

## CHAPTER X

### GENERAL ADMINISTRATION

In conformity with the uniform pattern of district administrative set-up under the British rule in India, the Collector of Puri is in overall charge of the general, revenue and development administration of the district. He is also designated as the District Magistrate and is thus the highest authority in the district for maintenance of law and order. With regard to superintendence and control of the administrative functions, he is under the Revenue Divisional Commissioner, Central Division, whose jurisdiction also extends to Cuttack, Balasore, and Mayurbhanj districts. The office of the Revenue Divisional Commissioner is located at Cuttack. So far as the administration of the Tenancy Acts, stamps, land records and surveys are concerned, he is also under the control of the Member, Board of Revenue. The powers of the Commissioner and of the Member, Board of Revenue, vis-a-vis the Collector have been defined in the Orissa Act XXIII of 1951 and the Act XIX of 1957 respectively.

ADMINISTRATIVE  
SET-UP AND  
STAFF AT  
DISTRICT  
HEAD-  
QUARTERS

At present the Collector is assisted by two officers of the Class I Orissa Administrative Service designated as the Additional District Magistrate (General) and the Additional District Magistrate (Temple).\* There has been distribution of work between the Collector and the two Additional District Magistrates. The Collector is put in charge of Emergency, Development, Relief and Rehabilitation, and Civil Supplies. He is the chairman of the Regional Transport Authority and also controls the district treasury. The two Additional District Magistrates are in supervisory charge of the other sections of the collectorate. They consult the Collector and take his orders on all important matters concerning their respective sections. The Additional District Magistrate (General) is functioning as the District Registrar and the District Election Officer. The Additional District Magistrate (Temple), besides looking to some of the sections of the collectorate, is the Administrator of Shri Jagannath Temple, Puri. He also hears appeals on the assessment of municipal taxes.

For general administrative purposes, the district is divided into four subdivisions with headquarters at Puri, Bhubaneswar, Khurda, and Nayagarh. Nayagarh subdivision was created in 1948 with the integration of the ex-States of Ranpur, Khandapara, Daspalla, and Nayagarh. Bhubaneswar subdivision was formed

\* Since April 1975, one Additional District Magistrate with Headquarters at Bhubaneswar has been posted to look after the administration of Bhubaneswar subdivision.

in order to meet effectively the problems of law and order arising out of the growing importance and increasing population of the Capital. This subdivision was opened on the 26th January, 1952, with Baliana and Balipatna Police Station areas of Puri subdivision, and Jatni, Chandaka, Bhubaneswar and Capital Police Station areas of Khurda subdivision.

Besides the two Additional District Magistrates, the Collector is assisted by 18 Deputy Collectors belonging to the Orissa Administrative Service who constitute the sanctioned strength of revenue officers for the district headquarters. The Subdivisional Officer, Puri, had no separate staff till 1963. Besides his own work, he was also assisting the Collector by remaining in charge of some of the sections of the collectorate. In 1963, his office was separated from the collectorate. The district office of the Collector is divided into component sections like the General and Miscellaneous, Touzi and Loans, Compensation, Revenue, Establishment, Record Room, Judicial, Election, Emergency, Land Acquisition etc. A separate officer is posted by the Government for the Tribal and Rural Welfare section who is designated as the District Welfare Officer. Most of the sections of the district office are manned by the revenue officers who are appointed by the Government to remain in charge of a particular section. The functions of these officers are to assist the Collector in taking decisions and in the efficient discharge of various administrative functions by effecting adequate check and scrutiny on papers and proposals sent to the Government or received from subordinate officers. Among the above, there are also officers like the Land Acquisition Officer and the Certificate Officer who are empowered under appropriate laws to discharge certain statutory functions without having to take orders of the Collector in their day to day work.

