CHAPTER - V

Local Boards and Local Development
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Imperial Governments as also the Local Governments in ancient and medieval India, have shown care and concern towards public welfare and prosperity, more particularly with regard to the village communities. Asoka of yore constituted several humanitarian services like the laying of roads, planting of trees on avenues to provide shade, digging irrigation canals, establishing hospitals for men and animals and providing educational facilities.¹

Numerous were the duties and responsibilities undertaken by the ancient village assemblies. They included maintenance of temples, protection from robbers, providing water supply, running educational institutions, maintaining public roads, etc.² Urban councils have rendered public services ever since the Mauryan days and throughout the medieval period. We find a continuity in the function of civic bodies.

It has been held that neither the system of village government that prevailed in earlier times, nor the method of that Government which was then in existence, visualised the type of periodically elected representative Government responsible to the electorate that had evolved in the West and was planted in India by the British Government.³ One of the criteria by which the success of local

1. P.T. Srinivasa Iyengar; Advanced History of India, Madras 1942, 177-186.
Institutions during a particular period may be judged is the actual services performed by Local authorities in improving the people's amenities of life. But we know that in South India the members of the village councils like the Sabha were certainly elected in a democratic way as the Uttramerur inscriptions indicate. But through it was through secret ballot all the people of the village assembled to witness, sometimes vitiating the principles of Democracy as we understand it today. Also in the centuries that have elapsed the life styles have changed and the old methods were naturally devoid of utility.

Providing the basic amenities of the people to make living physically, economically, socially and culturally better constitutes the core responsibility of the Local Government. The Local Bodies provide an extensive range of services to the people of the locality and perform functions of immense variety and magnitude. It is impossible for the State Government to take over and perform all of these functions. There are many problems of daily life which could be better dealt with by the Local Government. The State Government already over burdened, should concern itself with matters of wider importance.

The policies, objectives and approaches of the British Government in India towards the Local Self-government have undergone revision and change according to the exigencies of the time and the shift of emphasis on the guidelines of the Home Government. In the early days of the British rule, the duties performed by the local authorities were

5. S.R. Maheswari; op. cit., p.6
of a limited scope. Those were days of the so-called Police State concept of the 18th century Britain. The responsibilities of the Government were not only few but largely police in character.8

Prior to 1900, most of the civic services, now common, did not exist. Protected water-supply and fire-fighting apparatus were absent. A sort of crude segregation was the response to the challenge of public health. A few dispensaries and a few metalled streets were all that were provided. This period was marked, in Great Britain, by the doctrine of Individualism and Laissez-faire, which urged a restriction of the functions of the State. The policy of Indian Governments, both Central and Provincial, was dominated by this British doctrine through precept and example. Local authorities of Victorian Age could do what they were expressly told.7

By the middle of the 19th century the whole scenario underwent a radical transformation. The Laissez-faire theory was replaced by the utilitarian philosophy with the emphasis now on 'the greatest happiness of the greatest number'. Consequently, now duties of public welfare and service were taken up and there was proportionate increase in the Central and Local functions. There was a tremendous expansion of the administrative area of the Local authorities, combined with the progress of science and the quest for social justice.8 These new ideas

and ideologies were reflected in the Government policies in India. In due course the activities of the local bodies also increased.

Certain trends noticeable in the evolution of the functions and activities of the Local Institutions have to be borne in mind. Local Self-government in India is, as has been repeatedly emphasised, an age-old institution in a new constitutional garb. It is created under law for the management of local affairs within a specified territory. A whole range of services and responsibilities are performed by the local bodies.9

First of all, rapid development in the functions of the local authorities have been occasioned by the complexity of social and economic life of the contemporary World, which in turn, created new responsibilities. Secondly, there has occurred a marked change of attitude regarding the range of Governmental duties. The liberalism of the 19th Century has also urged the Governments to take steps towards the people's participation in and administration and the sharing of responsibilities with them.10

Determination of local wants by the people of the locality and the supply of these wants by an agency under their control is the heart and soul of the functions of the local bodies. But it is a known fact that demands for goods and services of the people which are increasing in astronomical proportions, far exceeds the supply. Scarcity results


10. James David Barber; Citizen Politics-An Introduction to Political Behaviour, p.3
due to the inability of the 'local authorities' to meet the total demand for even the most immediate of the civic services.\(^\text{11}\)

This creates competition to get the available resources among the various sections of the community. Thus, scarcity and competition determine the efficiency of Municipal services. In such circumstances the long-term planning and programming of the local authority is hampered. This leads one to the natural conclusion that only the priorities of the communities have to be identified and fulfilled.\(^\text{12}\)

State Control over the Local Bodies is another constraint on the local authority. The paternalistic view that the Local Bodies have to be regularly controlled, supervised, guided and occasionally punished to get work out of them became untenable when populists who resented all forms of official interference in the realm of the local authorities, raised their voice. But the Local Government has to steer clear of those extreme views and strike a via-media policy.\(^\text{13}\)

Interactions between the bureaucracy and the local authorities is yet another area of potential friction between them. The District Collector represents the de facto control of the State over the Local Bodies. He is empowered to help the local authorities to take decisions and also carry out matters of the realm of the local Self-government

\(^{11}\) J.M. Thakore; Development of Local Self-Government in Bombay and Saurastra, p.157

\(^{12}\) Earnest Griffith; The Modern Development of City Government, London, 1927, p.450

assisted by the Local administrative machinery. Quite strangely, the Local authorities in the early days of the East India Company rule behaved as if they were part and parcel of the Collectorate itself.14 In this way structural organisation, resources, State control and the relationship with the bureaucracy became the central issues in the functioning of the Local Self-government.

**EVOLUTION OF THE FUNCTIONS OF LOCAL BOARDS**

To understand the nature of the experiment of Local Self-government in India, it is necessary, at the outset, to have an idea of the evolution and scope of their functions. The administration of 'Local Funds' necessitated the creation of what came to be know as rural boards or local bodies in the districts. The funds formed part of land revenue in most cases, a source of income which the old village community once used for the promotion of protective rural welfare services. The European Collectors who united in their office both executive and revenue functions, collected these funds executively in the traditional way and spent them to meet a number of local needs, the most important of which was initially the construction and repair of roads in the rural areas.15

At first the Local bodies were held responsible for laying down, repairing, cleaning, lighting or watching any public street road, drain, tank, for the prevention of nuisance or for improving all these

15. B.B. Misra; 'District Administration and Rural Development in India, 1983, p.206
things. They were responsible for the appointment and management of all offices and servants of the institutions. In 1853 a District Collector in Madras Presidency started a District Road Fund by suspending for local expenditure a small portion of the land assessment of that district. The funds so raised in the Madras districts amounted to above Rs.40,000 by 1863. They also consisted of ferry tolls, proceeds of cattle pounds and certain miscellaneous items.16

Before the Local Boards were constituted for the first time in 1871, 'three local cesses were raised in the rural areas, each one for a special purpose. The education cess instituted by the Madras Act VI of 1863 could be spent only on the schools. The village cess, levied under the Act of 1864 could be utilized to pay the salaries of the village establishment. The Road cess, authorised under the Act of 1866, could be applied only for the construction, repaid and maintenance of roads and communications.17 The Education cess of 1863 and the Road cess of 1866 were abolished 1871. The objects for which the cesses were raised originally, were not included in the new Local Boards Act of 1871.

It was with the aim of providing for the purposes mentioned above that the Local Funds Act IV of 1871 was passed. There were no constitutional changes in the functions of the Local Boards since their formation in 1871.18 The entire Presidency, excepting the areas

17. M. Venkatrarangaiya; The Development of Socal Boards in the Madras Presidency, p.122
18. Local Funds Act IV of 1871, Madras
comprised in Municipal towns was divided into 36 groups called Local Fund Circles, over each of which a Board with 40 members was set up. The Act laid down the various functions that the Local Fund Boards were to undertake, fixed the sources of their income, and settled their constitual framework.\(^{19}\)

The main functions of the Local Fund Circles were: (1) The construction, repair and maintenance of roads and communications, (2) the diffusion of education, and the construction and repair of school buildings, the maintenance of schools either wholly or by means of grants-in-aid, the inspection of schools, and the training of teachers, (3) the construction and repair of hospitals, dispensaries, lunatic asylums, choultries, markets, tanks and wells, the payment of all charges connected with the objects for which such buildings have been constructed, the training and employment of vaccinators and medical practitioners, the sanitary inspection of towns and villages, the cleaning of roads, streets and tanks and any other local works of public utility calculated to promote the health, comfort and convenience of the people.\(^ {20}\)

The Local Boards Act of 1884 further expanded the areas of the functions of the Local Boards. They were authorised to spend their revenues on the planting of trees and conservation of the existing trees, both sides of roads other public places. They could establish and maintain relief works in times of famine or scarcity.\(^ {21}\)

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19. See Supra, Chapter III, p.144

20. Local Funds Act IV of 1871, Section 26.

21. Local Boards Act of 1884, Section 95 Clauses II & IV.
Amending Act of 1900 empowered the Local Boards to construct slaughterhouses and cart-stands.\textsuperscript{22}

As a result of the recommendations of the Royal Commission on Decentralisation (1906) and the Minto–Morley Reforms, the Local Boards Act of 1920 was passed. This Act absolved the Local Boards from the responsibility of famine relief. It authorised them to utilize their revenues for the construction of poor houses and orphanages, the removal of congestion of population and the provision of house-sites, payment of contributions to the funds of health and welfare institutions and the establishment and maintenance of libraries and reading rooms.\textsuperscript{23} The functions of the Local Boards at the present day are largely based upon this Act.

