

CHAPTER - III

A D M I N I S T R A T I O N

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ADMINISTRATION

Municipal administration is of great importance in the Municipal life of any City. The administration has become an essential part of a Society and dominant factor in life in the modern age. The functions it is called upon to perform have been expanded in scale, range and nature and are continually increasing. It has to look after the sanitation, water supply, construction and maintainance of roads, drainages, and preserving public health. These are the primary functions which are to be performed by the municipality compulsorily. Secondary functions are optional, to be performed depending on the ability of the local bodies to bear the burden. Education comes under the catagory of secondary functions. These are also called direct and indirect services. In other words, the functions of local self government are concerned with the cultural, social and physical development of the local community.¹ The local bodies have to look after sanitation, provide a proper system of sanitary drainage, conservancy a arrangements and other conditions necessary for preserving public health. To provide medical relief, to check spread of disease and epidemics. To construct and repair roads, lighting of streets, promotion of local safety against fire and other accidents. Providing and regulating water supply, light, public transport, collection and disposal of waste and

regulation of health, food supplies through licensed shops etc. come under the category of physical functions. Under the cultural category of functions are included: maintenance of general cleanliness and decency by planning the city development, maintaining and supporting places of public entertainment like parks, zoo, gardens, swimming pools, museums, libraries and other means of recreations.

Efficiency of municipal functions and its services to the community a great deal depends upon qualitative and quantitative performance of its personnel. The municipal body may pass any resolution and lay down any policy, ultimately, it is the question of the execution of the resolution or of the policy that is very important. As Tead Ordway has said "administration is a moral act and administrator is a moral agent".² Herman Finar also stresses the importance of the Civil service of the state when he says "However, adequately Organized that political side of government, however, wise our political philosophy and high leadership, these should be of no effect without the body of official experts in applying the accumulated supply of power and wisdom to the particular cases and permanently and specially employed to do so".³ The same argument hold true so far as municipal government is concerned.

In this background, here, it is useful and interesting to study the working of municipal administration of Bijapur from 1854 to 1954.

When the municipality at Bijapur was established on 7th June, 1954,⁴ the body set up for administration was consisted of the assistant commissioner in charge of taluk president the mamalatdar of Bijapur - Vice president and five members who were termed as municipal commissioners.⁵ These municipal commissioners met occasionally, took decisions on some matters and their decision were given effect to by a small staff of secretary, two assistants and a few mahars and Bhangis. It is interesting to note that the transactions of the municipality were carried on for about 8 years with out any proceedings being recorded in writing. The municipality started keeping recorded in of the proceedings of their meeting from 1.12.1962.⁶ In come of the municipality for the year 1954 was 1232/- collected by Jakat.⁷ and it was used for repairs to road etc.

Forty twenty years since the establishment of the municipality, the only source of income for the municipality was from Octroi. With a view to increase its income the municipality started to levy house tax from 1873. Because of this municipal income started steadily rising. In the years 1981-82 the total income of the municipality reached Rs. 3161⁸ and with this work load also. To meet the situation municipality increased the number of its personel. In the year 1881-82 establishment of the Bijapur municipality was consisted of secretary, sepoy, contingency, inspector, house tax karkun, Octroi Collecting establishment

and a small conservancy staff of a few sweepers and bhangis. In the year 1895, taking in to considerations the work load, the urgent needs of the city and also for effective administration the following establishment was sanctioned by the municipality in 1895.⁹

	<u>ESTABLISHMENT</u>	<u>PAY SCALE</u>
1.	Secretary	25-2-35
2.	Clerk	10-1-20
3.	Maistry	15-2-25
4.	Octroi inspector	12-1-18
5.	Sanitary Inspector	15-2-25
6.	House tax Karkun	10-1-15
7.	Sanitary Sub-Inspector	8-1-12
8.	Allapur Octroi Karkun	8-1-12
9.	Other Octroi Karkuns	7-1-10
10.	Octroi Peon	5- $\frac{1}{2}$ - 7
11.	Office Peon	6- $\frac{1}{2}$ - 8
12.	House tax peon	6- $\frac{1}{2}$ - 8
13.	Faras	6- $\frac{1}{2}$ - 7

The Bijapur Municipality was graded as a city municipality (previously it was town municipality) from 1-4-1911.¹⁰ While grading the municipality as city municipality government laid down a condition that the municipality should have on its establishment a chief officer of the rank of a Mamlatdar on a suitable pay

scale. In the year 1911 the municipality appointed its first chief officer. It may be pointed out here that all the chief officers till 1921 were revenue officials of mamalatdar's grade, whose-service were lent to the municipality by the government. In the year 1911 the office staff was consisted of following members.