The above picture does not take into account the administration of criminal justice in the district which has been separated from the executive since the 1st May, 1960. This has been done without amendment to the Code of Criminal Procedure, but by the establishment of a pattern of procedural conventions in the shape of executive instructions by the Government in consultation with the State High Court. Such of the functions which are essentially judicial like the trial of criminal cases hereunto concentrated in the Collector-cum-District Magistrate, and also a number of magistrates subordinate to and controlled by him, have now been transferred under the scheme to a new set of officers called Judicial Magistrates. It is contemplated that this procedure will secure independence of the judiciary and keep it free from any form of executive

interference. This would also result in better and quicker disposal owing to exclusive devotion of these Judicial Magistrates to the trial of criminal cases under the supervision of the High Court. Under the scheme, there is one Subdivisional Magistrate in each of the sub-divisional headquarters assisted by one or more Judicial Magistrates. Besides, there are also Judicial Magistrates posted at Khandapara, Ranpur, Daspalla, and Khurda Road. For all intents and purposes they are under the administrative control and supervision of the State High Court. At the time of introduction of the separation scheme, an officer of the rank of a District and Sessions Judge designated as the Additional District Magistrate (Judicial) had been appointed. But after some days, in usual manner, an officer in the cadre of the superior Judicial Service (Junior Branch) has been posted as the Additional District Magistrate (Judicial) having headquarters at Puri.

According to the allocation of functions, the Judicial Magistrates are subordinate to the Subdivisional Magistrates (Judicial) and the Additional District Magistrate (Judicial) while all the Executive Magistrates are subordinate to the Executive District Magistrate. The District Magistrate (Executive) and the Additional District Magistrate (Judicial) act independently of each other in their respective spheres of work. No one interferes with the discharge of work by the other. Powers under Sections 108, 110, 143, 144 174, and 190 (i) (a) and (c) of the Criminal Procedure Code are being exercised by the Executive Magistrates and for this and other miscellaneous work, two Executive Magistrates stationed at the district headquarters have been duly empowered. They, however, have to attend to other departmental work, besides trial of cases. The Subdivisional Magistrate of the pre-separation period who used to combine both executive and judicial functions is now designated as the Subdivisional Officer and Magistrate 1st Class with adequate powers over police for maintenance of law and order and for trying cases under preventive sections of the Code of Criminal Procedure.

The Book Circular 34 of the State Government enjoined on the Collector to play the role of the captain of the development team which consisted of the district level officers of various development departments of the State. He was the chairman of the District Development Committee and the District Development Board. The former was a representative official body and the latter consisted of officials and nominated non-officials. He was also empowered by the Government to yield considerable administrative control over the district level officers of other departments. The purpose of vesting him with these powers was to co-ordinate

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the developmental activities of various departments in the district to ensure effective implementation of all plan schemes and to frame future plans and programmes on prescribed lines with a balanced appreciation of the felt needs of the people in the district. This set-up lost its importance after the enforcement of the Orissa Zilla Parishad Act with effect from the 26th January, 1961. The role of the Collector has since changed to supervision and guidance as the guardian of the Government interest. According to the provisions of this Act, the development administration of the district had been decentralised into three distinct tiers<sup>1</sup>, viz., the Zilla Parishad at the district level, the Panchayat Samiti at the Block level, and the Grama Panchayat at the village level with an elected body of members at each stage. But on the 1st November, 1968, the Zilla Parishad was replaced by the District Advisory Council. Since the 14th November, 1970, the District Advisory Council has been replaced by the District Development Advisory Board which is constituted of both official and non-official members. 371 Grama Panchayats functioning in the district have elected representatives in the manner prescribed in the Zilla Parishad Act to form 29 Panchayat Samitis each of which is coterminous with a Community Development Block. Now most of the developmental schemes are implemented through the Blocks and Panchayats.

The Block Development Officer is in overall charge of the Block with a number of Extension Officers like the Agricultural Extension Officer, Social Education Organiser, Veterinary Extension Officer, Block Level Extension Officer (Co-operation) and Sub-Assistant Engineer under him, each being a specialist in his respective sphere and receiving technical guidance of the concerned district level officer whenever necessary.

