

## CHAPTER X

### GENERAL ADMINISTRATION

Many present administrative institutions including the nomenclatures of various administrative posts or taxes have come down to us from the remote past. Even to-day, the institution of the village accountant continues and he has been successor of the *karnam* of *senabova* of yore. Land revenue and house tax have been sources of State revenue from very early times. These concepts had been laid down by authorities like Manu, Kautalya, Shukra and others. The Gangas who ruled over this region and from whose times we have recorded history claim to have followed these authorities in administration, and this claim has been verified by scholars, who have studied the administrative institutions with the help of inscrip-tional evidence. Following the injunctions of Kautalya, they had divided the realm with administrative divisions of 10 or 100 or 1000 villages. Thus we hear their whole territory being called Gangawadi-96,000, Ganga-6,000 and smaller units like Bem-puru-12 etc. The various administrative units mentioned in the traditional texts like *mandala* (province), *vishaya* (district), *bhoga* all Sanskrit nomenclatures, were used. We come across terms like Paru *vishaya* or Prati *bhoga* in a Ganga record. The Cholas used the word *mandala* as in the case of Vikrama Chola *mandala* or Jayagonda Chola *mandala*. Nadu was a Dravidian term used by the Gangas, Cholas and other rulers, and *seeme* was another such term used for administrative units. Under Mudigonda Chola Mandala was Rajendra Chola *valanadu*; under Karikala Chola *mandala* were Sannenadu, Kukkanurunadu, Mannenadu and under Nigirili Cholamandala were Ilaipakkanadu (Yalahankanadu), Veppurunadu (Begurunadu) etc. Morasunadu is mentioned in a record from Varthur village (820 AD) and it was a part of Ganga-6000. Moruru Kundadi and Ereyappa Mangala were also the villages under Morasunadu. One record dated 1245 of Hulahalli in Anekal taluk calls the region as Morashunadu. Other two records from Iggalur (1330) and Begur (1110) mentions that Morashunadu was under Rajendra Cholavalanadu. The Begur record of the Gangas refers to several villages like

Thovaguru (Toguru), Poovinapulla Mangala (Hulimangala), Iggaluru, Kudal, etc. which were a part of Bempuru-12. Begur accordingly was the headquarters of a major sub-division in Gangawadi. The record dated 750 A.D. from Dasarahalli mention Kukkara Palikkalaranadu also called Kukkalanadu. Domlur was in Ilaipakkanadu under Rajaraja Chola Valanadu as mentioned in a record dated 1200 A.D. from the same place.

Under the Hoysalas the same arrangements continued more or less and many *nadus* whose names were not mentioned in earlier records are mentioned here. The Gunjur record of 1301 of Vishwanatha among others, speak of *nadus* like Masandi, Murasa, Veppuru (Beppur or Beguru), Kaivara and Ilaipakka connected with this district (Bn 51). Mannenadu (1115), Sannainadu, Siyala (1150) or Sigalanadu (1119) are some other units from this region. Under the Hoysalas, we come across the term Nadagaunda (of Kukkaurnad in Hoysala time in 1029 (NI 1) and also Nalgaunda of Sannenadu. He wielded military and police powers. Similarly there was Nadasenabova or revenue official of a *nadu* in 1307 (Bn 133), in 1342 (Bn 134) and as late as in 1689 (Bn 136). The orders of the king and local officers were communicated through *harikaras* or couriers.

During the Vijayanagar administration, the nomenclature of divisions and their size also changed though for sometime the divisions of the Chola times which had been continued under the Hoysalas also further continued as in the case of Jayagonda Chola Mandala, but later Toraivalinadu continued in 1433, but the concept of the *mandala* was given up. Words like *seeme*, *valitha*, *chavadi*, *sthala*, *venthe* and *hobli* (the last term standing for a group of villages, continuing even now) Shivasamudra *seeme* came into vogue. Ilitore village for instance was in Yelahanka *nadu* (the old unit continuing) and Halasuru *sthala* (Dv 81 of 1425). Another place (Hesaraghatta) in the same *seeme* and *nadu* was in Kakolu *sthala* and Cheluru Chavadi in 1533 (NI 31). Similarly *sthala* appears to be synonymous to *hobli* standing for a smaller unit above a village. *Chavadi* appears to be the office both at a revenue village level (under a revenue village there can be many hamlets or settlements) and at *hobli* level, the word stood for revenue offices. But nothing can be said for certain as many a times these terms indicating administrative units were also used loosely, though they have continued till the emergence of modern division after the advent of the British such as *hobli*, *taluk*, *sub-division*, *district* and *division*. This statement is made in view of the fact that a record of 1763 reads thus: "Manchanahalli village of Kambalu *hobli* under Shuragiri *sthala* which is in the Pattanada *hobli seeme* (?) and in Vicharada *chavadi valitha*". Similarly in 1764, a place in Anekal tq is described as in Bangalore *valitha* and Jigani *hobli*.