The services traditionally provided by the local authorities may be considered under four headings, namely, Public Safety, Public Health, Public Convenience and Public Instruction. This classification is not a hard and fast one. There is an apparent overlapping of functions. Public convenience may cover several services belonging to the realm of Public Health. measures of Public Safety may not be operative in the rural areas, as they are an essential feature of Corporations in the metropolis.\textsuperscript{24}

\textsuperscript{22} Amending Act of 1900, Section 95. Clause III

\textsuperscript{23} Local Boards Act of 1920, Section 112, Clauses (ii) (iii), (iv) and (v)

\textsuperscript{24} Sir G.P.R. Maud; Local Government in Modern England, London, 1932, p.19
The duties of Rural Boards were very much restricted. The financial resources of the Local Boards were limited to a large extent. The needed level of literacy and civic spirit were almost absent in the rural areas. The rural population took time to undertake new responsibilities and did not welcome increased taxation readily. The jurisdiction of a District Board, which was co-terminus with the Revenue District was very vast. The average area of a District Board in the Madras Presidency was over 6000 square miles in area and therefore strikingly unwildy. There was a fear among policy makers that if the revenues of the Local Boards were permitted to be spent on opening agricultural schools or technical schools, it would amount to competition with the same departments of the State Government and ultimately lead to their shirking of responsibilities.

And again, certain services like the opening of libraries and reading rooms if undertaken by the Local Boards, were suspected to benefit only a particular class, viz., the educated, well-to-do and the leisurely elitist group. Diffusion of education was no doubt accepted as a function of the Local Boards. But anything more than that which would benefit a small portion of the population only and neglected the interests of the generality of the rate-payers was avoided.

25. The Average area of a District in Bombay was 5000 square miles - In Bihar it was 4000 sq. miles. Bengal 2,700 sq. miles and in Uttar Pradesh 2500 sq. miles. Compared with the average area of an English administrative Country which is about 970 sq. miles, the District Boards in India were very large. See K.K. Pillay; op. cit. p.232.


27. M. Venkatarangaiya; op.cit. p.128.
widely felt that if new responsibilities were added to Local Boards without enhancing their financial and manpower resources, it would do them more harm than good. Such were the circumstances that stood in the way of additional work being thrown upon Local Boards as at present.28

More often an interesting contrast is drawn between the growing volume and variety of work turned out by rural boards in the Western counties and the restricted sphere in which Local Boards in India operate. But it should not be forgotten that there is an ocean of difference in the standards of life, education and material prosperity between the two societies. With the growth of the general economic conditions, the annual national income also would rise. When Local Boards possess large sources of income and are manned by really knowledgeable and public-spirited men, there is a chance of attaining Western standards of Local Self-government administration.29

It may be noted that local authorities in India have only those powers that have been given to them by the State Legislature. It is clear that the local authorities have no inherent powers and functions. Legislation not only defined precisely the functions of the Local Boards, but also attempted in the past to regulate the proportion in which the revenues of these Boards should be distributed among the several functions allotted to them. When legislation failed to lay

28. ibid, p.127
29. ibid, p.129
down such a rule, the administrative orders of the Provincial Government took its place.  

The powers and functions of the Local authorities are of three kinds, mandatory, discretionary and agency. The mandatory or obligatory functions of the Local Bodies are, for instance, payment of salaries to the establishment, the preparation of the budget estimates and payment of loans to the Government. If the legislation lays down a rule about it, then it becomes obligatory on the part of the local authority to do so. So, mandatory functions are duties imposed on the local authorities by law. In respect of the discretionary duties, the local authority may, in its discretion, undertake them wholly or partly. This does not necessarily mean that the local authority cannot incur expenditure on a discretionary function unless all the obligatory duties have been satisfactorily performed. Agency functions are those which the Government may entrust to a local authority in the capacity of their being agents under certain conditions.

The functions of the local authorities developed gradually from time-to-time. The local authorities being corporate bodies, have certain inherent powers. They can acquire and hold property, both moveable and unmovable, within and without the jurisdiction. They have also the power to transfer or acquire any property, to enter into

31. The Local Boards Manual, Chapter, III.
32. ibid, p.102
33. V. Venkata Rao and Niva Hazarika, op.cit., p.199
contracts, and do such other things necessary for the purpose of the Act. They shall consider all reports and pass such resolutions as may be necessary.34

Over the years the scope and area of the functions of local bodies slowly widened. Growth of population demanded greater responsibility about the citizens' health and hygiene. The steady influx of population with varying social or environmental backgrounds accentuated the heterogeneous character of the country. Hence, the civic aims of the local bodies had to correct the deficiencies of modern life in concentrated communities and equip them better in promoting the country's political and economic advancement.35

The role of the Local Bodies, urban and rural, has to be viewed in this context of growth and in the background of the changing social and economic order of the society. In a society that is growing, the life style of the people is bound to change. In this process the existing institutional arrangement needs to be modified to accommodate the transformation. The role of the Local Bodies thus assumes vital importance in this context.36

SERVICES PROVIDED BY LOCAL BOARDS

As far as the services provided by the Local Boards in the Madras Presidency were concerned, even in such areas as communication, education and public health, generally the Government preferred to [ination]

34. ibid., p.200.
36. M.P. Sharma; Reform of Local Self-Government in India, Bombay, 1944, p.20.
follow a continuous policy for its own reasons, and in view of the limitations of the local Boards, the Government was justified in adopting a go-slow policy which may be termed conservative.37

Prior to 1871, the Local Fund Circles had very limited functions. The care of roads and schools formed their only responsibility. The services to be provided by the Rural Boards were systematically enumerated for the first time by the Act IV of 1871. They may be broadly classified as (1) Public Health, (2) Public Convenience and (3) Public Instruction. The list of services specified in 1871 continued practically unchanged till 1920. The Amending Acts of 1884 and 1920 related only to minor matters like planting avenue trees and constructing cart-stands and slaughter-houses.38

The responsibilities as defined by the Act of 1871 were divided among the three-tier system of the Local Boards namely the District Boards, the Taluk Boards and the Union Panchayats. From 1884 onwards the Union Board functioned as a subordinate organ of the Taluk Board, and the latter in turn was subordinate to the District Board, which was like an apex body in this structure. Thus, the District Board supervised the entire activities of all the Rural Boards within its jurisdiction.39

Local Board functions had been thus allocated between the three classes of the Boards in respect of services immediately concerning

38. K.K. Pillai, op.cit., p.152
39. Local Boards Act V of 1884, Section; 144
Normally the Union Board was entrusted with the responsibility of sanitation in the villages only. In a few exceptional cases, street lighting and the management of rest-houses and markets also fell within their jurisdiction. The Taluk Board, on the other hand, had heavy responsibilities. It had to supervise the work of the Union Boards. It had to look after the elementary schools and branch roads in its jurisdiction. Vaccination and the maintenance of relief works in emergencies like famine and scarcity also were the responsibility of the Taluk Board. The District Board, in addition to its supervisory responsibility, was in immediate charge of the secondary schools, the Trunk Roads, hospitals and all matters of general interest pertaining to the District as a whole.

The Act of 1871 stipulated that all the net income from tolls and two-thirds of the income from land cess should be spent on roads and the balance to be set apart for expenditure on education, medical relief, sanitation etc. The proceeds of the house tax were intended for the expenditure on schools. But, when that tax was suspended, the Government issued a rule that ordinarily 1/6 of the land cess together with the miscellaneous educational receipts should be spent on education.

40. Supra. Chapter IV.
42. Local Funds Act of 1871, Section; 36
These rules resulted in very small expenditure on public health.