As mentioned earlier, the Collector is designated as the District Magistrate and as such he continues to be the chief functionary under various special Acts and other enactments in force. He is in charge of public relation and is assisted by a District Public Relation Officer appointed by the Government in Home (Public Relations) Department. Similarly in respect of supply of food grains and other essential commodities, he is assisted by the Civil Supplies Officer from the Supply Department. The Additional District Magistrate (General) is the ex-officio District Registrar. He is relieved of daily registration work by the District Sub-Registrar who remains in charge of this and other routine duties. The Superintendent of Excise is no more designated as the Superintendent of

1. See Chapter XIV (Local Self-Government) for a detailed discussion on the three-tier system.

Excise and Salt as the latter now constitutes a Central subject and the Commissioner of Salt stationed at Huma in Ganjam district holds jurisdiction over Puri district.

The District Treasury is located at Puri. There is also a Special Treasury at Bhubaneswar and Sub-Treasuries at Khurda, Nayagarh, Daspalla, Banpur, Ranpur, Khandapara, and Nimapara. The District Treasury, Puri, Special Treasury, Bhubaneswar, and the Sub-Treasuries at Khurda, Nayagarh, Daspalla, and Khandapara are managed by the officers belonging to the Orissa Finance Service. In other three places the Sub-Treasuries are in-charge of part-time revenue officers.

The district is divided into four subdivisions, viz., Puri, Khurda, Nayagarh, and Bhubaneswar. Each of the subdivisions is in charge of a Subdivisional Officer who belongs to the Orissa Administrative Service. He continues to exercise within his jurisdiction all the powers of a Magistrate Ist Class under the preventive chapters of the Criminal Procedure Code. He exercises powers in connection with investigation, searches, taking into custody, enlargement on bails etc., till the stage of submission of charge sheet or to accept the final form and to dispose of any objection thereto, if filed in time. Besides, he has powers of a magistrate under the Arms Act, the Tenney Act, the Cinematograph Act, the Dramatic Performance Act etc. He also functions as the appellate authority over the orders of the Tahsildars of his jurisdiction in revenue cases. He is entirely responsible for the maintenance of law and order in his subdivision. After the separation of the judiciary from the executive, the subdivisional officer has only powers to take cognizance of offences complained of or brought to his notice while on tour in mufosil areas. But all the same, the cases have to be referred to the Subdivisional Magistrate for necessary action.

SUBDIVISIONAL ADMINISTRATION

The Subdivisional Officer is burdened with the responsibility of supervision of revenue and developmental works both in Tahsils and Blocks of his subdivision and to exercise effective control over all the officers and staff therein.

Each of the subdivisions is divided into one or more Tahsils with a Tahsildar belonging to the Orissa Administrative Service in charge. After the abolition of estates, the onus of collection of land revenue has devolved directly on the Tahsil staff like the Revenue Supervisors, Revenue Inspectors and Collection Moharirrs. The Tahsildar is also the Certificate Officer for recovering arrears of land revenue and is empowered under existing revenue laws to

safeguard punctual collection of dues from the Government properties. The Revenue Supervisors supervise collection, make enquiry into revenue cases and assist the Tahsildars in the revenue matters.

Puri Subdivision

As stated earlier, the Puri subdivisional office was a part of Puri Collectorate till the 1st August, 1963, when it was separated into an independent office. Prior to this, the Subdivisional Officer was working as an officer of the collectorate and was assisting the Collector in revenue and developmental administration. Besides, he had the usual magisterial powers to exercise in his own sphere.

With the separation of the office from the collectorate, the Subdivisional Officer is functioning as a full-fledged head of office with a separate staff under him. He is assisted by five Deputy Collectors who are posted as the Revenue Officer, the Certificate Officer, the Special Certificate Officer, the Rent Suit Officer and the Nizarat Officer. This subdivision has been divided into four Tahsils, viz., Krushnaparasad, Nimapara, Pipli, and Puri. There are eleven Blocks in this subdivision.

Bhubaneswar Subdivision

The present strength of revenue officers for Bhubaneswar subdivision is one Subdivisional Officer, one Compensation Officer, one Nizarat Officer, and one Officer in charge of Criminal Courts. There is one Tahsil with a Tahsildar and two Additional Tahsildars with headquarters at Bhubaneswar. They, besides their own work, assist the Subdivisional Officer in revenue matters and in the maintenance of law and order. The Assistant District Welfare Officer and the Assistant District Public Relation Officer assist the Subdivisional Officer in matters of tribal welfare and public relations respectively. The subdivision has been divided into four Blocks.