Of the officers, we hear of Mandalaswamy, Mahaprabhu over a *nadu*, *gavunda* or *gauda* the village headman, and also the *senabova*. The *senabova* was earlier called *srikama* in Chola records (MAR 1942, No.17) and also *kanakkan*. A record dated 1586 mentions the *parupatyagara* of a *seeme* and *gauda* and the *senabova* of the village and *sunkada manegara*, agent or superior connected with tolls. The

*sunkada adikari* of Morasunadu is mentioned in a record dated 1382 (Dv 58). There were also revenue officials called *nada senabova* over a *nadu* (at Yelahanka under Hoysala Ballala, Bn 31; or over Sannenadu, Bn 41) as noted above. Similarly there was a *gavunda* over a *nadu*.

With the conquests of Ranadulla Khan, the Bijapur General, Paraganas had been formed. He arranged the subordinate divisions of *sammats*, *tarafs*, *mauje*, *majure* of each *paragana*, and appointed Jamadars or Collectors. The Marathas introduced different offices of *deshpande*, *deshkulkarni*, *sarnadgauda*, *deshmukhs* and *kanungo*, by whom accounts of the country were kept. They also appointed Sheristedars to all the Paraganas.

When the Mughuls formed the *Subha* of Sira, 12 *paraganas* were annexed to it. After the advent of the Mughuls in the South, impact of their rule was evidenced in administration. In the growing kingdom of Mysore in about 1701, Chikkadevaraja Wodeyar, it is stated, distributed the State business of the Central Government into 18 *kutcheries* or departments which later became popular as 'Athara Kutcheri'. "Though the main framework was borrowed from the Mughul practice and procedure, the details worked out by Chikkadevaraja Wodeyar were essentially indigenous," says C. Hayavadana Rao. The Central administrative set-up initiated by the king so far reaching in effect that under the Commissioner's rule (1831-81), the Central Secretariat continued to be called Athara Kutcheri. He called the taluks as *gadis*.

Haider and Tipu had divided the realm into *asofis* or provinces (districts) being looked after by one *asof* and a deputy *asof* or Faujdar. *Asofi* was divided into *paraganas* and *amils* or taluks, looked after by an *amildar* (Tahsildar). *Simpt* was a further sub-division equivalent to a modern *hobli*. Tipu further divided the *asofis* into *tukadis* (taluks) each under an Amildar, Sheristedar, *gumasthas* (clerks), *tarafdars*, *athavane* peons, one *golla* (or headman), one shroff and one *munshi*. Over 20 or 30 *tukadis* were combined to form one *asofi*. After the fall of Shrirangapatana the office of the Asof was abolished but that of the Faujdar continued and he came to have revenue powers also.

Under Krishnaraja Wodeyar III Bangalore was the headquarters of a Faujadari under the charge of a Faujdar. From 1831 to 1881, the British administered Mysore State directly by appointing Commissioners, and in 1834 the six Faujdaris were reconstituted into four Divisions and Bangalore was the headquarters of a Division. As earlier, these Divisions were under an European Superintendent with revenue as well as judicial powers. The judicial and police functions of the Amildars were restricted and defined. In civil disputes the powers of the Amildars and Panchayats were defined. The period between 1834-1861 witnessed a thorough revamping of the general administration. Under Sir Mark Cubbon, the then Commissioner, the Superintendents of divisions were invested with wide powers. The Amildars who were in charge of taluks functioned under the direct control of the Superintendent, but were allowed to communicate directly with the

Commissioner. Cubbon was responsible for the establishment of several departments to work independently of the Secretariat, but subject to the control of the Commissioner. Another important change was that the Dewan's office was amalgamated with that of the Commissioner. An officer with the designation of the Huzur Head Sheristedar was placed in charge of the Revenue Department.