T A B L E N O. 1

OFFICE STAFF IN THE YEAR 1911¹¹

Sl.No.	Designation	Number
<u>OFFICE</u>		
1.	Chief-Officer	1
2.	Head Clerk	1
3.	Accountant	1
4.	Karkoons	2
5.	Peon	2
<u>COLLECTION</u>		
6.	Karkoons	3
7.	Peons	2
<u>OCTROI</u>		
8.	Octroi Inspector	1
9.	Octroi Sub-Inspector	1
10.	Karkoons	11
11.	Nakadars	8

PUBLIC WORKS DEPARTMENT

12. Sub-Overseers 1

FIRE ESTABLISHMENT

13. Peon 1

STORE ESTABLISHMENT

14. Karkoon 1

LIGHTING

15. Inspector 1

16. Peons 9

GARDEN

17. Gadener 1

MARKET

18. Karkoon 1

PUBLIC WORKS ESTABLISHMENT

Before the appointment of the first chief officer in 1911 and creation of the post of a sub-overseer in 1911 not only major public works, but even such minor works as repairs of roads, construction of drains etc. were executed by the government public works department on request from municipality. When the sub-overseer's post was created public works department went out of picture. In 1921 overseer was appointed. In 1922 municipality appointed an engineer as its overseer and all the public

works thereafter, were carried on by municipality. When the public works programme was went on expanding engineering graduate was appointed as an overseer in 1929. In 1932 he was designated as an Assistant Engineer. In 1940 an independent post of an engineer was appointed for it.¹² He was assisted by one overseer and other staff of P.W.D. In 1950 P.W.D. had an adequate establishment consisting of¹³

	<u>Designation</u>	<u>No. of Posts.</u>
1.	Engineer	1
2.	Overseers	2
3.	Clerks	3
4.	Mukadams	8
5.	Others such as drivers, fitters, valvemen	18

WORKS DONE BY PUBLIC WORKS DEPARTMENT :

As has been said efficiency of municipal functions and its services to the community a great deal depends upon qualitative and quantitative performance of its personnel. Hence it is necessary to take note of the work carried by the establishment of each department to determine the efficiency of it. Which in turn determines the efficiency of municipal administration.

Public works department has discharged its functions satisfactorily to greater extent. It has constructed new roads and had modernized the old one. By 1954 total mileage of roads maintained by municipality was about 40 miles.¹⁴ Public work establishment of municipality has by 1954 constructed more than 11 miles of drain.¹⁵

WATER WORKS DEPARTMENT :

In the beginning water works were in the charge of government public works department. From 1.6.1922 onwards control of water works was transferred to the municipality.¹⁶ As the municipality was not in charge of water works till 1922, but was only providing funds for its operation, there was no municipal water works establishment till 1922. On that year water works establishment was sanctioned for the municipality by the commissioner, southern division by order No.Mun R.B.487/26.9.1922.¹⁷

T A B L E N O. 2

Water works establishment sanctioned for Bijapur Municipality in 1922.

Sl.No.	Designation	No. of Posts
1.	Mechanical Engineer	1
2.	Asst. Mechanical Engineer	1
3.	Firemen	2
4.	Coalman	2
5.	Greasers	2
6.	Chowkidars	2
7.	Mustering Clerk	1
8.	Valveman	2
9.	Fitter	1
10.	Chowkidar	1

When the general revision of the whole municipal establishment was undertaken, the following water works establishment was sanctioned by the Commissioner, Southern Division¹⁸ in the year 1950.

