

CHAPTER X

GENERAL ADMINISTRATION

99. Administration at District Level

The changing role of the Collector in the context of separation of judiciary from the executive and institution of Panchayati Raj is a matter for study. He continues to be designated as Collector and District Magistrate, and his role is to guide and supervise the new democratic institutions entrusted with decentralised developmental administration.

He is the head of the district administration, the representative of Government in the district, the guardian of law and order, promoter, helper and mentor of the Panchayati Raj institutions, and the supplier of adequate technical support and facilities to the district level officers. He, being the co-ordinating and guiding functionary at the district level, co-ordinates and guides the activities of different departments in the district. The main business of co-ordination is to reduce tension and frictions in the day-to-day work and achieve healthy adjustments or workable compromises between conflicting points of view, interests and demands. As an agent of the Government, he is kept in full picture of all Governmental activities in the district. When a programme or a scheme is initiated in the district, he is associated in drawing up the project, and sees to its overall implementation and for this purpose, inspects the scheme as necessary with a view to speed up the effective execution of such a project.

His primary function, as the name Collector implies, is to collect land revenue and other dues of Government. After separation of judiciary he does not try cases nor does he hear appeals, but he remains responsible for maintenance of law and order. Besides, a lot of other miscellaneous business relating to almost every sphere of administration keeps him constantly occupied. Immediately after independence and during the first two Plan periods 1951—61 he was responsible for almost all development works implemented in his district. As the "captain" of the development team as he was called, he was to co-ordinate and supervise all development and welfare works in the district. It is after the enforcement of the Orissa Zilla Parishad Act, 1960 that the role of the Collector changed to supervision and guidance as the guardian of government interest. But with the abolition of the Zilla Parishad, a District Advisory Council has been constituted which is named as "Zilla Paramarsadata Samiti" in Oriya. The function

of the District Advisory Council as defined in Resolution No. 2694, dated the 1st July, 1968 of Government of Orissa, Community Development & Panchayati Raj (C.D.) Department are as follows:—

(a) to advise the Government regarding departmental and other activities referred to it by Government from time to time, and

(b) to consider and advise Government as to how best the Departmental activities can be expeditiously and efficiently executed and suggest ways and means to remove the bottlenecks in execution of the developmental works.

The Council consists of the following members:—

- (i) Collector of the district .. Member-Convenor
- (ii) Members of the Legislative Assembly and of the Lok Sabha whose jurisdiction falls within the district or whose residence is in the district .. Member
- (iii) All Chairmen of the Panchayat Samitis within the district .. Member
- (iv) All Chairmen of the Municipal Councils in the district .. Member
- (v) Presidents of the Central Co operative Banks in the district .. Member
- (vi) Any Officer notified by Government from time to time .. Member

(c) The meeting of the District Advisory Council shall be convened by the Collector of the District and shall be presided over by a non-official member to be elected at each such meeting.

The Council has been replaced by District Development Advisory Board since 14 November 1970. For details see chapter XIV.

The Collector in revenue matters is under the control of the Revenue Divisional Commissioner, who has power to revise some of his orders, to supervise his work and to give him general directions. Above the Revenue Divisional Commissioner is the Member, Board of Revenue, who is responsible for the efficient running of revenue administration throughout the State. The Collector is responsible for collection of Government dues and for maintenance of Government properties.

The District Magistrate is also a Magistrate of the 1st Class having special powers conferred on him by the Code of Criminal Procedure. Prior to separation of judiciary, he was exercising general control over

all the Magistrates in the district. But his role as the Head of the Criminal Administration of the district underwent a substantial change with the separation of the judiciary from the executive. Details regarding the separation of judiciary are given in Chapter XII.

The Collector is assisted by a number of Officers both at headquarters and in outlying areas. Immediately under him is the Additional District Magistrate. Though a distribution chart guides their action in respective spheres, the Collector is consulted and his orders taken on all important matters relating to every sphere of administration.