Lewin Bowring (1862-1870) who succeeded Mark Cubbon further regularised the administration in lines resembling that of the British Indian Provinces. He reduced the number of divisions from four to three. In 1869, the Office of the Chief Commissioner of Mysore was created and the Superintendents of the Divisions came to be styled as Deputy Commissioners. The Assistant Superintendents were relieved of many judicial responsibilities and Munsiffs were appointed. In 1879 when the Commission was once again re-organised in view of the future Rendition, the posts of Commissioners of Divisions were abolished. At the district level there were Deputy Commissioners. Under them were Assistant Commissioners to whom the Amildars or Tahsildars were subordinates. Hence the present administrative set-up dates back to 1879, since when there has been little change in the pattern.

The former district of Bangalore was created in 1863, which was till then a part of the Bangalore Faujdari in which Kolar district was also included by the Mysore administration in 1799. In 1809 the British took over Bangalore Cantonment area and it was under their direct control. The administration of the Cantonment was carried on by the Resident who was assisted by the Collector. Three Revenue villages from the Hosur Taluk in the then Salem district of the Madras Presidency were transferred to the erstwhile Mysore State in 1950 and thus became a part of the Bangalore district. The Cantonment also became a part of Bangalore city. In the present Bangalore district, which was created in 1986, Begur had been a taluk in 1855 and Yelahanka had been a taluk till its abolition in 1871. Sarjapur and Kengeri were taluks till 1873. Anekal became a taluk hq and Kengeri a part of Bangalore tq. The old Bangalore taluk was divided into South and North taluks on 1st July 1939, with Bangalore being the common headquarters for both the taluks. After 1956, the administration of the State in general and district, in particular came to be uniformly revamped. The new State was divided into four divisions and Bangalore being the State capital also became the headquarters of both Division as well as District. In addition to this, it is now also the headquarters of the Bangalore Rural district. The Divisional Administration is under the charge of the Divisional Commissioner and the district is under the Deputy Commissioner. The Bangalore district is having only one Sub-Division at Bangalore under the charge of an assistant commissioner. The Taluks are under the charge of Tahsildars. Besides the Revenue Offices Bangalore is the pivotal place of the State Administration with the Governor, State Legislature, Council of Ministers and Government

Secretariat all situated in the City. Bangalore urban district has no Zilla Parishads under the new arrangement and Taluk Boards continue in this district.

### State-level Establishments

The Governor is the Constitutional head of the State and the Government should be carried on in his name and he is appointed by the President of India for a term of five years. There is a separate Secretariat of the Governor at the Raj Bhavan headed by a Secretary who is in charge of the Governor's establishment.

The Constitution provides for a Council of Ministers with the Chief Minister as the Head, to aid and advise the Governor in exercise of his functions. The Council of Ministers consists of the Cabinet Ministers, Ministers of State and Deputy Ministers. The Chief Minister has an establishment to support him, headed by a Secretary. Every Minister has a Private Secretary and other staff to assist him, and all these offices are housed in the Vidhana Soudha.

The Secretariat is housed in the Vidhana Soudha and other annexed buildings. In 1881, there were four Departmental Secretaries, viz. the Chief Secretary to Government in the General and Revenue Department, the Secretary to Government in the Public Works Department, the Secretary to Government in the Education Department and the Military Secretary to the Maharaja. The Muzrai Secretariat was formed in 1891. Later the Maharaja reconstituted the Executive Council in 1895 and the Secretariat was reorganised by bifurcating the General and Revenue Departments into two, the Revenue Department under the Chief Secretary and the General Department under the General Secretary. In 1895 the office of the Chief Secretary was abolished and another post of the Revenue Secretary was created. The post of the Chief Secretary was later revived in 1923-24.

After States Reorganisation, the Secretariat Administration came to be thoroughly restructured and it is the nucleus around which the entire Government machinery is functioning.

*Secretariat:* The Secretariat is broadly classified into various administrative departments. The hierarchical set-up of the State Secretariat is headed by the Chief Secretary, Additional Chief Secretary and the Development Commissioner followed by the rest of the Secretaries and their respective Departments. The Chief Secretary and the Additional Chief Secretary are assisted by Secretaries to Government, who in turn have under them the Deputy Secretaries and Under Secretaries. The Secretary to Government is the executive head of that particular department. The Secretary is also at times assisted by Additional Secretaries, Special Secretaries, Joint Secretaries, Deputy Secretaries, Under Secretaries and Special Officers. An attempt is made here to briefly introduce the various Secretariat Departments and the different departments allotted to them.

The Finance Department is headed by a Secretary or Commissioner and Secretary II. The Departments now under the control of the Finance Department

are Karnataka Government Insurance Department (KGID), State Accounts Department, Small Savings and State Lotteries, Director of Treasuries and Commissioner of Commercial Taxes. The Education Department is headed by two Secretaries. The Departments now under the purview of the Education Department are Commissioner of Public Instructions, Director of Collegiate Education Director Technical Education, Director of Adult Education, Director of Libraries, Director of Vocational Education, Director of Pre-University Board, Dept. of Research and Training and Director of Printing, Stationary and Book Depot.