Khurda Subdivision

The present strength of revenue officers for the subdivisional headquarters, Khurda, is one Subdivisional Officer and two Deputy Collectors. There are two Tahsils, viz., Khurda and Banpur, the headquarters being at Khurda and Banpur respectively. The subdivision has been divided into six Blocks.

Nayagarh Subdivision

The general and revenue administrative set-up of Nayagarh subdivision is, in a way, different from the rest of the district, because of the circumstances leading to its creation by the amalgamation of four ex-States. There is a Subdivisional Officer who is in overall charge of revenue and development administration. One Deputy Collector designated as the Revenue Officer is posted at headquarters to assist him in matters of day-to-day administration. There are four Tahsildars posted to each of the Tahsils of Ranpur, Khandapara, Daspalla, and Nayagarh. There is an Assistant District Wel-

fare Officer, a Subdivisional Panchayat Officer, and one Supply Supervisor to assist the Subdivisional Officer. The subdivision has been divided into eight Blocks.

Bhubaneswar being the State headquarters, numerous offices of both the Central and the State Governments are located at this place, besides the State Secretariat and most of the offices of Heads of Departments. There are also a number of Central and State Government offices in other parts of the district. A list of these offices has been included in the Appendix. Other Offices

## APPENDIX

GOVERNMENT OF INDIA

BHUBANESHWAR

- The Accountant General, Orissa
- The Superintendent, Central Bureau of Investigation
- The Aerodrome Officer, Civil Aviation Department
- The Captain, OC 4th (O) Battalion. N. C. C.
- The Air Force Recruiting Officer
- The Commandant, 43rd CRP
- The Director of N. C. C.
- The Director, Geological Survey of India
- The Director, Survey of India
- The Income-tax Commissioner
- The Principal, Eastern Regional Language Training Centre
- The Post Master General, Orissa
- The General Manager, Telecommunications
- The Divisional Engineer, Telegraphs
- The Principal, Regional College of Education
- The Director, Regional Research Laboratory
- The Principal, Sainik School
- The Central Intelligence Officer
- The Archaeological Survey of India
- The Assistant Superintendent, Archaeological Chemist, Eastern Zone
- The Executive Engineer, Central Public Works Department
- The Deputy Director, Flood Forecasting Division
- The Collector, Central Excise and Customs, Orissa
- The Deputy Director, Backward Class Welfare
- The Deputy Director, Flood Forecasting Division
- The Executive Engineer, Eastern Gauging Division,
- The Engineering Liaison Officer

The Field Exhibition Officer

The Family Planning Officer, Central Family Planning Field Unit

The Director, Khadi and Village Industries Commission

The Deputy Director, N. M. E. P. Regional Co-ordination organisation

The Manager, Song and Drama Division, Ministry of Information and Broadcasting.