100. Administration at Subdivision Level

The district of Dhenkanal was formed after merger of the princely States in 1948. Out of the existing 7 subdivisions six had been the princely States. They are Dhenkanal, Kamakhyanagar, Hindol, Talcher, Athmallik, and Pal Lahara. The other subdivision Angul which was a part of Cuttack district was joined with Dhenkanal district in 1948. Each subdivision is in charge of a Subdivisional Officer. He is mainly responsible for general and revenue administration and law and order in his area. After the separation of judiciary, a Subdivisional Magistrate and some subordinate Magistrates have been posted to each of these subdivisions to dispose of criminal cases. The executive Magistrates administer only the preventive Sections of the Code of Criminal Procedure and maintain law and order.

Each subdivision was divided into smaller units, each in charge of a 'Sarbakar'—the collecting agent, who did not receive any salary but a commission on the total collection made by him. The revenue collection of villages, in direct charge of the ruler called 'Khas' villages, was being done by the salaried Government employees called Revenue Inspectors. Since 1st September, 1963 the district has been divided into 7 Tahsils—each being coterminous with the existing subdivisional boundary. Each Tahsil—in charge of a Gazetted Tahsildar, is further divided into Revenue Inspector Circles—which is the lowest land revenue unit for collection and is in charge of a Revenue Inspector. Details of existing system of land revenue administration is given in Chapter XI.

(i) Staffing pattern of the subdivisions of the district is as follows:

Each subdivisional office consists of branches like (1) General and Miscellaneous, (2) Development, (3) Revenue, (4) Establishment, (5) Nizarat, (6) Record Room, (7) Election, (8) Judicial, (9) Welfare, (10) Grama Panchayat, (11) Civil Supplies, (12) Public Relations, etc. Besides the Subdivisional Officer, there are other officers to man these branches of the subdivisional Office. In subdivisions like Dhenkanal,

Kamakhyanagar and Angul, the Subdivisional Officer is assisted by a Deputy Collector and a Sub-Deputy Collector in matters of general administration. And for the purpose of revenue administration, he is assisted by a Tahsildar* and an Additional Tahsildar in each of these three subdivisions which also form three separate Tahsil's. In Talcher subdivision, two Deputy Collectors assist him in general administration and in revenue administration he is assisted by a Tahsildar. In Athmallik, the Subdivisional Officer administers the subdivision with the assistance of a Deputy Collector and a Tahsildar. In Hindol the only officer to assist the Subdivisional Officer is Tahsildar. But in Pal Lahara he gets the assistance of one more Sub-Deputy Collector besides the help of a Tahsildar.

In the subdivision of Talcher, besides Deputy and Sub-Deputy Collectors, other officers assisting the Subdivisional Officer are Assistant District Welfare Officer, Assistant District Public Relations Officer and Subdivisional Panchayat Officer who are in subordinate charge of welfare, Public relation and Panchayat sections respectively. In Angul, apart from these three, he also receives the help of another officer called Assistant Civil Supplies Officer to manage the civil supplies section. In Athmallik and Kamakhyanagar, Panchyat Section of the Subdivisional office is manned by a Subdivisional Panchayat Officer subject to overall control of the Subdivisional Officer. But in other three subdivisions, these sections are held either by a Deputy Collector or a Sub-Deputy Collector.

Except Dhenkanal, each subdivision has a Sub-treasury. In Angul and Talcher, Sub-Treasury is manned by an officer of Junior Finance Service whereas in Athmallik, Kamakhyanagar, Hindol, and Pal Lahara it is held by a Revenue Officer.

(ii) Historical background

Historical evolution of each subdivision is given below :

(a) KAMAKHYANAGAR

This subdivision was a part of the former State of Dhenkanal till the date of merger in the year 1948. For administrative purpose this subdivision was first created by the Chief in the year 1878 and was known as Baisinga subdivision with headquarters at Baisinga. Subsequently the headquarters was shifted to Murhi and it was then known as Murhi subdivision. One Assistant Dewan was administering the subdivision under the control of Ruling Chief of former Dhenkanal State.