The Revenue Department is under the charge of Revenue Secretary or Revenue Commissioner and Secretary II. All the Revenue Divisions headed by Divisional Commissioners and officers under them like Deputy Commissioners, Assistant Commissioners and Tahsildars and offices like Karnataka Revenue Appellate Tribunal, Karnataka Land Survey and Land Records, Stamps and Registration and Charitable and Endowment Commission are under the control of the Revenue Secretariat. The Public Works, CADA and Irrigation Secretariat Department is headed by two Secretaries. The Departments in Bangalore now under the control of the Public Works Department are Chief Engineer, National Highways, Bangalore, Water Resources Development Organisation (WRDO), Bangalore, Chief Engineer, Central Machinery Centre, Bangalore, Government Chief Architect, Chief Engineer Small Irrigation, Bangalore and K.E.B. and K.P.C.

The Department of Industries and Commerce is headed by two Secretaries. The Departments under the control of the Industries and Commerce Department are Directorate of Sericulture, Directorate of Mines and Geology, Directorate of Industries and Commerce and Stores Purchase Dept. The Department of Agriculture and Horticulture is headed by a Secretary. The Departments under the control of this department are Directorate of Agriculture and Directorate of Horticulture. The Department of Forests, Fisheries and Animal Husbandry is headed by Secretary. The Departments of Animal Husbandry and Veterinary Sciences, Director of Fisheries and Chief Conservator of Forests function under the purview of this Department. The Home Department is headed by one Commissioner or Secretary. The Departments under the control of the Home Department are Director General of Police, Police Department, Inspector General of Prisons, Director General of Home Guards, Director General of Fire Services, Commissioner for Excise and Sainik Welfare and Resettlement. The Department of Food and Transports is headed by one Secretary. The Directorate of Food and Civil Supplies and Transport Commissioner function under the purview of the Food and Transport Department. The Department of Law and Parliamentary Affairs is headed by Secretary. The Director of Translations and Director of Prosecutions and Government Litigations function under the control of this department. The Department of Institutional Finance and Statistics is headed by one Commissioner and Secretary. The only department under the control of this Department is the Bureau of Economics and Statistics. The Department of Personnel and Ad-

ministrative Reforms functions directly under the control of the Chief Secretary to Government and there is a Secretary to look after the Cabinet Affairs. The Chief Secretary will be assisted by one Additional Chief Secretary in dealing with matters concerning Personnel and Administrative Reforms. The Chief Electoral Officer and Ex- officio Secretary to Government will also function under the purview of the Chief Secretary.

The Secretariat, Department of Health and Family Welfare is headed by one Secretary. The departments functioning under the Health and Family Welfare Secretariat are the Directorate of Health and Family Welfare, Director, Medical Education, Director, Indian Medicinal System, Controller of Drugs and the Directorate of Indian Population Project. The Co-operation Department is headed by a Secretary. The Departments functioning under the Control of this Department are Registrar of Co-operative Societies, Director, Agricultural Marketing, Legal and Metrology-cum-Consumer Protection, Director, Co-operative Society Auditing and Directorate of Sugar. The Department of Social Welfare and Labour is headed by a Secretary. The departments that function under the control of Social Welfare and Labour Department are Directorate of Social Welfare, Labour, State Labour Insurance, Chief Inspector of factories and Boilers, Directorate of Scheduled Castes and Scheduled Tribes, Directorate of Employment and Training, Directorate of Women and Child Welfare and Director, Backward Classes and Minorities.

The Department of Information, Toursim and Youth Services is headed by a Secretary. The Departments functioning under the purview of Information, Tourism and Youth Services in Bangalore are the Directorate of Kannada and Culture, Directorate of Youth Services and Sports, Directorate of Tourism, Directorate of Information and Publicity, Karnataka State Archives, NCC, Government Flying School and Karnataka Gazetteer Department. The Sahitya Academy, Sangeetha Nrithya Academy, Lalithakala Academy, Natak Academy, the Patrike Academy, Urdu Academy and the Janapada and Yakshagana Academy, come under this Secretariat. Each Academy is headed by a chairman, assisted by a Registrar. The Department of Housing and Urban Development is headed by the Secretary. The Department of Rural Development and Panchayat Raj is headed by the Development Commissioner and ex-officio Agricultural Production Commissioner and Planning. The Departments functioning directly under the purview of the Rural Development and Panchayath Raj are the Zilla Parishaths, Block Development Offices and Public Health Engineering. The Department of Science and Technology, Ecology and Environment is headed by two Secretaries one for the Science and Technology and the other for the Ecology and Environment. The Secretariat Training Institute, which functions under the purview of the Department of Personnel and Administrative Reforms imparts job-oriented refresher training for the clerical staff regularly in order to improve the efficiency of the Secretariat.