TABLE NO. 3

WATER WORKS ESTABLISHMENT IN 1950

Sl.No.	Designation	No. of Posts
1.	Mechanical Engineer	1
2.	Asst. Mechanical Engineer	1

3.	Mechanics	2
4.	Oilmen	1
5.	Fitter	1
6.	Tank Rakhavaldar	1
7.	Power House Chowkidar	1
8.	Reservoir Chowkidar	1
9.	Pipeline Chowkidar	1
10.	Steam Plant Chowkidar	2
11.	Store Keeper-cum-Clerk	1

WATER WORKS CARRIED BY MUNICIPALITY :

From the nineties of the last century, the problem of adequate water supply was engaging the attention of the municipal authorities. The frequent scarcity conditions made matters still worse. During the period 1901 to 1910, almost all the wells in Bijapur town had gone completely dry. At the time of this crisis, the municipality had to think of an immediate solution. On its request, the government of Bombay deputed Shri. M. Visvesvaraya to Bijapur to study the problem and to suggest a remedy. Shri. M. Visvesvaraya was then the Sanitary Engineer to the Bombay Government. He prepared a scheme of protected water supply, which required four lakhs of rupees. The scheme consisted of

the excavation of the Bhutnal Tank and other bunding operations. The total revised expenditure of the whole project finally came to Rs. 6,81,596.¹⁹ The project works near the Bhutnal Tank and the work of constructing the high service reservoir in Jorapur Peth and laying of distribution and supply mains in the town were all completed in 1914.²⁰ The municipality levied a special water rate on those who had taken special house connections. In the case of properties which had no private house connections from the mains, a general water rate was collected upto 31st March, 1954.²¹ It was later on included in the consolidated property tax which, for the first time was brought into force from 1st April, 1954.²² The consolidated property tax was levied on all properties liable for payment of the said tax under the municipal rules.

PUBLIC HEALTH & SANITARY ESTABLISHMENT :

Records of 1880-81 show that the municipal sanitary establishment consisted of²³

Srl.No.	Designation.	No. of Posts
1.	Sweepers	8
2.	Bhangis	2
3.	Sepoy (Mukadam)	1

4. Dharamshala Sweeper 1

But the widening sphere of work of the sanitary department has necessitated the expansion of the establishment from time to time as shown below.²⁴

Sl.No.	Year.	Designation.	Number
1.	1883	Sweepers	16
		Bhangis	2
2.	1894-95	Sweepers	25
		Bhangis	10

In 1895 a post of a Sanitary Inspector and Sanitary Sub-Inspector were created.²⁵ On 28/6/1907 the Commissioner by his Order No. ML/75 sanctioned a special sanitary establishment of 2 Karkoons, 2 Peons and 1 Bhangi Inspector and 10 Bhangis.²⁶

In 1918 under Commissioner S.D.'s - No. 332 of 19/1/1918 a full fledged sanitary establishment was sanctioned²⁷ as follows :-

TABLE NO. 4

Sanitary Establishment in 1918

Sl.No.	Designation.	No. of Posts.	Pay (P.M.)
1.	Sanitary Inspector	1	76/- plus Rs.20/- C.A.
2.	Sub-Inspector	1	20/-
3.	Mutton Market Inspector	1	15/-
4.	Mukadams	3	11/-
5.	Mukadams	2	10/-
6.	Mukadams	1	12/-
7.	Clerk	1	12/-
8.	Beldars	4	7/- each
9.	Road Sweepers	25	45/- each
10.	Bhangis	10	40/- each
11.	Night Soil Cart Drivers	5	12/- each
12.	Water Cart Drivers	3	10/- each
13.	Rubbish Cart Drivers	12	12/- each
14.	Malaria Sweepers	6	6/- each

In the year 1921 a post of Medical Officer of Health was added.²⁸ By Commissioner's Order No. 940 of 6/5/1926²⁹ a vaccination establishment was created with the vaccinator. To cope with the increasing demands of vaccination work in

the town the municipality appointed an additional vaccinator in the year 1949.

WORK DONE BY PUBLIC HEALTH & SANITATION DEPARTMENT :

From the municipal records it appears that the Bijapur municipality had made proper arrangements for the collection of refuse. To maintain the hygienic condition the municipality kept big dustbins at different places in the city. The municipality's permanent staff of sweepers use to sweep and collect the refuse on the public streets. In every municipal wards a Mukadam (Supervisor) was appointed to supervise the work of the sweepers and work completion report had to be submitted to the higher authorities in the municipal office daily. The municipality attended to the complaints of the citizens in prompt manner. Due to this municipality succeeded in keeping the city clean to greater extent.