* A Revenue Officer in charge of a Revenue Unit called Tahasil. He is usually a Deputy Collector or a Sub-Deputy Collector.

In the year 1939, another subdivision was carved out of the Murhi subdivision with its headquarters at Parjang. In the year 1942, Murhi subdivision was named as Kamakhyanagar subdivision after the name of the then Jubaraj Kamakhya Prasad. After merger, both the subdivisions were again amalgamated into one and the name of the subdivision remained as Kamakhyanagar subdivision.

(b) **ATHMALLIK**

Previously the State was administered in accordance with the provisions of the Sanad which was granted by the British Government, to the Ruling Chief in 1894 and revised in 1908. The Sanad also defined the status, position and power of the Ruling Chief. A Dewan was assisting the Chief in matter of General Administration. But when this Princely State merged with the State of Orissa with effect from 1st January, 1948, the powers of the Ruling Chief terminated and Athmallik became a subdivision of Dhenkanal district.

(c) **TALCHER**

Talcher was under the administration of a Ruling Chief prior to merger. The Sanad of 1894, which was revised in 1908, was then determining the relation between the State and the British Government. But with the merger of Princely State on 1st January, 1948, Talcher formed a subdivision of Dhenkanal district and remained under the administration of a Subdivisional Officer.

(d) **PAL LAHARA**

The Sanad¹ of 1908 was regulating the relationship between the State and the British Government. The Chief of the State was conducting the administration with the assistance of a Dewan. But when the former State of Pal Lahara merged with the State of Orissa with effect from 1st January, 1948, the Darbar Administration came to an end. As a result of the merger, the ex-Pal Lahara State has assumed the status of a subdivision and is in charge of a Subdivisional Officer for its administration.

(e) **HINDOL**

The British Government first established their relations with the Chief of the ex-Hindol State in the year 1894. Their relation with the State was governed by the terms of Sanad of 1894. The Hindol State was then under the administration of the Ruling Chief. But after merger of the State with the State of Orissa with effect from 1st January, 1948, the ex-Darbar Administration was brought to an end. Consequent

1. No Sanad was granted to Pal Lahara in 1894 as the State was under the management of the Court of Wards due to minority of Raja. First Sanad was granted in 1908.

upon the merger, the Hindol State has been organised and is now administered as a subdivision.

(f) ANGUL

Angul was one of the feudatory States of Orissa up to the year 1847 when it was confiscated on account of the rebellion of the then Ruling Chief, Somanath Singh. It was treated as a Government estate (Khasmahal) since then and was administered by the Superintendent of the Tributary Mahals through the agency of an officer known officially as a Tahsildar who collected revenue and administered justice. In 1891, Angul was constituted a separate district, the Khondmals¹ being added to it. The district of Angul² thereby consisted of two subdivisions namely Angul and Khondmals. In 1936, with the creation of a separate Province of Orissa, Angul subdivision was constituted into a district under the Angul Laws Regulations, 1936 and the Magistrate and Collector of Cuttack was also the Deputy Commissioner of the district of Angul. In 1948, with the merger of princely States, the district of Dhenkanal was created and Magistrate and Collector of Dhenkanal district became the Deputy Commissioner (later called Collector) of Angul district. Status of Angul remained as it is till 14th September, 1967. But consequent upon the introduction of the Angul Laws Regulations (Repeal) Act, 1967, its status was changed³ to that of a subdivision of Dhenkanal district with effect from the 15th September, 1967.

(g) DHENKANAL

The Sanad of 1894, which was revised in 1908, was regulating the relation between the State and the British Government. The Ruling Chief was conducting the administration of the State on the lines approved by the British Government. A Dewan was rendering him necessary assistance in the matter of administration. Also two more Assistant Dewans were there to help him in ruling the State. One of the Assistant Dewans was the Subdivisional Officer in charge of Baisinga subdivision (later Kamakhyanagar). But with the merger of former State of Dhenkanal with the State of Orissa with effect from 1st January, 1948, the ex-Durbar Administration was brought to an end and Dhenkanal subdivision of the former State became a subdivision of Dhenkanal district.

