

CHAPTER X

GENERAL ADMINISTRATION

Situated on the north-east of the state, the district of Baleshwar is one of the three coastal districts of Orissa. In conformity with the uniform pattern of district administrative set-up under the British rule in India, the Collector of Baleshwar is in over-all charge of the general, revenue and developmental 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, with headquarters at Cuttack (whose jurisdiction also extends to Cuttack, Puri and Mayurbhanj districts). 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, Orissa. The power of the Member, Board of Revenue and of the Commissioner vis-a-vis the Collector have been defined in the Orissa Board of Revenue Act, 1951 and the Orissa Revenue Divisional Commissioners Act, 1957 respectively.

At present the Collector is assisted by three officers of the class I Orissa Administrative Service designated as the Additional District Magistrate (General), Additional District Magistrate (L.R.) and Additional District Magistrate (N.R.). 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 three 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 ex-officio District Registrar. The Additional District Magistrate (L.R.), besides being in charge of land reforms work of the district is also in charge of some other sections of the collectorate. Similarly the Additional District Magistrate (N.R.) looks after the land acquisition section in addition to the affairs of the National Test Range establishment.

For general administrative purposes, the district is divided into three subdivisions with headquarters at Baleshwar, Bhadrak and Nilagiri. Nilagiri subdivision was created in 1948 after the merger of Nilagiri ex-state.

Besides the Additional District Magistrate, the Collector is assisted by one class I junior officer designated as District Development Officer and 13 class II officers belonging to the

Orissa Administrative Service who constitute the sanctioned strength of revenue officers for the district headquarters. The Sub Collector of the Baleshwar subdivision had no separate office or establishment before 1964 as he was to assist the Collector by remaining in charge of some of the sections of the Collectorate. But, as the Sub-Collector has a host of duties to perform, his office was separated from the collectorate in 1964.

The district office of the Collector is divided into component sections like the General and Miscellaneous, Estates abolition, Compensation, Revenue, Establishment, Record Room, Judicial, Election, Emergency, Land acquisition, etc. (For details see Appendix I). Two separate officers are posted by the Government for Tribal and Rural Welfare section and Grama Panchayat section who are designated as the District Welfare Officer and District Panchayat Officer respectively. Most of the sections of the district officers are administered 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. Some of the officers like the Land Acquisition Officer, Certificate Officer and the Compensation Officer are empowered under specific laws to discharge certain statutory functions 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 1st May 1960. By this separation, the judicial power of the Collector-cum-District Magistrate in regard to the trial of criminal cases was transferred to a new set of officers, called the Judicial Magistrates. Under this scheme, a Subdivisional Magistrate (Judicial) along with one or more Judicial Magistrate is posted in each of the subdivisions of the district. They all work under the administrative control and supervision of the Orissa High Court. With the introduction of separation scheme, an officer of the rank of a District and Sessions Judge, designated as Additional District Magistrate (Judicial) has been appointed. Subsequently an officer from the cadre of Superior Judicial Service (Junior Branch) has been posted as the Additional District Magistrate (Judicial) having headquarters at Baleshwar. Judicial Magistrates are sub-ordinate to 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 sphere of work. 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.

At present there is one Chief Judicial Magistrate at district headquarters, Baleshwar. For all practical purposes he exercises all powers under the Criminal Procedure Code 1973 within the district. There is one Subdivisional Judicial Magistrate for each of the subdivisions of Baleshwar, Bhadrak and Nilagiri. The sanctioned strength of Baleshwar subdivision is 5 Judicial Magistrates of the 1st class and one Judicial Magistrate of the 2nd class. The sanctioned strength of Bhadrak subdivision is 4 Judicial Magistrates of the 1st class. A Munsif for the Nilagiri subdivision exercises the powers of the Subdivisional Judicial Magistrate, 1st class since merger of the ex-state. The District and Sessions Judge, Baleshwar is in overall charge of the entire civil and criminal administration of the district.

The Book Circular No. 34 of the State Government enjoined on the Collector to play the role of a captain of the development team which consisted of district level officers of various 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 while the latter consisted of officials and nominated non-officials. He was also empowered by the government to have considerable administrative control over the district level officers of other departments. The purpose of vesting him with these powers was to co-ordinate 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 keeping in view the needs of the people in the district. This set-up lost its vitality after the enforcement of the Orissa Zilla Parishad Act with effect from 26th January, 1961. According to the provisions of this Act, the developmental administration of the district was decentralised into three tiers¹ 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 1st November, 1968 the Zilla Parishad was replaced by the District Advisory Council. Since 14th November, 1970 the District Advisory Council has been replaced by the District Development Advisory Board (later renamed as District Development Board) constituted of both official and non-official members. The District Development Committee

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

(D. D. C.) envisaged in Book Circular No. 34 was revived with effect from 26th August 1970 giving a pivotal co-ordinating and commanding role to the Collector for smooth and effective implementation of development programmes in the district. 337 Grama Panchayats functioning in the district have elected representatives in the manner prescribed in the Zilla Parishad Act to form 19 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, Welfare 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 officers whenever necessary.