The General Administration of the Bangalore District is under the charge of Deputy Commissioner, Sub-Division is under Assistant Commissioner and Taluks under a Tahsildar. Bangalore is also the headquarters of the Revenue Division under the charge of the Divisional Commissioner.

### **Divisional Commissioner**

The Divisional Commissioner (earlier called Faujdar) was called Superintendent till 1861. Later, in 1869 when the Office of the Chief Commissioner of Mysore was created and the Superintendent of Division came to be styled Commissioner. After 1956, the post of the Commissioner was redesignated as Divisional Commissioner. The Divisional Commissioner is the highest executive authority in the Division to organise and supervise the administrative machinery for implementing the policies and programmes of the Government. He is directly responsible for the administration of revenue and maintenance of law and order. He is the inspecting authority of all departments directly under his charge, to ensure that work is being carried out in accordance with law and standing orders of the Government. He exercises administrative control over police force, only with regard to the maintenance of law and order of the Division.

The Divisional Commissioner is head of the Revenue administration. He is also the chief co-ordinating authority for all Departments at the Divisional level. As the head of the division he will consider recommendations made regarding the Revenue administration by the Deputy Commissioners. When natural calamities like floods and droughts occur, the Divisional Commissioner has to be vigilant and bestow his attention in organising relief measures and also whenever there is a rise in prices and scarcity of food-grains and other essential consumer goods. Though the developmental functions of the Divisional Commissioner were transferred to the Zilla Parishads with effect from 1st April 1987, the Bangalore (Urban) district continues with the old system as there is no Zilla Parishad here. The Divisional Commissioner is the Joint Development Commissioner who personally supervises all the development departments by periodical review. He also exercises over all supervision of the local bodies within his jurisdiction.

The Divisional Commissioner is the main channel through whom the Deputy Commissioner has to send all proposals pertaining to revenue matters, Community Development Programmes, etc., to the State Government. As the administrative head of the Division he is responsible for distributing and re-appropriating budget grants for lower offices. The Divisional Commissioner is the appellate authority above the Deputy Commissioner in matters of revenue administration both in regard to revenue laws and disciplinary proceedings relating to the revenue staff. The main functions of the Divisional Commissioner are: supervision over the maintenance of Record of Rights, recovery of land revenue and all other kinds of Government dues, conducting of Jamabandi every year, maintenance of law and



order, administrative control over the districts, supervision of elections to Parliament, State Legislature and Local Authority constituencies, conducting of Census, boosting of collections under National Savings etc., in the districts under him. In a nutshell, it may be said that these functions are supervisory, controlling, co-ordinating and appellate.

### **Deputy Commissioner**

Deputy Superintendents for the districts were appointed in 1862 when districts were created in the days of Commissioner's rule. In 1869, when the Commissioner was designated as the Chief Commissioner, the Deputy Superintendents at the district came to be styled as Deputy Commissioners. The district being the principal administrative unit below the State level, the Deputy Commissioner plays a pivotal role particularly after 1956. The district is a unit of administration not only for the Revenue Department but also for almost all the Departments of Government. As the study team on District Administration rightly point out that "The District is the most convenient geographical unit where the total apparatus of public administration can be concentrated and when it comes into direct contact with the people. Most departments of the State Government outside the Secretariat have external services which are located in the district. The sum total of the Central Government together constitute the administrative machinery in the district". The Deputy Commissioner is the custodian of State property in the district.