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1. Similarly Khondmals constituted a district in 1936 under the Khondmals Laws Regulation, 1936 and Magistrate and Collector of Ganjam district was Deputy Commissioner of the Khondmals.
 2. Angul district means the area included in the Angul Government estate comprising police-stations of Angul, Bantala, Chhendipada, Jarpara, and Purunakot.
 3. Notification No. 48413—II-J-140/67-R., dated the 2nd Sept., 1967.

101. Community Development Blocks and other Offices

To implement the Community Development Programme, the district has 16 Blocks each under the charge of a Block Development Officer. They are as follows :—

1. Angul
2. Hindol
3. Talcher
4. Athmallik
5. Kamakhyanagar
6. Pal Lahara
7. Bhuban
8. Parjang
9. Kishorenagar
10. Dhenkanal
11. Chhendipada
12. Gondia
13. Kaniha
14. Kankadahad
15. Banarpal
16. Odapada

List of various branches in the district office is shown in Appendix I. The Collector is assisted by a number of Deputy and Sub-Deputy Collectors in managing matters relating to these branches.

Other State Government offices located in the district are shown in Appendix II.

Except the railway stations and the post offices, there are very few offices, in the district of the Government of India. There is a sub-office of the Life Insurance Corporation at Dhenkanal and branches of the State Bank of India at Dhenkanal, Angul and Talcher. Also there is an Income Tax office at Dhenkanal. Besides, the offices of the Assistant General Manager, National Coal Development Corporation and the Deputy Superintendent, Collieries are located at Talcher.

APPENDIX I

1. Revenue
2. Touzi
3. General and Miscellaneous
4. Judicial
5. Establishment
6. Land Records
7. Forest Settlement
8. Emergency
9. Land Acquisition
10. Compensation
11. Development
12. Election
13. Nizarat
14. Record Room
15. Mines
16. Public Relation
17. Civil Supplies
18. Panchayat
19. District Advisory Council
20. Regional Transport Office
21. Excise
22. License
23. Treasury
24. Census
25. Library
26. Certificate
27. Loans
28. Flood
29. Bill and Budget
30. Forms and Stationery

APPENDIX II

1. District Public Relations Office, Dhenkanal
2. District Inspector of Schools, Dhenkanal
3. District Industries Office, Dhenkanal
4. District Employment Exchange Office, Dhenkanal
5. District Animal Husbandry and Veterinary Office, Dhenkanal
6. District Health Office, Dhenkanal
7. District Agricultural Office, Dhenkanal
8. District Fisheries Office, Dhenkanal
9. District Labour Office, Dhenkanal, Angul
10. District Statistical Office, Dhenkanal
11. District National Savings Organiser, Dhenkana.
12. Superintendent of Police, Dhenkanal
13. Superintendent of Excise, Dhenkanal
14. Divisional Forest Office, Dhenkanal
15. Executive Engineer, P. W. D., Dhenkanal Division, Dhenkanal
16. Executive Engineer, Rural Engineering Organisation, Dhenkanal
17. Commercial Tax Office, Dhenkanal Circle, Angul
18. Executive Engineer, Irrigation Division, Angul
19. Mining Officer, Talcher
20. State Poultry Farm, Angul
21. Assistant Registrar, Co-operative Societies, Dhenkanal, Angul
22. Principal, Basic Training College, Angul
23. Principal, Police Training College, Angul
24. Principal, Science College, Angul
25. Conservator of Forest, Angul
26. Executive Engineer, P. H. D., Dhenkanal
27. District Chief Medical Officer, Dhenkanal
28. Assistant District Chief Medical Officer, Dhenkanal
29. Dhenkanal-Keonjhar Major Settlement Office, Dhenkanal
30. District Welfare Office, Dhenkanal
31. District Panchayat Office, Dhenkanal
32. District Treasury, Dhenkanal