So, the committee, appointed in 1882 to report on the condition of Local Self-government in the Madras Presidency in the light of Ripon's Resolution, opined that 'enough had been already done to improve the roads, and so a portion of land cess appropriated by Law to road fund may be reduced from two thirds to one half.'

In that Act of 1884, no minimum of expenditure on roads was fixed and discretion was allowed in the matter to the Boards. Between 1884 and 1895, the Boards paid increasing attention to education and public health, and it appeared to the Government that roads were being neglected. Ironically, some members of the Government believed that the need for educational expansion was not urgent. Added to that, the Government of India at about the same time was particular on more money being spent on railway feeder roads. The Government called upon the Presidents of the District Boards to allot annually an amount equal to half the land cess and the net receipts from tolls for expenditure on roads.

A similar step was taken in regard to expenditure on avenues. Both the Government of India and the Provincial Government were interested in this project. Strangely enough, the Department of

44. ibid., para 246
45. Proceedings of the Legislative Council, 1895, Madras, p.171
Education pleaded for a minimum obligatory expenditure fixed in the case of education and not on roads. A rigid rule fixing the percentage of relative expenditure was not the solution. Conditions varied from area to area and district to district. Government had every year the opportunity of reviewing the administration of each District Board, and that was availed of, for making the necessary suggestions. Reliance was placed on the good sense of the members of the Boards, their local experience and public opinion as expressed by rate-payers.

GROWTH OF EXPENDITURE

The apportionment of expenditure is closely related to the quantity of work performed by the Local Boards. If we take the annual average expenditure, decade by decade starting from 1872, we can get a clear picture of the gradual and rapid growth in expenditure. It rose by 15 per cent in the first decade, 15.8 per cent in the second decade, 27.2 per cent in the third, 44 per cent in the fourth, 72.7 per cent in the decade between 1913-1914 to 1922-23. By the 1940s the Local Boards were spending annually more than eight times as much as they spent 1872-73.

It is also gratifying to note that this increase has been shown under all the important heads of expenditure. However, the rate of


increase under communication has been more steady. Similarly, under public health the expenditure had been going up from time to time, though at a varying rate. There were some general factors which promoted the growth of expenditure over the decades. In the first place, the services to be rendered by the Local Boards by their very nature offered a limitless scope for an every-increasing outlay. Secondly, there had been a striving for greater efficiency in each department of service which meant an increasing expenditure.52

PUBLIC CONVENIENCE

The provision of means of communication in the shape of roads was regarded originally as the primary function of the Local Boards. The necessity for them was felt since the early days. The Government was contemplating on the expansion of railways and an adequate provision of feeder roads was a prerequisite to their efficient functioning. In addition to this there was the question of export trade and the international demand for Indian raw materials was growing. Sale of surplus production by Indian cultivators needed roads for transport. For the economic improvement of the revenue of local boards, roads were regarded as of the greatest importance.53

The funds raised under the Local Funds Act V 1871 were applicable to: (1) the construction, repair and maintenance of streets, bridges and other means of communication, (2) the planting and preservation of trees on sides of roads and other public places. However, the Local

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52. ibid., p.133.

Boards were slow in increasing their expenditure on roads. In some cases they were even neglected. But the years following the outbreak of the Great War revealed the value of roads, not merely as complimentary to railways but even as a substitute for them. Special grants were made by the Government for the roads. During these years motor transport became highly prosperous. No wonder that provision should be made for increasing expenditure on roads.

In the matter of extension of roads, the local authorities were more earnest in the earlier rather than the later years. For instance, in the decade from 1871-72 to 1881-82, the average mileage of roads maintained per year was 15,461, and that of the new roads constructed was 645, while during the period 1910-20, the corresponding figures were 27,248 and 162 respectively. The disparity may be due to the increase in costs and the diminishing funds for roads. It will be also seem that to mobilise the armies, better stronger roads were a desideration. Hence, emphasing was laid on strengthening and maintaining roads which obviously connected strategic points. Naturally not much importance was given to the laying of fresh roads. However, circumstances improved and the tempo of increase in new roads was maintained.

It was estimated that even in 1930, there was an average of only 26 miles of road for every square mile of area in the Madras


Presidency. This was a poor average compared to some western countries at that time. A district like Anantapur in the Presidency had only 17.2 miles of road per 100 square miles of area. The existing supply of roads in Presidency was inadequate. Road transport being the main alternative open to the people at present, additional expenditure on roads had become all the more necessary and urgent.58

Another feature regarding the construction and maintenance of roads by the Local Boards was the negligible attention paid to the village roads. There was a long standing complaint that the needs of villages in the matter of roads were not cared for, and that money was spent mostly on roads connecting the urban centres in each district.57 During the seasons people were handicapped in the lifting of agricultural needs and productions to urban markets for lack of proper roads. The outlay of village roads never exceeded ten per cent of the total expenditure on roads. Hence a large number of villages with a population of even 1000 and more were not linked up with any public road.58 The maintenance of Railways, which some District Boards in the Madras Presidency had undertaken is outside the purview of Local Boards in Anantapur District.

Another service in the sphere of public convenience was lighting. For reasons best known to themselves the Rural Boards in the Presidency

56. Annual Administration Report on the working of Local Boards, 1933-34, p.25

57. For the remarks of the Government see; Annual Administration Report on the working of the Local Boards, 1885-86 to 1887-88.

did not consider the provision of public lighting as an important duty. But a few villages and towns under the Local Boards introduced and maintained street lighting from 1885 onwards. There was gradual extension of this service to all Districts. The Government, however, felt that expenditure on lighting should be restricted, because funds were needed for more important and urgent services. Nevertheless street lighting as a public service increased. In 1919 as many as 10,328 lights were maintenance by 347 localities in rural areas.

Construction of bridges, dams, culverts and repairs like filling up holes etc., planting of avenue trees and the preservation of them as well as maintenance of choultries and rest-houses for travellers and pilgrims and inspection bungalows for officials were also other public conveniences undertaken by Rural Boards. Some choultries were established through charitable endowments and free-feeding was done through the property settled on them. Pensions to paupers and infirm persons also were provided by some. The District Boards managed the large choultries while the Taluk Boards or Union Panchayats had the small choultries transferred to them by the District Boards with the necessary funds for upkeep.

60. The Munro Choutry at Gooty was endowed by the Government in memory of Sir Thomas Munro. See K.K. Pillai; op.cit., p.158
61. ibid., p.157
62. Local Boards Report. 1892-93, p.19

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The resources of the Anantapur Local Fund Circle during this period was very limited. On the day of its formation it opened with a credit balance of Rs. 54,396-13-0 under Roads and Rs. 20,270-12-9 under general funds. The income of the Boards consisted chiefly of land cess, ferry rents, tolls, bungalow fees, income from the sale of rubbish etc., besides Provincial grants and the contribution for specific purposes. Revenue from fishery rents, the sale of clippings from avenue trees, and fines and penalties were the other sources of income.83

The enactment of the Local Fund Act of 1871 may be taken to mark the opening of a new chapter in the history of road development in the Anantapur District. The new Act repeated the District Road Cess Act of 1866 and transferred the road funds to the newly created Local Fund Boards. It also authorised these boards to levy a cess similar to the District Road Cess with a maximum of one anna in the rupee on the land revenue and also tolls, two thirds of the cess and the whole of the tolls that was earmarked for road development.84

The Public Works Department continued to be the agency for the execution of these works. Under the new Act, three Local Fund Boards were constituted for the Bellary district. Gooty, Tadapatri and Anantapur Taluks along with Alur and Adoni of the present Kurnool

63. Bh. Sivasankaranarayana (ed); The Anantapur District Gazetteer, p.588.
64. ibid, p.436
district, formed one of these Boards. Penukonda, Dharmavaram, Hindupur and Madakasira Taluks were under another Board. Rayadurg Taluk along with five other taluks which are now in the present Bellary district of Karnataka were constituted into the third Board. Annual contributions were made from the Provincial funds to the Local Fund Boards as grants-in-aid for meeting the expenditure on the main roads.85

The maintenance and construction of roads were transferred during 1880 from the Public Works Department to the Local Fund Boards which had set up their own engineering establishments. The Bellary Local Fund Board proposed to build a road from Anantapur to Sovinahally. Gooty and Penukonda Circles Boards resolved to take over all Local Fund works within their Circles. Allotment for road repairs was Rs. 24,510 in 1880.66 With the constitution of the Anantapur District in 1882, the three Local Fund Circles of the old Bellary district became coterminous with the two new districts of Bellary and Anantapur.