Assistant Director, National Sample Survey

The Regional Labour Commissioner

The Regional Officer (Orissa), Directorate of Field Publicity

The Regional Poultry Farm Officer

The Regional Provident Fund Commissioner

The Regional Research Institute, Ayurvedic

#### GOVERNMENT OF ORISSA

The Secretary to Governor

The Secretary, Orissa Legislative Assembly

The Secretariat

The Director, Agriculture

The Registrar, Co-operative Societies

The Director, Cultural Affairs and Tourism

The Director, Public Instruction

The Director, Employment

The Director, Export Promotion and Marketing

The Director, Factories and Boilers

The Director, Health Services

The Director, Family Planning

The Administrative Tribunal

The Industrial Tribunal

The Director of Textiles

The Director, Inspection and Treasuries

The Labour Commissioner

The Director, Lift Irrigation

The Director, Mining and Geology

The Prisons Inspectorate

The Director, Bureau of Text Book Preparation and Production

- The State Editor, Gazetteers
- The Chief Engineer, Roads and Buildings (Public Works Department)
- The Chief Engineer, Express Ways (Public Works Department)
- The Chief Engineer, National High Ways (Public Works Department)
- The Chief Engineer, Irrigation (Public Works Department)
- The Directorate of Designs (Public Works Department)
- The Director, State Institute of Education
- The Chief Engineer, Public Health (Public Works Department)
- The Chief Engineer, Electricity
- The Chief Engineer, Rural Engineering Organisation
- The Director, Statistics and Economics Bureau
- The Joint Director, Khadi and Village Industries
- The Joint Director, Soil Conservation
- The Manager, Text Book Press
- The Town Planner, Town Planning Organisation
- The Special Judge-cum-Additional District and Sessions Judge (Vigilance).
- The Additional Commercial Tax Officer, Assessment Unit
- The Tribal Research Bureau
- The Principal, Accounts Training School
- The Commissioner of Endowments
- The District Employment Officer
- The Deputy Director, Poultry Development
- The Principal, Home Economic Training Centre
- The Orissa Biological Products Institute
- The Principal, Hindi Teacher's Training College
- The Principal, Buxi Jagabandhu Bidyadhar College
- The Principal, Rajdhani College
- The Principal, Tribal Orientation and Study Centre
- The Principal, Rama Devi Mahila College
- The Principal, Grama Sevak Talim Kendra
- The Principal, Homoeopathic College
- The Project Officer, Intensive Egg Production Scheme
- The Motor Vehicle Inspector
- The Superintendent, Ayurvedic Institutions of Orissa

The Superintendent of Police  
 The Superintendent, Orissa State Museum  
 The Superintendent, Orissa State Archives  
 The Superintendent, Archaeology

## PURI

## GOVERNMENT OF INDIA

The Superintendent of Post Offices  
 The Field Publicity Officer  
 The Deputy Accountant General (Works)  
 The Income-tax Officer, Puri Circle

## GOVERNMENT OF ORISSA

The District Judge  
 The District Industries Officer  
 The Superintendent of Police  
 The Marriage and Registration Office  
 The District Agriculture Officer  
 The Assistant Soil Conservation Officer  
 The Executive Engineer, Rural Engineering Organisation  
 The Executive Engineer, Puri Electrical Division  
 The Executive Engineer, Roads and Buildings  
 The Executive Engineer, Irrigation  
 The Executive Engineer, Embankment and Drainage Division No. II  
 The Commercial Tax Officer  
 The Assistant Registrar, Co-operative Societies  
 The Inspector of Schools  
 The District Inspector of Schools  
 The Chief District Medical Officer  
 The Family Planning Officer  
 The Superintendent of Sanskrit Studies, Orissa

The Principal, Shri Sadasiv Kendriya Sanskrit Vidyaapeetha  
 The Principal, Samanta Chandra Sekhar College  
 The Principal, Mahila College  
 The Principal, Gopabandhu Ayurvedic College  
 The Principal, Industrial Training Institute  
 The Additional Settlement Officer  
 The Superintendent of Excise  
 The Charge Officer, Settlement  
 The Superintendent of Fisheries  
 The Junior Employment Officer  
 The District Statistical Officer  
 The Forest Range Officer  
 The Superintendent of Water Works  
 The Tourist Information Officer  
 The Magistrate, Lodging House Fund Committee  
 The District Animal Husbandry and Veterinary Officer  
 The Assistant Commissioner of Commercial Taxes

## KHURDA

## GOVERNMENT OF ORISSA

The Divisional Forest Officer  
 The Assistant Director, Textiles  
 The Executive Engineer, Rural Engineering Organisation  
 The Executive Engineer, Khurda Irrigation Division  
 The Executive Engineer, Electrical Construction Division  
 The Executive Engineer, T. L. C. Division  
 The District Inspector of Schools  
 The Assistant Registrar, Co-operative Societies  
 The District Agriculture Officer  
 The Commercial Tax Officer

## NAYAGARH

## GOVERNMENT OF ORISSA

The Divisional Forest Officer  
 The District Inspector of Schools  
 The Subdivisional Police Officer