*Revenue Functions:* The assessment of land revenue is generally of three kinds viz., (a) agricultural assessment (b) non- agricultural assessment and (c) miscellaneous. The power of collecting and accounting of all such revenues vests with the Deputy Commissioner who has to see that the revenue dues to the Government is recovered regularly without much coercion and that all such collections are properly credited and accounted for. The Deputy Commissioner has been invested with wide powers under the Land Revenue Act and Rules. In addition to the duties relating to land revenue, the Deputy Commissioner is responsible for collection of fees and taxes under various other enactments like stamps and registration, water rate, in respect of irrigation etc. The Deputy Commissioner exercises various powers under several Acts and Rules, such as the Land Reforms Act, Land Acquisition Act, Religious and Charitable Endowments Act, Irrigation Act, Excise Act, Public Health Act, Essential Commodities Act, etc. and rules thereunder, the Old Age Pension Rules, Freedom Fighters Welfare Rules, Government Servants Welfare Rules and so on. While disposing of revenue disputes, he would exercise quasi-judicial functions. The Deputy Commissioner is the custodian of all Muzrai Institutions in the district and he is also concerned with the Small Savings Scheme. Recently he has been invested with powers to inspect all Government offices except Judicial and Police Offices in the district.

*Judicial Functions:* The Deputy Commissioner, being the District Magistrate, is responsible for the maintenance of law and order in the district. But, consequent

to the separation of the judiciary from the executive, the District Magistrate would not deal with dispensation of justice in the trial process. As he is also the head of all Executive Magistrates in the district, he has extensive powers under the Code of Criminal Procedure and Karnataka Police Act, for the maintenance of law and order. The Deputy Commissioner in his capacity as the District Magistrate directly controls the police force at times of protecting public peace. He has also supervisory powers over the administration of Jails and Lock-ups in the district. He is empowered to maintain law and order through the Police and by regulatory and penal actions; he has special powers to make use of preventive detention or get persons bound in the interest of public safety. Being the head of the executive machinery in the district, he issues licences and permits under the Indian Arms Act, Indian Explosives Act, etc., with powers to supervise the general administration of these Acts. He is also authorised to issue licences under the Cinematographs Act and exercise powers vested with regard to the Prevention of Untouchability Act and the like. He should also look after proper implementation of various instructions of the Government given from time to time under the Foreigner's Act, in respect of issuing visas, passports etc.,

*Development functions:* The Deputy Commissioner is also the Deputy Development Commissioner, who has to coordinate the efforts of several departments in the district and to supervise personally the execution of all the development programmes of the Government. He being in charge of all development blocks, reviews various developmental programmes. He is the *ex-officio* Chairman of the district developmental activities of several departments in the district and also of the Taluk Development Boards, which help in the development of the Community Development Programmes. The Deputy Commissioner has to discharge the responsibility of successful implementation of the scheme taken up under the Five Year Plans and also Social Welfare Scheme. He is also the District Registrar in which capacity he has to supervise the working of the various Sub-registry offices. The Deputy Commissioner is the head of several bodies in his capacity as Chairman, Regional Transport Authority, Family Welfare Action Committee, District Library Authority etc.,

*Co-ordination Committee:* The District Co-ordination Committee at the taluk level have been formed in order to help implementing various programmes. The Deputy Commissioner has to work for the allround development of the district through the co-ordinated efforts. Steps have to be taken to stimulate production, to speed up procurement and to streamline the distribution of essential commodities.

The Deputy Commissioner is assisted by one Headquarters Assistant, who is of the rank of an Assistant Commissioner, and he also functions as the Additional Magistrate. He will assist the Deputy Commissioner in all matters of administration and also supervise the proper functioning of the entire Deputy Commissioner's Office. The Deputy Commissioner is also assisted by one District Development

Assistant and a Food and Civil Supplies Assistant. There is a Gazetted Officer called Office Assistant in the rank of a Tahsildar for supervising the subordinate staff of the office and District Planning Officer to assist in Planning matters. There are eight sections in the establishment of the Deputy Commissioner. In the Revenue section there is one Headquarters Assistant, one Office Assistant, Four Sheristedars, one Rent Control Inspector and other subordinate staff. In the NSS organisation there are one Assistant Director, one Development Officer for the one Sub-division. The Registration Section has one Headquarters Assistant to the District Registrar and other staff. The Food Section has one Food Assistant, one Food Tahsildar, one Accounts Superintendent and other staff. In the Planning section there is one District Planning Officer, one Assistant Director of Planning, one Assistant Statistical Officer and other necessary staff. In the section of Social Welfare for Scheduled Castes and Scheduled Tribes, there are one District Officer, and other necessary staff. The section of Backward Classes and Minorities has one Development Inspector, one Backward Classes Inspector and other staff. The section of Social Welfare comprises one Assistant Director of Social Welfare one Social Welfare Officer, one Office Superintendent, two Social Nutrition Programme Inspectors and other staff.