The Local Fund Board of the Anantapur district took up the regular maintenance of roads. The main roads from Bangalore to Kurnool, Madras to Bellary via Kadiri and Anantapur and Cuddapah to Bellary via Tadapatri and Guntakal were neither metalled or gravelled throughout.67 By 1881-82, the Local Fund Board was maintaining 826 miles of roads as against 770 miles a decade earlier. The Local Boards Act of 1884


superseded the Madras Local Funds Act of 1871 and created the District and Taluk Boards. This act increased the financial resources of the Local Boards. But it took away the old salutary provision that the income from tolls a sum of not less than two thirds of the land cess should be spent on communications. The District Boards hereafter spent less and less upon the roads.68

The Anantapur District Board was constituted in 1885 with 24 members. The receipts of the Board then amounted to Rs.1,10,635 derived chiefly from land cess, tolls, market rents, choultries and other sources. The length of village roads maintained by the Board was 253-1/2 miles.69 The Taluk Boards were formed in Anantapur District in October 1886. The four Taluk Boards and nine Union Boards began to function from 1886.70 The Government wanted the House-tax to be raised by the Union Boards in order to be spent entirely on local improvement. 71 Padmidi with seven villages was constituted into a major Union in 1887.72 In 1888-89 a sum of Rs.40,625 was spent on repairs of communications and Rs.1,500 on new works of communication in Anantapur District.73

71. ibid., G.O.1115 L dated 15.6.1887.
72. ibid., G.O. No.2170 L dated 14.11.1887.
73. ibid., G.O.No.437 L dated 21.2.1888.
Local Boards in Anantapur district began to maintain avenue trees out of Union funds now transferred to the Panchayats.\textsuperscript{74} Taluk Boards in the district were permitted to maintain public conveniences such as public and private markets, public slaughter-houses and provide places for car-stands.\textsuperscript{75} In the 1893-94 budget the Local Fund taluks in Anantapur District were allotted a sum of Rs.31,000 towards the expenditure on roads.\textsuperscript{78} Markets, choultries and bungalows were kept in good condition while there were street lights put up under the Union Boards.\textsuperscript{77} In 1895 the Government directed that the Local Bodies should spend not less than half of their income from land cess on the development of roads.\textsuperscript{78} But since the response was negative the order was withdrawn soon.

Till 1900 the Local Boards also were given famine-relief work of the Government. The budget of the year 1896 provided for new roads of a distance of 128 miles in the Anantapur District.\textsuperscript{79} In 1897 the Taluk Boards in Anantapur maintained 37 markets of which 22 were fee-levying expenditure on street lighting was charged on Union Funds.\textsuperscript{80} Work on roads and other public convenience works was slow due to the prevalence of famine, plague and cholera in the District. Due to lack of funds

\textsuperscript{74} ibid.. G.O.No.2542 dated 21.8.1889.
\textsuperscript{75} ibid.. G.O.No.1485 L, dated 1.7.1889.
\textsuperscript{76} ibid.. G.O.No.357 L dated 18.2.1893.
\textsuperscript{77} ibid.. G.O.No.2129 L, dated 26.8.1893.
\textsuperscript{78} ibid.. G.O.No.1943 L, dated 18.10.1895.
\textsuperscript{80} Amendment Act of 1898. G.O.No.2443 A.L dated 16.12.1887.
the allotment for communication for 1898 was fixed at 32 per cent of the minimum prescribed. Road laying formed part of famine-relief measures.\textsuperscript{81}

\textbf{BETWEEN 1900-1920}

The first few decades of the century witnessed a perceptible improvement in the total mileage of roads and their maintenance. In 1900 the Anantapur Collector modified the idea of opening a cheap Light Railway from Uravakonda to Guntakal and from Madakasira to Anantapur. It was suggested that the Anantapur district Board might take these lines if the levy of a special Railway cess was legalised by the Legislative Council.\textsuperscript{82} In 1902 the income from avenues rose and of the 724 total mileage of roads 319 miles had road avenues \textsuperscript{83} Famine-relief measures in 1903 provided works to amply 82 per cent of the local population of the district. Some road works were included in this prospect.\textsuperscript{84}

In the year 1906 recorded an expenditure of Rs.58,670 was shown against communications. The most important work of the year was the maintenance of a nursery of 3182 avenue trees.\textsuperscript{85} There was an excess


\textsuperscript{82} Letter of the Anantapur District Collector G.O.No.78, dated 17.1.1900.


\textsuperscript{84} Proceedings of the Madras Government (Rev. Sett1. L.R. & Agri,) Board of Revenue, G.O. No.182 dated 27.5.1903.

\textsuperscript{85} Administration Report of Anantapur District Board 1905-1906, G.O. No.182 dated 27.5.1903.
expenditure over the prescribed minimum on communications. The conditions of the roads were reported to be not satisfactory in 1907.  
An amount of Rs.10,320 was sanctioned to construct a section of the road from Nagasamudram to Ramagiri in the district in view of the importance of the gold mines there. Avenue coolies were paid Rs.2390 to take care of young avenue trees and to plant new ones.

By 1911-12 the Anantapur District Board was maintaining 881 miles of roads, mostly metalled. The increase in total mileage was due to the addition of Kadri Taluk to the district. A revised estimate of Rs. 12,100 was sanctioned for the Nagasmudram-Ramagiri road in 1912. Scarcity of labour due to plague and cholera in the district seems to have delayed the works on communication. With the provision of additional grants from the Government the amount expended by the District Board of Anantapur on communications increased year after year to reach a lakh of rupees by 1913-1914. During this period, not only were new roads taken up, but there was also a marked improvement in the condition of the existing roads in the district.

86. ibid., G.O.No.1361 L dated 30.9.1907.
88. ibid., G.O.No.760 L dated 17.5.1912.
89. Ananthapur District Gazetteer, P No. 589.
But in the years that immediately followed, the condition of most of the roads including the main thorough fares were in a 'disgraceful' state as if they had been neglected for ages. The extreme slackness and indifference of the Engineering Staff was responsible for this bad state of affairs. The expenditure on road maintenance also had dwindled to Rs.19,080 during 1917-18.90 Even the provision of avenues was neglected.

Conditions began to change by 1918-19 when the Engineering Staff was thoroughly overhauled. Special grants of over two lakhs of rupees for the development of roads in the district were made. This amount was utilized to improve roads affected by railway traffic and for construction bridges, cause-ways, road-dams and culverts.91 The mileage of roads maintained increased to 1040 of which 804 miles were metalled and 236 unmetalled in 1921-22. This was as against a total mileage of 895 in 1919-1920.

By now the condition of the roads in the Anantapur district had vastly improved. The Administration Report of 1919 observes that there was hardly any road in the district which was not motorable. Out of a grant of five lakhs of rupees distributed to various District Boards, Anantapur received Rs. eighty thousand.92 Again, in 1920 the Anantapur District Board received a sum of Rs.52,800 out of a total grant of

91) Proceedings of the Madras, Local and Municipal Department, G.O. No. 2 L dated 3.1.1919.
92) ibid., G.O. No. 537 L, dated 3.5.1919.
three and a half lakhs meant for the poorer District Boards. The new Amendment Act of 1920 classified the Local Funds as District Funds at the disposal of the District Board, Taluk Funds of the Taluk Boards and the Union Funds of the Union Panchayats. The District Board maintained, in 1920, eleven choultries, five bungalows and forty markets. Some Union Boards were already preforming village congestion relief schemes at Kadiri, Uravakonda, and Guntakal. As we approach the 'closing year' of our study, the services provided in the field of public conveniences by the Local Boards in the Anantapur District were commendable.

PUBLIC INSTRUCTION - EDUCATION

The development of education was considered as an important duty of the Rural Boards. It was with the primary object of including education among their functions that the Local Funds Act of 1871 was passed. This was a sequel to the failure of voluntary effort in education. The Education Cess introduced for the promotion of education had to be given up due to its unpopularity. Since then it was out of the General Funds of the Local Boards that education had to be financed. Only in 1920 were the Boards empowered to levy an education tax to be spent on elementary education.

