including the Chairman and the Vice-Chairman. It is stipulated in the Act that the Mangalore Municipal Council should send two trustees, the Kanara Chamber of Commerce four, the Western India Tile Manufacturers' Association two, the Minerals and Metals Trading Corporation of India Ltd., Southern Railway and the Public Works Department, Mangalore Circle one each for a term of two years—and other four members are appointed by the State Government and another trustee is nominated by the State Government from a panel consisting of persons elected by trade unions of workers at the Port, which are registered under the Indian Trade Unions Act, 1926. The Deputy Commissioner of the South Kanara District is the Chairman of this Board. The State Government have powers to supersede the Trust in the event of grave dereliction of duty just as in the case of other local self-governing institutions.

The Chairman of the Port Trust Board is its controlling officer, and the administration of the Port is carried on with the assistance of the Port Officer, who is the executive officer of the Port Trust, an Administrative Secretary, a Port Engineer, a Junior Engineer, a Manager and 133 ministerial and class IV officials. The main functions of the Port Trust are regulation of landing, shipping or transshipping of passengers and goods, registration and control of ships and sailing vessels and looking after the sanitary and conservancy of the Port, and these functions are carried out under the provisions of the (i) Mangalore Port Trust Act, 1953, (ii) Indian Ports Act, 1908 (Central), and (iii) Merchant Shipping Act, 1958 (Central).

The Mangalore Port Trust owns a total extent of 510 acres of land as follows —

Foreshore lands :	Sandspit area :
Length—about 5½ miles ;	Length—4 miles ;
Width—30 to 400 feet.	Width—250 to 1,400 feet.
(Total area—60 acres)	(Total area—450 acres)

The Port Trust Board is empowered to maintain all wharves, quays, docks, stage jetties and piers, with all necessary landing places, roads, approaches, railways, etc. It has also certain penal powers.

*Financial Position.*—The Mangalore Port Trust is a self-supporting body. It has not received any aid, grant or loan from Government or from any other sources. The items of revenue of the Trust are :

(i) *Under the Mangalore Port Trust Act.*—Export and import dues on cargo, ground rent on cargo including licence fees for occupation of landed properties of the port ; tug and launch hire ; shed rents for stocking cargo in the Port Trust godowns and transit sheds ; crane fee, water supply charges, sale proceeds of forms and other miscellaneous items.

(ii) *Under the Indian Ports Act.*—Port dues collected on the tonnage of vessels and harbour craft fees ; and pilotage fees (for volume of imports and exports handled by the Port). A statement showing the revenue and expenditure of the Mangalore Port Trust from 1967-68 to 1971-72 is appended at the end of the Chapter.

Statement showing the Receipts and Expenditure of Major Town Panchayats in South Kanara from 1967-68 to 1971-72

[In rupees]

Name of the Town Panchayat	1967-68		1968-69		1969-70		1970-71		1971-72	
	Receipts	Expenditure	Receipts	Expenditure	Receipts	Expenditure	Receipts	Expenditure	Receipts	Expenditure
1. Buntwal ..	34,846	70,577	47,787	46,658	43,115	47,618	51,603	49,073	49,338	45,449
2. Coondapur ..	1,52,050	80,447	1,36,422	1,77,341	N.A.	N.A.	1,49,655	1,35,024	1,90,025	1,79,532
3. Karkal ..	86,979	87,132	1,05,733	95,810	99,848	99,730	94,167	94,252	1,64,847	1,44,348
4. Moodabidri ..	72,013	76,483	81,185	82,623	72,992	67,908	85,886	80,225	86,265	78,897
5. Mulki ..	42,506	42,461	53,602	47,637	49,808	52,297	52,440	55,723	61,996	53,052
6. Puttur ..	1,58,731	1,56,435	1,92,003	1,48,627	1,70,979	1,25,784	1,55,720	1,64,153	2,09,726	2,11,599
7. Ullal ..	32,234	33,367	31,923	34,360	39,190	42,727	41,398	41,201	41,467	35,893

N.A.—Not available.



Statement showing the Receipts and Expenditure of Minor Town Panchayats in South Kanara from 1969-70 to 1971-72

Name of the Town Panchayat	(In rupees)					
	1969-70		1970-71		1971-72	
	Receipts	Expenditure	Receipts	Expenditure	Receipts	Expenditure
Baindoor ..	N.A.	N.A.	29,849.19	37,825.89	31,142.29	30,568.38
Kinnigoli ..	25,744.04	22,044.52	30,080.35	37,823.39	29,979.39	27,662.14
Malali ..	18,714.95	20,640.27	6,124.43	4,774.22	11,010.00	8,364.71
Malpe ..	32,017.86	27,116.39	28,569.29	24,420.84	32,809.17	28,767.18
Padavu ..	35,022.50	41,764.22	40,544.32	60,767.32	75,141.60	66,595.03
Panambur ..	10,655.22	7,115.21	24,817.48	16,896.73	N.A.	N.A.
Saligrama ..	15,409.37	15,234.98	13,925.55	23,262.61	22,067.72	26,659.50
Surathkal ..	42,549.84	43,806.74	59,738.12	47,910.44	47,759.80	48,034.55

N.A.—Not available.

## Statement showing the Revenue and Expenditure of the Mangalore Port Trust from 1967-68 to 1971-72

[In rupees]

Year	Mangalore Port Trust Fund		Mangalore Port Fund		Mangalore Pilotage Fund		Total		Investments
	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	Government Securities
1967-68	8,73,648	10,44,328	2,09,846	2,14,474	3,990	4,714	10,87,485	12,63,518	25,54,200
1968-69	12,68,491	10,64,277	1,42,187	70,436	4,419	4,357	14,15,099	11,39,071	25,43,800
1969-70	9,34,606	1,02,638	1,32,265	58,013	4,590	4,859	10,71,462	10,65,511	26,82,500
1970-71	11,51,654	9,36,084	1,16,952	35,118	5,091	4,575	12,73,699	9,75,778	22,18,000
1971-72	9,56,703	11,44,546	1,28,832	81,419	4,678	4,802	10,90,214	12,30,767	22,18,000

Closing balance as on 31st March 1972—Rs. 10,97,377 (all the three Funds).