The municipality had made proper arrangements for removal and disposal of refuse and night soil.

It has also constructed more than 11 miles of drain, 380 seats of public latrines and 48 seats of urinals.

In the field of public health the work done by Bijapur municipality is remarkable. Its efforts to fight against the dreadful epidemics like plague, and cholera make a

note-worthy chapter in the history of the municipal public health and sanitation. It is interesting to note that Bijapur municipality was a pioneer in making use of the latest preventive and curative measures against epidemics like cholera and plague. Because of the prompt, vigorous and effective measures taken by the municipality at heavy cost Bijapur became completely free from plague since 1935. Epidemic of cholera was another problem that Bijapur municipality had to face. It had occurred for seven times during the period 1905 and 1954. Whenever the epidemic broke out Bijapur municipality had taken effective measures to check it. It had undertaken the scheme of anti-cholera inoculations through out the city and effective measures were taken to keep the city clean. Due to the adoption of the above preventive measures after 1914 cholera ceased to be a city born disease.

ESTABLISHMENT OF THE MUNICIPAL DISPENSARIES :

In 1935 with the establishment of municipal dispensaries, a new medical establishment was added which was comprised of a Medical Officer, a Compounder, a Midwife, Dai and a Dresser.

In 1950 establishment of municipal dispensaries was comprised of following staff.³⁰

Sl.No.	Designation.	No. of Posts
1.	Medical Officer	1
2.	Compounder	1
3.	Midwife	1
4.	Dais	2
5.	Dresser	1
6.	Peon	1
7.	Bhangi	1

HOSPITALS RUN BY THE MUNICIPALITY :

The civil hospital maintained by the government was the only hospital that gave free medical aid to the general public till 1935. But on account of its situation in the western suburb of Jorapur, full advantage of medical aid at the civil hospital could not be taken by a large section of the public of Bijapur. The municipality, therefore, thought of opening hospitals to meet the medical needs of the people. On 3/10/1935³¹ the municipality opened an Ayurvedic dispensary on the Rama Temple Road.

To provide free medical aid to the general public living in the eastern half of Bijapur city, the municipality

opened in the same year (1935) an allopathic dispensary near Badikaman. A maternity home is also attached to it.

Apart from these two hospitals Bijapur municipality, looking to the needs of the rate payers residing in the southern part of the town had opened a new Ayurvedic Hospital in 1955.³² This dispensary had an indoor accomodation of about 20 beds.

SERVICE CONDITIONS OF MUNICIPAL EMPLOYEES :

Condition of services of municipal employees is also an important factor in deciding the efficiency of municipal administration. It is not enough if the municipality maintains sufficient establishment to discharge its functions, but at the same time service conditions of its employees must also be given due attention. Because it is this factor which also ditermines, with other factors, the efficiency of any municipal administration. Conditions regarding pay scales, promotions, and old age security are very important from the view point of municipal employees. These conditions determine the incentive to work. The municipal employees can be grouped in to three catagories. (1) Officers, (2) Clerical Staff, (3) Menial Staff.

The study of the service conditions of Bijapur municipality show that^{it}/has done its best in maintaining

an adequate staff and giving them suitable pay scales.

The municipal rules also provide the staff with benefits of provident fund, pension, gratuity, compassionate allowance and leave on the lines of the rules sanctioned by the government for their own employees.³³

To cite an example of how the Bijapur municipality has done its best in giving its employees suitable pay scales; the total expenditure on the establishment of all the departments for the year 1953-54 amounts to Rs. 3,97,148 against a total expenditure of the municipality of Rs. 13,95,612 and it works out at 29.45% of the total expenditure.³⁴

The table given below gives an idea of how the pay scales of some important posts in the different cadres were revised in 1922, 1941 and 1950, with the intention of giving its employees suitable pay scales.