95) Proceedings of the Madras Legislative Council, 1871.
The process of educational services by the Local Boards included not merely the establishment and maintenance of schools and the construction and repair of school buildings, but also the giving of grants-in-aid to private schools, the inspection of schools and the training of the teachers. The funds at the disposal of the Boards were inadequate and the Government had to step in to the rescue of the Boards.96

Elementary education became the main responsibility of the Local Boards in the Madras Presidency. The number of Primary Schools owned by Rural Boards, which stood at 971 in 1881 increased to 7389 in 1920. Till 1904-1905 Local Boards sponsored Elementary Education at the expense of Secondary Education which was considered the avocation of the Clitist classes. Provincial and Central Governments favoured Elementary Education as a popular means to serve the masses.97

<table>
<thead>
<tr>
<th>Year</th>
<th>Net Cost. Rs.</th>
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<tbody>
<tr>
<td>1904-05</td>
<td>6,376</td>
</tr>
<tr>
<td>1905-06</td>
<td>13,308</td>
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<td>1906-07</td>
<td>43,543</td>
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<td>47,297</td>
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<tr>
<td>1908-09</td>
<td>2,13,654</td>
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<tr>
<td>1909-10</td>
<td>2,17,377</td>
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<td>1910-11</td>
<td>2,30,854</td>
</tr>
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<td>1917-18</td>
<td>4,10,088</td>
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<tr>
<td>1918-19</td>
<td>6,03,511</td>
</tr>
</tbody>
</table>

By 1905 the Local Boards turned their attention to Secondary Education as the demand for it became more widespread, particularly from the agricultural and the trading classes. Private agencies not coming forward to sponsor it, the Local Boards alone were to satisfy the need. The Government also welcomed this departure from the traditional policy and supported the policy of wider extension of facilities for Secondary Education. Spending on High School education increased since then.

The Rural Boards went on opening their own schools without caring to ascertain whether or not private agencies were willing to undertake the responsibility. Originally it was believed that a judicious system of grants to schools started by private bodies would help to solve the problem of education in the Province. The Local Funds Act of 1871 in fact authorised the distribution of such grants. The Government tended to change this trend and the proportion of Aided Schools began to increase.

Private or Aided schools were largely the production of Missionary effort. There were institutions called the 'Teacher-Manager Schools', where an enterprising teacher with a financial investment


99) In 1904-5, the expenditure was Rs.6,376 on Secondary education, while it rose to Rs.603,511 in 1918-19. See: The Government of India Resolution No. 199-21, dated 11.3.1904, and also See K.K. Pillay: Op. cit., p. 159.


101) In 1902, one fifth of the private schools in the Madras Presidency were run by Missionaries. See: Progress of Education in India, 1907-12, para 250.
could run a school with a Local Board grant. But while the Mission schools worked satisfactorily, the latter were 'ill-housed, ill-equipped and ill-taught'. Thus private efforts in education being not satisfactory, the local authorities began to assume direct responsibility to improve the efficiency of Elementary Education. A Board School was comparatively cheaper. Consequently, the number of Board Schools, multiplied fast.

The responsibility of expanding Elementary Education in rural areas rested mainly on Local Boards. Even in 1924-25 only 22 per cent of the children of school-going age in the Province were under instruction. The cost of such an enterprise was prohibitive and the proportion of the Provincial Funds was enormous. The end result happened to be an adventure of a wasteful system which made the shocking revelation that the amount spent on Elementary Education did not serve any useful purpose and it needed drastic reform. In addition, girls' education was woefully neglected. The idea of compulsory Elementary Education in selected areas was contemplated. The Local Boards had to find the means of minimising expenditure on an inspecting agency and train more teacher.

102) Report on Public Instruction in the Madras Presidency, for 1911-12
103) The number of Board schools increased from 2235 in 1902 to 6592 in 1919, See: Local Boards Report, 1919-20, p. 23.
104) Report on the Elementary Education-Survey of the Madras Presidency, Annexure II.
105) Report on the Public Instruction, Madras 1924-25, Vol. II.
EDUCATION AND ANANTAPUR LOCAL BOARDS - 1870-1900

From very early times Anantapur district has accorded a high place to education. Apart from Government schools, and private efforts in education quite a number of village schools were aided and improved under the Results Grants system during the later half of the 19th century. The Madras Education Act of 1863 was the first legislative enactment in the field of Primary Education. Local funds became the primary source of finance for Elementary Education. The Result-Grant System was extended to many parts of the Anantapur District. 108

Under the Local Funds Act of 1871 and the Towns Improvement Act of 1871, Local Bodies could use a portion of the proceeds of the taxes levied by them on education. Six lower class Local Fund Schools were started in the district during 1873-84 and 1879-80 this number had increased to eight. Besides this, there were 232 vernacular Primary Schools under Gooty and Anantapur Municipalities, 52 under aided management and 180 under unaided management. At the time of the formation of the Anantapur District in 1882 there were 10 English Primary Schools and 338 vernacular schools with 337 and 5385 pupils. 109

Lord Ripon's appointment of the Indian Education Commission in 1882 marked a new era in the progress of Primary Education. Primary examinations were simplified and some practical subjects were introduced. The Madras Local Boards Act V of 1884 constituted the

108) By 1870-71 there were 30 village schools in the district at Dharmavaram, Gooty and Anantapur. Bh. Sivasankaranarayana, (Ed)., The Anantapur District Gazetter, pp. 649-50.

109) ibid., p. 650.
District, Taluk and Union Panchayat Boards which had an impact on the Local Boards in promotion of Elementary Education in the district. In 1885 the number of schools registered for the examination was 277. Of the 3303 that presented themselves for the examination, 1984 passed.\(^\text{110}\)

An Upper Primary class was opened in the Normal School at Anantapur in 1886.\(^\text{111}\) Primary education had not been making much headway in the district.

The District Board considered that the quality of Primary Schools was the principal factor in determining the aid to be given from Local Funds. The Local Fund Schools in Anantapur district at the primary level were 15 in the three Taluk Boards in 1888-89. The expenditure proposed in the budget on education aggregated to Rs.14,180 of which Elementary Education received Rs.3120.\(^\text{112}\) In 1889 the provision for Result-Grants was raised from Rs.4850 to Rs.6000.\(^\text{113}\)

The Report on Education in the Anantapur District for 1890 notified that the only Board Primary School in the district was the Practising School attached to the Normal school at Anantapur with a strength of 28 pupils. The number of Salary-Result-Schools in the Taluks on an average of four was considered too small. Primary

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Education in the district was considered better than in the neighbouring districts. Incompetent teachers and the parents' attitude to retain children at home for work was regretted. A Brahmin widow of the Hindupur Local Fund School passed the Primary school examination in the first class and was appointed a teacher.\(^{114}\)

**PERIOD BETWEEN 1900 AND 1920**

During 1893-94, 361 villages with a population of over 200 had primary schools. Before the close of the century 71 more villages were provided with Primary Schools. There were special schools for the Panchamas and other backward classes run by the Local Boards.\(^{115}\) During 1902-1903 there were 550 boys' and 13 girls' Primary Schools with 10,879 boys and 1229 girls besides 71 Private Elementary institutions with 862 pupils in the district. There was a corresponding increase in expenditure due to the opening of schools for the Panchamas and Muslims.\(^{116}\)

In 1904 there was an increase in the number of Local Boards Primary schools from 51 to 52, with the strength of 2097 boys and 211 girls. The Amarapuram Panchama School was closed for want of attendance.\(^{117}\) The actual expenditure of the District Board on

\(^{114}\) ibid., Education Department, No. 11405 dated 26.9.1891.


\(^{116}\) Resolution No.134, Anantapur District Board dated 15.7.1902.

\(^{117}\) Proceedings of the Madras Government, Local and Municipal Department, G.O. No. 832 L dated 13.7.1906.
education for 1907-1908 was Rs. 20,345. Teaching grant under Elementary Schools also increased.\textsuperscript{118} Since Local authorities assumed direct responsibility for Elementary Education, the number of Board Schools increased between 1900-1920.

The net outlay in the Presidency for the promotion of education also gradually increased from 8.1 per cent in 1911-12 to 13.2 per cent in 1918-19 of the total annual income. However, there seemed to be a set back in progress. For example, in 1911-12 the number of Board Primary Schools in the district fell from 63 to 61. Elementary Schools' strength also had decreased from 3031 to 2934 boys.\textsuperscript{119} In 1913 there were 244 Board Elementary Schools in the district of which two were closed down. The number of boys and girls in the elementary schools were 7921 and 1513 respectively.\textsuperscript{120} In 1914 seven additional Elementary Schools were opened while three were closed. The Report of 1915 made jointed reference to the need for proper accommodation and trained teachers in the Board Elementary Schools.\textsuperscript{121}

There were 262 Elementary Schools at the close of 1916 run by the Local Boards, of which 14 were special schools for girls and one night school at Gooty attended by children of the labour classes.\textsuperscript{122}

\textsuperscript{118} Administration Report of Anantapur District Board Local and Municipal Department, G.O. No. 1361 L dated 30.9.1907.


\textsuperscript{120} Administration Report of the Anantapur District Board, G.O. No.1610 L dated 12.9.1914.