*Special Deputy Commissioner:* There are at present two Special Deputy Commissioners functioning in the Bangalore dt., one dealing with revenue matters and the other incharge of Development. The latter is also the *ex-officio* Project Director, District Rural Development Society. (Other district do not have this arrangement as Zilla Parishads look after its functions). The office of the Special Deputy Commissioner (Development) has three specialists drawn from the Department of Animal Husbandry, Co-operation and Agriculture. There is one Gazetted Manager, two Accounts Superintendents and other necessary staff. The main functions of the District Rural Development Society is to function as the nodal agency to implement the various development programmes sponsored by both the Central and State Governments. The major schemes handled by the District Rural Development Society are: NREP, RLEGP, REGS, IRDP, Anthyodaya, Negilu Bhagya, 100 wells, Bio-Gas, Special Component Plan etc. The important purpose of DRDS functioning is its two phased attempt in area development and target group development. In the area development scheme implemented by DRDS, an effort is made to create community assets which would give the necessary infrastructure. Among the new schemes taken up by the DRDS, Bangalore, are percolation tanks, smokeless (ASTRA) ovens, rabbit farming, sprinkler irrigation and micro-hydel projects.

#### **Assistant Commissioner**

The Revenue Sub-division is under the charge of an Assistant Commissioner, who is responsible to the Deputy Commissioner. The Assistant Commissioner is the immediate superior authority over the Tahsildars. He should exercise effective supervision over the whole office establishment, systematise and co-ordinate the

office administration and guard against delay in official procedure. He supervises both Revenue and Development works. The Assistant Commissioner is in charge of the sub-division has been vested with powers of the Deputy Commissioner under many sections of the Karnataka Land Revenue Act (1964) and also other State laws. He is the first appellate authority in respect of revenue matters and he is also the authority at the lowest level, at which powers of revision under Section 56 of the Karnataka Land Revenue Act (1964) are vested. The Assistant Commissioner is the Land Acquisition Officer and Betterment Levy Officer. He is the Chairman of the Tribunals constituted under Karnataka Land Reforms Act (1961) for the taluks in his sub-division. In respect of development, he is the immediate official superior to the Block Development Officer. He is also the Returning Officer for one or more of the Assembly constituencies in his sub-division.

*Magisterial powers:* Being the head of the General Administration of the sub-division, the Assistant Commissioner also discharges several Magisterial powers. He has been designated as the Sub-divisional Magistrate. He investigates cases on his own initiative and also cases referred to him by the Deputy and the Divisional Commissioners. At the taluk level, he is the Presiding Authority of several committees at the district level. The Assistant Commissioner is generally assisted by a Manager (Deputy Tahsildar), four First Division Assistants, four Second Division Assistants and other necessary staff.

### **Tahsildar**

The Tahsildar (formerly known as Amildar) is incharge of the taluk. The Tahsildar is responsible to the Assistant Commissioner of his sub-division and through him to the Deputy Commissioner. He has also to execute the orders passed by them. He is the representative of the Government at the taluk level. He has to accept mutations, hear and pass orders in disputed cases, test the Record of Rights and crops in respect of the village sites. He has to pay special attention to the removal of encroachments on Government lands. The Tahsildar has to initiate action on breach of Land Reforms Act and to inspect works for which the land improvement loans have been sanctioned or are to be sanctioned. Collection of land revenue and other Government dues such as recovery of *tagai* loans, irrigation charges, *pot-hissa* measurement fees and the like are the responsibilities of the Tahsildar. The Tahsildar has to discharge duties and responsibilities vested in him under the Land Reforms Act and such other Acts and Rules relating to the administration of the taluk. He being the taluk head, has to supervise the procurement of food grains, and its proper distribution through the fair price shops. Further, the Tahsildar has to effect levy of paddy and other food grains and has to personally supervise the government stock of food grains held by different owners. Taluk Agricultural Produce Co-operative Marketing Societies (TAPCMS) and such other agencies. He has been vested with several powers as per the orders issued under the Essential Commodities Act and Rules thereunder. The Tahsildar has been authorised to sanction old age pensions. He is the Taluk Magistrate in

which capacity he exercises certain magisterial powers for the maintenance of law and order in his territorial jurisdiction. As the Electoral Registration Officer, he is responsible for the preparation and maintenance of the electoral rolls. He heads the election machinery at the taluk level in the capacity of Assistant Returning Officer. The Tahsildar is assisted by Sheristedars (Deputy Tahsildars), Revenue Inspectors, Special Revenue Inspectors, Record Keepers and other staff. There had been Special Tahsildars for the purpose of effecting Land Reforms, Twenty Point Economic Programme etc.