T A B L E N O . 5

Comparative table showing pay scales of some important posts in the year 1922 and the revision of the same in 1941 and 1950. 35

	1 9 2 2	1 9 4 1	1 9 5 0
D E S I G N A T I O N			
Chief Officer	300-10-350 Plus Rs. 35/- Conveyance allowance	130-10-250 Plus Rs. 35/- Conveyance allowance	220-15-400-ER-20-500ER 55 550 Plus Rs.100/- Car allowance
Head Clerk	60-5-100	60-2-100	100-9-140-ER-10-170
Second Clerk	35-1-55	40-1-60	60-5/2-90-ER-5-125
Accountant	60-3-90	60-2-100	80-6-110-ER-3-150
Typist	-	40-1-60	50-5/2-90-ER-4-120
Clerks in the upper branches of all departments	50-1-60	40-1-60	50-5/2-90-ER-4-120
Octroi Inspector	47-2-60 + 5 (Cycle Allowance)	50-2-80 + 55 (Cycle Allowance)	70-1-85-ER-4-125-ER-5-130 Plus Rs.4/- Cycle Allowance.
Clerk in the lower divisions of all departments	25-1-30	20-1-30-ER-40	40-2-60-ER-3-90
Tax Inspector	40-2-60	50-2-80 + Rs.3/- (cycle allowance)	30-5/2-120-ER-4-140 + 4 cycle allow- ance.
Engineer	90-5-125 + 10/- C.A.	130-10-250 + 35 (Tonga Allowance)	220-15-400-ER-200-500 + Rs.60/- Tonga allowance.
Overseer	40-1-50	50-2-80 + 3 (Cycle Allowance)	30-5-100-ER-3-140-ER-10-220 + 4/- Cycle Allowance.
General Store Keeper	-	20-1-30	60-4-100-ER-5-140 + Rs.4/- Cycle Allowance.
Medical Officer	150-10-250+ Rs. 35/- T.A.	250-25-453 + Rs.45/- T.A.	220-15-400-ER-20-500-ER-25 250 + Rs. 60/- T.A.
Sanitary Inspector	50-5-20 + Rs.3/- (Cycle Allowance)	60-5 -100 + Rs. 10/-	70-5-120 + Rs.4/- Cycle Allowance.
Motor Driver	-	20-1-25	60-2-70-ER-3-100.
Mechanical Engineer	100-5-105	100-5-125	100-12-200-ER-12-352-ER-12 460 + Rs.10/- Motor Cycle Allowance.
Assistant Mechanical Engineer	50-2-80	50-2-80	70-3-100-ER-5-140

It is interesting to note that the Bijapur municipality has also provided decent housing eminities to its employees. The municipality began this work by providing houses to its Harijan employees. The construction of the houses was undertaken in 1950-57 and an amount of Rs. 11012/- was spent in that year for the purpose. The construction was completed in 1951-52 and a total expenditure of Rs. 45,420/- was incurred for building these houses.³⁶ 19 Harijan families were accomodated in these three blocks. In 1954 municipality again spent Rs.13,500/- for constructing fourth block. The opening ceremony of the fourth block was perfromed by smt. Indira Gandhi on 10-10-1955.³⁷

The municipal employees had their own Co-operative Society. Which was of great help to needy municipal employees. The society began to function from the year 1926 with 62 members and working capital of Rs. 886. The Society achieved progress every year. In 1954-55 it had 167 members with working capital of Rs. 59,727/-.³⁸

The conservative staff had also their own society established in 1953 with 152 members and working capital of Rs. 5,152/-. In the year 1953-54 it has 256 members with the working capital of Rs. 59,727/-.³⁹



From the study of Bijapur municipal administration it is evident that the municipal administration was efficient to greater extent since its inception. The fact that there has been a progressive increase in income from every source itself speaks about the effective municipal administration. For example, the income from house tax was Rs. 30,819 for the year 1939-40.⁴⁰ Till then the increase in income recorded for every fifth year was about Rs. 2,000/-. Not only in the field of collection of rates and taxes, but in every field municipality of Bijapur has shown efficiency to greater extent. If it has not come to the expectation of the rate payers it is not only due to the weaknesses in the administrative set up, but also due to certain inadequacies like financial inadequacy, lack of adequate popular pressure and administrative support. These factors also play their own part in making administration efficient to greater extent. Added to these are, the problems of urban development and administration are increasing day by day and people on the other hand had large expectation of effective performance from the municipalities. Due to all these reasons municipal administration is not coming to the expectations of the rate payers in most of the cases.

If the defects of municipal administration like, corruption indecisions are rectified and staff working in the municipal government is of high calibre, prompt and

efficient then only administration of municipalities can come to the expectation of rate payers.

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