\textsuperscript{121} Administration Report of Anantapur District 1914-13, G.O. No.1399 L dated 1.10.1915.

School buildings were completed during the year. In 1918 twelve Elementary Schools were newly opened and the total number of Elementary Schools at the end of the year stood at 275 of which 15 were special schools for girls. There were 9781 boys and 2261 girls respectively in the Elementary Schools. Sanction was accorded and funds allotted by Government for opening 39 more Elementary Schools in the district and for strengthening the staff strength in them.\textsuperscript{123}

In 1919, 34 elementary schools were opened newly in the district bringing the total to 306. Despite the increase in the number of schools, the total strength of pupils was falling due to the prevalence of influenza.\textsuperscript{124} In the Panchama School at Dharmavaram Taluk Board, Brahmins and other caste pupils sought admission and freely sat along with the Panchama children. Medical inspection of school children was introduced.\textsuperscript{125} Total expenditure on education for the year was Rs.99,699 of which Rs.72,951 was from Provincial grants with subsidies for old schools.

The Compulsory Education Act of 1920 inspired Madras Presidency to provide for the introduction of compulsion in suitable cases. District Educational Councils, consisting of members partly nominated by the Government and partly elected by Local Bodies, were constituted to prepare schemes for the extension of Elementary Education, to enlist


\textsuperscript{124} ibid., G.O. No. 1162 L dated 26.9.1919.

\textsuperscript{125} Proceedings of the Madras Government, Home Department, (Education) G.O. No.1454 dated 14.11.1918.
the cooperation of public and private agencies, to regulate the recognition of all elementary schools and to distribute grants etc.\textsuperscript{126} The Anantapur District Education Council was set up with 14 members and Mr. P. Adimurthi Rao became the first President. With the passing of the Local Boards Act of 1920, Elementary Education was removed from the District Board and entrusted to Taluk Boards and Municipalities.\textsuperscript{127}

Secondary Education did not receive much attention in the Madras Presidency in the early 19th century as it was considered a preserve of the high caste people. Following Wood's Despatch in 1854 Zilla Schools in each of the districts of the Presidency were started. Secondary Education received further impetus with the acceptance in 1861 that a pass in the Matriculation Examination was equivalent to the General Test for the recruitment for Uncovenanted Civil Service.\textsuperscript{128} In 1873 the Government decided to transfer a portion of the funds devoted to Secondary Education for the maintenance of Primary Schools. Private Middle School existed in many taluk headquarters.

On the eve of the formation of the Anantapur district there were three English Middle Schools, one each at Tadapatri, Rayadrug and Penukonda with 19 pupils.\textsuperscript{129} In 1882 the Government opened a Middle school within the Municipal limits of Anantapur initially with 55 pupils.

\textsuperscript{126} Proceedings of Madras Government, Law Department (Education), G.O. No. 511 dated 2.4.1921.


\textsuperscript{128} ibid., p. 660.

\textsuperscript{129} Proceedings of the Madras Government, Local and Municipal Department, G.O. No. 288 dated 27.2.1880.
pupils. About 1882-83, four Middle schools with 86 pupils functioned at Anantapur, Penukonda, Rayadrug and Tadapatri.

The Indian Education Commission of 1882 recommended that the extension of Secondary Education should be based on the Grants-in-aid system and that the Government should withdraw from the direct management of Secondary Schools. Accordingly, the Government Middle school was handed over to the Anantapur Municipality in 1882. It was also recommended by the Commission to integrate high and middle schools as Secondary Schools and the necessity to devote the funds of the Municipalities and Local Boards to aid independent schools.130

Considerable progress was made in the field of Secondary Examination during the eighties of the 19th century. By about 1891-92, there were one Upper Secondary and 11 Lower Secondary schools in the district with the total strength of 220 pupils.131 Besides the Board school at Penukonda, the District Board opened another institution at Dharmavaram in 1895 which continued upto 1898.132 Despite decrease in the number of Secondary Schools from 16 to 8 in 1878, the pupils increased.133

PERIOD BETWEEN 1900-1920

In the early part of the present century the number of Lower Secondary schools in the district came down to seven, while their

student strength was increasing.\textsuperscript{134} The Indian Universities Act of 1904 tended to subordinate the Secondary to University education. In 1905 the Lower Secondary Examination was abolished. In 1906 both the Upper and Lower Secondary Schools were classified as Secondary Schools. The only Board Lower Secondary School of this type at Penukonda became a Secondary School.\textsuperscript{135}

During the first decade of the present century, the Local Boards of Anantapur and Penukonda managed one Upper and one Lower Secondary school respectively. By 1911-12 the district had 6 Secondary Schools with 722 pupils including 23 girls.\textsuperscript{136} The Uravakonda first-grade Elementary School was upgraded into an Incomplete Secondary School in 1917-18.\textsuperscript{137} The Government raised the Board Secondary School at Penukonda into a High School and upgraded the Elementary Schools at Kalyandrug and Tadapatri into Incomplete Secondary Schools. The cost of these were to be met from the Provincial Funds. A Secondary School for girls was opened at Anantapur in 1920.\textsuperscript{138} The Taluk Board of Penukonda took over the management of the Edward Coordination Incomplete Secondary School at Hindupur.

\footnotesize

\begin{enumerate}
\item 136) Administration Report of Anantapur District, 1911-12, G.O. No. 1688 L, dated 7.11.1912.
\item 137) Sri Karbasava Swami of Gaviath donated Rs.1000/- to it as an endowment. See: Proceedings of the Madras Government, Local and Municipal Department G.O. No. 1077 L dated 21.8.1918.
\end{enumerate}
By the year 1920 the district had ten Secondary Schools. The total number of students under instruction in these schools was 1569 including 60 girls. The Anantapur District Secondary Education Board was formed with ten members.139 Hostel facilities were planned for some schools in the district. Certain teachers who were instrumental in bringing Panchama students into the regular schools were rewarded.

Education among women was sponsored by the Local Boards in the Anantapur district in the last quarter of the last century. The Indian Education Commission of 1882 considered that it was premature for Local Bodies to take over the control of women's education and hence the Department itself undertook the maintenance of Girls' Schools.140 Only in 1891 the Local Boards established for the first time three Primary Schools for girls Uravakonds, Madakasira and Hindupur.141 Two of them under Hindupur Taluk Board were closed during 1891-92. Thirteen institutions for the education of women functioned in the district by the end of the century. The percentage of pupils under instruction to the female population of school-going age increased from 0.4 during 1883-84 to about 2.5 during 1899-1900.142

Measures like the provincialisation of the Local Board Schools, the conversion of privately managed schools into Government

institutions in the early part of the present century led to further progress in the education of women in the district. The number of Primary Schools increased from 13 during 1902-1903 to 83 during 1921-22. The total number of female pupils under instruction had gone up from 1284 in 1902-1903 to 6473 in 1921-22.\(^{143}\) In the year 1916 there were 14 special schools for girls only.\(^ {144}\) There were 15 special Elementary Schools for girls. The district opened us first Secondary School for Girls in 1920, at Anantapur. When the Madras District Municipalities Act was passed along with the Local Boards Act both in 1920, Primary Education of girls was entrusted to the Local Bodies.\(^ {145}\)

Training Schools for teachers became a necessity with the expansion of Elementary and Secondary education. Anantapur had its Local Fund Normal School in 1883 and a practising section was attached to it in the same year. This school was maintained by Local Funds.\(^ {146}\) Due to their unsatisfactory performance and low rates of stipend paid to teacher trainees, the Board Normal Schools were brought under Departmental management from 1892. The Normal school at Anantapur also came under Governmental management.\(^ {147}\)

\(^{143}\) Proceedings of the Madras Government, Local and Municipal Department, G.O. No. 868 L dated 11.7.1903 and G.O. No. 461 L dated 12.3.1921.


\(^{145}\) Madras Local Boards Act, 1920.

\(^{146}\) Proceedings of the Madras Government, Local and Municipal Department (Fin.) No.573 L dated 6.8.1885.

\(^{147}\) Proceedings of the Madras Government, Local and Municipal Department, G.O. No. 11472 dated 25.5.1893.
A special kind of training schools called the 'Sessional Schools' were established at convenient centres in the Presidency. Its object was to train village school masters in teaching methods. These institutions generally worked for three months in the year. Those intended to become village school masters, but did not have even the minimum general educational qualification were prepared there for the primary examination. During 1891-92, two 'Sessional Schools' were established in the district one at Anantapur and the other at Penukonds range with a total strength of 20 pupils. Such schools were soon set up at Dharmavaram, Madakasira and Narpala. By the end of the 19th Century 12 more centres in the district had 'Sessional Schools'.