### **Block Development Officers**

The Block Development Officer also functions at the taluk level, each taluk being regarded as a Community Development Block. He has to look after the development activities of the taluk, besides discharging duties as the Chief Executive Officer of the Taluk Development Board. He has to draft development programmes for the taluk and co-ordinate their implementation after securing approval. He supervises the work of Extension Officers and other officers connected with various schemes. In his capacity as the Secretary of Taluk Development Board, he has to implement its resolutions. He has several statutory powers to exercise under the Village Panchayats and Local Boards Act of 1959. The Block Development Officer is assisted by one Manager, seven Extension Officers, First and Second Division Assistants and other necessary staff.

### **Revenue Inspector**

The taluks are further divided into *hoblis* or revenue circles and the Revenue Inspector is in charge of each one of them. The Bangalore District consists of 17 *hoblis* or revenue circles. In the administration of revenue matters, the Revenue Inspector is directly responsible to the Tahsildar. He has to attend to the work like recovery of land revenue, betterment levy, water rates and other Government dues, loans and advances, procurement and distribution of food-grains, etc. He is the main field revenue official who will be instrumental in the proper execution of the orders of the Government in revenue matters. The Revenue Inspector has to supervise the work of the Village Accountants in charge of the villages and also has to inspect the boundary marks, Government lands and encroachments thereon. Building up records of land grants, land acquisitions and other revenue matters, old age pensions etc. are other functions of the Revenue Inspector. Besides, he attends to such other various works as entrusted to him by the Tahsildar from time to time.

### **Nad Kacheris**

With a view to decentralise the revenue administration and ease the pressure of work on the taluk offices, whose powers and functions have increased enormously, Nad Kacheris or hobli level offices have been opened from the 15th August 1986. The Nad Kacheri is headed by one Deputy Tahsildar and the necessary staff. Out

of the 21 revenue functions of the Tahsildar, nine have been delegated to this office at present. These Nad Kacheris are functioning in all the taluks of Bangalore Urban District. In 1986, to begin, with Nad Kacheris were opened at Hesaraghatta, Uttarahalli and Sarjapura on experimental basis. Again, in August 1988 three more Nad Kacheris were opened at Dasanapura, Bidarahalli and Attibele. Six such offices are functioning in the district at present.

### Village Officers

The village administration was earlier entrusted to the hereditary village officers under the provisions of the Old Bara Baluti system (see also Chapter XIV). According to this system, every village was looking like a separate community, the *gauda* or *patel* being the judge and magistrate; the *shanbhog* the registrar, the *talari* or the *toti* being severally called the watchmen of the village and of the crops; the *nirganti* the distributor of water of the streams or tanks in just proportion to the several fields etc. The *totis* were required to act as guides to Government officers and travellers of any importance and in the absence of *talari* they had to perform the duties of that official too in addition to their own work. In all disputes about boundaries of fields, the evidence of *toti* was considered to be most essential. The *talari* can be described as scout of the village. He was responsible for tracing robbers and thieves, watching the movements of suspicious strangers and was in fact, the police peon.

In the villages where there were no *talari*s, these duties were performed by the *totis*. With the abolition of the hereditary *shanbhogs* as per the provisions of the 1970 rules, the village administration is entrusted to the Village Accountant. He is the lowest revenue functionary working at the village level. The Village Accountant is the last link in the administrative chain, being the custodian of village revenue records and collector of revenues. He has been functioning as the Secretary of smaller village Panchayats. He represents the powers of the former Shanbhog or Karnam. The Grama Sahayak assists him in survey work and serving as a messenger, taking the place of the *toti* or *talari*.

### District Training Institute

The District Training Institute is functioning at Bangalore since 6-2-1975 under the control of the Director Administrative Training Institute, Mysore. The main objectives of the Training Institute is to impart training to the ministerial staff and village accountants and other staff of various government offices of the Bangalore district in matters like office procedure, accounts and to develop appropriate professional skills to make the administration more effective. The Institute is headed by a Principal and is assisted by one Vice-Principal, three Instructors and other staff. The Training Institute offers courses such as job course training for ministerial staff, job course training for Village Accountants, Kannada workshop, Supervisory level officials training, Group D officials Training, workshop to finalise Applied Nutrition programme, workshop for Tahsildars, for

training of Village Accountants etc. The Institute also conducts special refresher and capsule courses like refresher courses for all Departments except Judiciary and Secretariat like capsule course for Supervisory officials, for office discipline and official procedure, etc. The taluks now included in the Bangalore Rural district have been detached from this.