Education of the weaker and backward sections of the Society also received attention from the Local Boards of Anantapur district. It has been already pointed out that the District Board had made special provision for the education of girls as far as the Government policies allowed them to do. Panchamas, Malas, Madigas and a few of the other depressed and deprived segment of the district could now enjoy the benefits of education, the proportion of the Paraiah pupils in the Taluk Boards was poor and Board schools exclusively for them were proposed to be set up in 1894 and 1895. Caste prejudice was so deep

150) In 1895 the Anantapur District Board had four Sessional Schools, G.O. No. 1943 L dated 18.10.1895.
that these pupils were not admitted into the regular schools. In 1907 there were 10 Panchama schools with increased pupils' strength.152

In 1912-13, the number of Panchama Board schools went up to 11 and their strength was 245 boys against 224 in the previous year.153 The year 1915 witnessed the number of Panchama Schools increase to 19 with 510 pupils. There were 30 schools for the Panchamas and other backward classes with a total strength of 780. Some Taluk Boards provided dresses to Panchama children.154 In 1919 there was a Government order to admit Panchamas into schools under the Public management.155

Already the two-way mobility of Panchama and High caste pupils moving into their schools had started in the Boards schools of the district. Brahmin and other high caste children sought admission into Panchama schools.156 Similarly in 1920 Panchama and other backward class children were entering into regular schools, thanks to the efforts of some teachers.157


There were special schools for Muslims and other linguistic minorities in the district. The Anantapur Municipality started a Mohammedian School for boys in 1890. Primary schools were attached with night schools for the benefit of the children of the labour classes. There were a couple of Sankrit and Hindustani schools also in the district. Particular attention was paid to physical education in the local schools. Among the Literary Societies we come across a few newspaper clubs at Hindupur and Dharmavaram and a Teachers Association at Penukonda.\textsuperscript{158} The Anantapur and the Penukonda ranges had their own outfit of inspecting staff who annually visited the various Boards Schools and sent detailed reports to the Government.\textsuperscript{159}

**PUBLIC HEALTH SERVICES**

Public health administration consists partly of medical relief and organization of preventive medicine, and partly of sanitary, conservancy as well as of water supply arrangement. From the beginning the importance of these services had been recognised by the Local Boards. There were misapprehensions in the minds of the rural population about the western system of medicine. But very soon people began to resort to such institutions freely and in large numbers.\textsuperscript{160} There was demand for more hospitals, but it could not be satisfied owing to the paucity of trained medical personnel. In course of time the number of medical institutions, the patients treated therein, and the expenditure on them increased.


\textsuperscript{159} Administration Reports of Anantapur District Boards, 1886-1920.

\textsuperscript{160} Madras Administration Report for the year 1872-73.
The Towns Improvement Act of 1871 provided medical service in towns. The Local Funds Act of 1871 made the Local Boards responsible for the establishment of medical institutions in non-Municipal areas of the district. The Local Boards Act of 1884 brought about many changes in the extent of medical facilities to be provided by the Local Boards in the district. In 1910 itinerary dispensaries were established in the rural areas of the Madras Presidency, particularly in the Ceded Districts and the Agency Tracts. In 1914 a new Act took measures against the practice of quackery.\(^{161}\) Upto 1920 the Government and the Local Bodies took many more steps in the field of public health and preventive medicines. However, the distribution of medical institutions in the rural areas was not satisfactory. The average cost per patient for treatment was high. Qualified midwives were in short supply. Lack of proper coordination among Taluk Boards in the matter of medical relief ended in waste.\(^{162}\)

Activities relating to preventive medicine was directed towards measures against the outbreak of epidemic diseases and party, towards the improvement of general sanitation in rural areas. Vaccination, improved water supply, improvement of village-sites, maintenance of conservancy establishments, precautionary measures in fairs and festivals and many miscellaneous items formed part of the public health programme. (Table in M. Venkatarangaiya, p. 168-69). Accurate

\(^{161}\) The Act was called the Madras Medical Registration Act-1914; See: Trichnial Report on the working of civil hospitals and dispensaries in the Madras Presidency, 1914-16.

registration of Birth and Death was a basic foundation for the successful administration of public health.\textsuperscript{163} Lot of investigation and follow-up were necessary in the prevention of diseases.\textsuperscript{164}

Conservancy was not considered as a prominent feature of Rural Board administration.\textsuperscript{165} As a result conservancy establishments were few in relation to the vast rural population.\textsuperscript{166} In 1919 barely 655 towns or villages possessed temporary public latrines.\textsuperscript{167} The unsatisfactory nature of rural conservancy was responsible for the outbreak of infectious diseases. But the Government funds for this purpose was few and a between. Even the allotted money was not completely spent owing to bad supervision.\textsuperscript{168} Despite serious inspection and village sanitation Inspection Report Books, the situation did not improve much.

Water supply was another area of rural sanitation scheme which posed perennial problems. Local Boards provided drinking water through sinking and repairing wells and tanks. Watchmen were appointed to

\begin{itemize}
  \item \textsuperscript{163} M. Venkatarangaiya, \textit{The Development of Local Boards in Madras Presidency} Op. cit. p. 169.
  \item \textsuperscript{164} ibid., p. 170
  \item \textsuperscript{165} ibid p. 172
  \item \textsuperscript{166} In 1885 only 557 rural towns and large villages out of a total of 59,000 in the entire Presidency of Madras had conservancy establishments. See: \textit{Madras Administration Report}, 1886-87, p. 185.
  \item \textsuperscript{167} \textit{Local Boards Report}, 1918-19, p. 8.
  \item \textsuperscript{168} Between 1885 and 1919, on an average less than 9\% of the total expenditure allotted for sanitation - See: \textit{Madras Administration Report}, 1898-99, p. 210.
\end{itemize}

120
guard the wells against pollution. The scheme of rotary pumps was not popular in rural areas. Protected water supply was still a distant dream for the rural people. Developing a good drainage system in the villages could not be attempted by the Local Boards due to their heavy cost.

Provision of hospitals and dispensaries, training and appointment of qualified medical and para-medical staff, providing indigenous and Western systems of medicine, encouraging private efforts in the field of public health, improving conservancy, water supply and drainage system and taking a number of preventive measures against frequent epidemics and other activities connected with the promotion of Public Health in the rural areas, were the principal duties of the Local Boards in the management of Public Health.

PUBLIC HEALTH AND LOCAL BOARDS IN ANANTAPUR DISTRICT, 1870-1900

The Anantapur Hospital existing since 1864 was taken over by the Municipality in 1871. Similarly, the dispensaries of Penukonda and Tadapatri opened in 1873 and those of Kalyanadrug and Uravakonda started in 1879 and 1883 respectively, were taken over by the Local Boards in accordance with the Local Funds Act of 1871. In 1884 there were seven dispensaries maintained by the 'Circle Boards' in the important towns of the district. Dispensaries at Tadapatri and Hindupur became hospitals. Dispensaries were opened at Malaria prone


areas like Madakasira, Pamidi and Bukkapatnam. Civil Apothecaries and Hospital assistants looked after the hospitals in the taluks. The Penukonda and Gooty institutions were graded as II class and the rest as III class. They were all financed from Local Funds.

Public Health in the district had been unsatisfactory throughout the period. Cholera, plague, smallpox, influenza, measles, ophthalmia, dysentry, diarrhoea, Ulcer, itch, rheumatic affection, were the common diseases Vaccination was one of the major preventive measures undertaken. The number of vaccinations and successful cases went on increasing year after year. In 1902 compulsory vaccination was introduced in the district, particularly in the Union villages. Hospitals under-staffed. There was an acute shortage of qualified midwives. However, the condition was improving.

In 1897, the number of patients treated in the Local Board hospitals and dispensaries rose to 5,978 as against 5,167 in the previous year. This was due not only to the high incidence of epidemics but also the growing popularity of the medical institutions and the European methods of treatment.

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171) Administration Report of Local Funds Circle in Anantapur District, 1885-86 (Fin.) G.O. No. 1251 (L.F) dated 2.10.1886
PERIOD BETWEEN 1900 AND 1920

At the beginning of the present century medical facilities improved, although the financial position of the Local Boards was none the better. Hospitals and dispensaries were housed in better type of buildings built by the Government. Provision was made for in-patients. In 1911 the average expense per patient was three annas and two paisea. There were 462 in-patients and 102,248 out patients totally.178 Itinerary dispensaries were set up at Bukkapatnam and Pamidi in 1919 respectively. The experiment appeared to have failed to produce the desired results.177 Towards the end of the 1919, there were five hospitals in the district one each at Penukonda, Gooty, Tadapatri, Hindupur and Anantapur. There were also eight dispensaries in important Taluk headquarters.

Sub-Assistant Surgeons to manage the dispensaries were in great demand. As a result of this shortage some Board hospitals were closed down in 1918. It is gratifying to note that one private philanthropist name Rab Sahib M. Hampayyaaru, a member of the Gooty Taluk Board and also of the Anantapur District Board opened a dispensary at his own cost at Guntakal and instituted an endowment of Rs.5000/- towards us maintenance. The Government also gave a grant of Rs.10,000 to build casualty wards in some dispensaries.178

In the early stages, the grants given to Local Bodies for the maintenance of medical institutions were extremely limited. By 1915 they were liberalised. In 1885 the actual expenditure on hospitals and dispensaries was Rs.9,338 against Rs.4,932 in the previous year. A sum of Rs.4,376 was spent on vaccination. The total expenditure on the Local Boards' medical institutions in the district for 1920 amounted to Rs.35,690 against Rs.27,653 in the previous year.180 In 1918, the Government took over the entire management of the District Headquarters hospital at Anantapur.181 Since 1921, all the taluk headquarters in the district except Madakasira, Dharmavaram, Kadiri and Kalyanadrug, had a hospital.

Vital statistics relating to births and deaths and reasons for their variations constitute the foundation for constructive work in the field of public health. The recording of deaths of civil population was introduced in the Old Madras Presidency in 1866 and of births in 1870 and both were recorded by the Revenue Department.

Registration was made compulsory in Municipal areas under the Madras District Municipalities Act of 1884 and in rural areas under the Registration of Births and Deaths Act of 1899. The Annual Administration Reports of the Anantapur District Board contained these vital statistics. Among the Local Board hospital staff were sub-


assistant Surgeons, Apothecaries, hospital assistants, vaccinators of
different grades and mid-wives. There was a shortage of trained people
in the Local Boards. Even as late as 1918 there were only 8 qualified
midwives in the Local Board institutions in the district.\textsuperscript{182} The
candidates were sent to Madras only for the required training. The
Anantapur District could boast of only one medical institution for
every 560 sq. miles of area and about 80,000 of population.

\textbf{SANITATION AND LOCAL BOARDS IN ANANTAPUR DISTRICT}

Sanitation included a host of functions such as scavenging and
cleaning the streets and other public places, providing dust bins,
removing the garbage and night soil outside the town, providing
sanitary arrangements during fairs and festivals, making water-supply
and anti-pollution arrangements, providing drainages, latrines,
slaughter houses, eradicating stray dogs and mosquito menace etc.
Since 1880 medical subordinates attached to the dispensaries submitted
reports on the sanitary conditions of their areas. The services of the
Deputy vaccination Inspectors also were utilised in assessing the state
of public health and sanitation in outlying villages. In some areas
maistries supervised the sanitary work. The Chairmen of the Union
Boards were also involved in this work.\textsuperscript{183}

Conservancy arrangements were grossly unsatisfactory in the
Anantapur district in the 1880s. There was no proper drainage. Cess-
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\textsuperscript{182) Administrative Report of the Anantapur District Board, 1917-18,
G.O. No. 1077 L dated 21.8.1918.}

\textsuperscript{183) Bh. Sivasankaranarayana, Op. cit., p. 742.}
pools were formed in the streets. The Municipality had just two handcarts and two bullock bandies. Night soil was buried in pits outside town.\textsuperscript{184} In 1884, the Conservancy Establishment came into existence. Killing of starry dogs was undertaken.\textsuperscript{185} In 1893 as many as 11 unions in the district and 14 other villages were provided with conservancy establishment. \textsuperscript{186}

However, in the \textit{Administration Report of the District Board for 1894-95} it was observed that the existing latrines in many areas of the district were in an unsatisfactory condition. By 1899, the 'Ward Systems' were introduced into all the Union Panchayats of the district. Yet, the people showed no interest in its working.\textsuperscript{187} High incidence of Cholera, Plague and smallpox in the district caused the Local Boards to be vigilant with sanitary works. The Chief Secretary appealed to the President of the District Board to pay more attention to the sanitation in the Unions, that they might become object lessons for the public to imitate. \textsuperscript{188}

Water supply presented an unhappy prospect in most of the Taluks in Anantapur District in the two four \textit{between 1880 and 1920}. Measures

\textsuperscript{184}) \textit{Bellary Local Fund Circle Board’s Report for 1880}, G.O. No. 34 dated 7.1.1880.

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\textsuperscript{188}) Letter of the Chief Secretary, Government of Madras Presidency to the President of Anantapur District Board, G.O. No. 2129 L dated 26.8.1893.
taken in the past to improve the position were neither substantial nor enduring. Financial resources of the Local Boards were so constrained as to undertake deepening of old wells, digging a few new wells, providing draw wells instead of step wells and to appoint watchers to guard the existing water sources from pollution.  

Of all civic requirements, the least developed in the district was the drainage system. Underground drainage was unheard of. Even over-ground drainage facilities were in a deplorable stage. Cement concrete open drains had not been covered. The drains from the houses were led into cess-pools. The main streets had side cuttings of rough drains to carry away the rain water. But people constructed pails and the side channels which made them inaccessible for cleaning. Cess pools rarely cleaned.

PERIOD BETWEEN 1900 AND 1920

At the turn of the present century the private scavenging system was functioning in four Unions. By 1905 it was extended in seven Unions. In 1912 the private scavenging system was in operation in 8 unions and self-supporting. By 1916 the scheme was extended to 9 unions. No latrines of a standard type were constructed for a long

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191) ibid., for 1903, G.O. No. 40 L dated 14.9.1903.

192) ibid., for G.O. No. 1495 L dated 24.10.1916.
time. In 1919 channel passing through Tadapatri was diverted in order to improve the sanitation of the town.\textsuperscript{193}

The Administration Report of the District Board for 1920 listed the various measures taken to improve sanitation at a massive outlay of Rs.83,834. A special feature of the programmes was the steps taken to relieve the congestion at Kadri, Uravakonds and Guntakal. A plot of land was set apart for the Depressed Classes with a view to remove congestion in the Madiga quarters. The private scavenging system was also operative in Minor Unions. Sanitary inspectors were sanctioned for many Unions.\textsuperscript{194}

In fact not much had been done between 1880 and 1920 by Local Bodies to provide water supply to the rural areas. A scheme to supply water through pipes from the Pennar river to the town of Hindupur was abandoned due to the prohibitive cost.\textsuperscript{195} An expert was deputed from Madras to investigate the possibility of improving water supply in the wells of Hindupur in the place of the costly Pennar Pipe-Line Scheme.\textsuperscript{196} Pipe water supply was introduced in Hindupur under the maintenance of the Union Panchayat. A scheme for introducing pipe line drinking water in Pennukonda was proposed in 1918 and the Union


\textsuperscript{195} Proceedings of Madras Government, Local and Municipal Department, G.O. No. 385 L dated 25.3.1910

\textsuperscript{196} Proceedings of the Madras Government, Local and Municipal, G.O. No. 385 L dated 25.2.1914.
Panchayat agreed to defray the recurring maintenance charges. In 1919 protected water-supply schemes were working at Dharmavaram, Kadri, Madakasira and Kalyandrug. Its introduction in Guntakal and Uravakonda was under consideration. The Anantapur town water-supply to bring protected water from the river Pandameru, sanctioned in 1907, was completed in 1924 only.

Drainage schemes picked up momentum in the two early decades of the present Century. Even in 1910 an important town like Hindupur with its growing population and business prospects was not provided with a proper drainage system. In 1915 there was a proposal to cover an irrigation channel at Bukkapatnam which worked out to be a costly venture. The administration sanctioned only a rough stone wall on both sides. Anantapur town was provided with a comprehensive drainage scheme by about 1920. Paucity of funds was an obstacle to the Local Boards in the field of providing adequate drainage schemes in the district.

The Local Boards in Anantapur district undertook many prospects to improve the civic life and literacy of the people in the district. All their efforts might not be called successful. But they brought into being something where there was only primitive ways of sanitation and


crude methods of public health and thus paved the way for a better tomorrow. The adverse climatic conditions, economic backwardness, absence of public spirit and civic consciousness among the people and about all the financial restraints proved to be the road blocks in the achievement of their objectives. Between 1880 and 1920 the infrastructure had been strongly built in the civic life of the district by the multifarious services provided by the Local Boards. Peoples' participation and training for leadership resulting from these services cannot be over-estimated.