As mentioned earlier, the Collector is designated as the District Magistrate and as such he continues to be the chief functionary under the various special Acts and other enactments in force. He is in charge of public relations and is assisted by a District Information and Public Relations Officer appointed by the Government in Information and 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 Food and Civil Supplies Department. The Additional District Magistrate (General) is the ex-officio Registrar for the district and is vested with necessary powers under the Registration Act. 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 functions directly under the supervision of the Additional District Magistrate.

The district treasury is located at Baleshwar. There are also Sub-Treasuries at Jaleshwar, Nilagiri, Soro, Bhadrak, Dhamnagar, Chandbali and Basta. These are managed by the officers belonging to the Orissa Finance Service.

The district is divided into three subdivisions, viz., Baleshwar, Bhadrak and Nilagiri. Each subdivision is in charge of a Sub Collector who belongs to the Orissa Administrative Service (class I junior). He continues to exercise within his jurisdiction all the powers of a Magistrate 1st class under the preventive sections of the Criminal Procedure Code. He exercises powers in connection with investigation, searches, arrest

and 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 Cinematography Act, the Dramatic Performance Act, etc. He also functions as the Appellate authority over the orders of the Tahasildars of his jurisdiction in revenue cases. He is entirely responsible for the maintenance of law and order in his subdivision. After separation of the judiciary from the executive, the Sub Collector only powers to take cognizance of offences complained of or brought to his notice while on tour in Mufasil areas. But such cases have to be referred to the Subdivisional Magistrate for necessary action. The Sub Collector is burdened with the responsibility of supervision of both revenue and developmental works in Tahasils and Blocks of his subdivision and to exercise effective control over all officers and staff.

Each subdivision is divided into one or more Tahasil with a Tahasildar belonging to the Orissa Administrative Service. After the abolition of estates, the responsibility for collection of land revenue has devolved directly on the Tahasil staff like the Revenue Supervisors, Revenue Inspectors and Collection Mohorirs. The Tahasildar is also the Certificate Officer for recovering arrears of land revenue, Irrigation rates, Cess and miscellaneous revenue, and Taccavi loans. The Revenue Supervisors supervise collection, make enquiry into revenue cases and assist the Tahasildar in revenue matters.

Baleshwar Subdivision

The office of the subdivisional officer, Baleshwar was separated from the Collectorate in the year 1964. The Sub collector is functioning as a full-fledged head of office with a separate staff under him. He is assisted by four gazetted officers who are posted as the Revenue Officer, The Certificate Officer, the Nizarat Officer and the Emergency Officer. This subdivision has been divided into 4 Tahasils, viz., Jaleshwar, Basta, Baleshwar and Soro. There are 10 C. D. Blocks and 166 Grama Panchayats under this Subdivision.

Nilagiri Subdivision

The Nilagiri subdivision was formed in 1948 after merger of the ex-state in Orissa. The Sub Collector is assisted by three other gazetted officers posted as the Revenue Officer, the Subdivisional Panchayat Officer and the Assistant District Welfare Officer. Besides this, there is one officer in-charge of civil and criminal courts.

There is one Tahasil with a Tahasildar with headquarters at Nilagiri, who assists the Sub Collector in revenue matters and in maintenance of law and order. The subdivision has been divided into two C.D. Blocks, viz., Nilagiri and Oupada. There are 32 Grama Panchayats in this subdivision.

Bhadrak Subdivision

The Bhadrak subdivision was established in the year 1927. The Sub Collector is functioning as the head of office and is assisted by five other gazetted officers of Orissa Administrative Service.

The subdivision has been divided into five Tahasils, viz., Bhadrak, Dhamnagar, Chandbali, Tihiri, and Basudebpur. There are 7 C. D. Blocks and 139 Grama Panchayats in this subdivision.

Baleshwar being the headquarters of the district, numerous offices of both Central and State Governments, including various sections of the collectorate are located at this place.

There are also a number of Central and State Government offices in other parts of the district. A list of these offices has been given in the Appendix I to the Chapter.

APPENDIX I

Offices Located at Baleshwar**GOVERNMENT OF INDIA**

Proof and Experimental Establishment
 Assistant Engineer, Central Flood Forecasting
 Superintendent of Posts and Telegraphs
 Branch Manager, Life Insurance Corporation
 District Manager, Food Corporation of India
 Superintendent of Central Excise
 Income-Tax Office
 Assistant Engineer, open line, South Eastern Railway
 Meteorological Office

GOVERNMENT OF ORISSA

Sub Collector
 Tahasil Office
 Deputy Inspector General of Police
 Superintendent of Police,
 Deputy Director, Agriculture
 Deputy Director, Fisheries (Marine)
 Deputy Director, Fisheries (Inland)
 Deputy Director, Consolidation of Holdings
 Deputy Registrar, Co-operative Societies
 Charge Officer, Baleshwar-Mayurbhanj Major Settlement
 Superintending Engineer, P.W.D. (R & B)
 Executive Engineer, P.W.D. (R & B)
 Executive Engineer, Irrigation Division
 Executive Engineer, Lift Irrigation
 Executive Engineer, Mechanical Division
 Executive Engineer, Public Health
 Executive Engineer, National Highway
 Superintending Engineer, Electrical
 Executive Engineer, Electrical
 District & Sessions Judge
 District Planning Authority
 Chief District Medical Officer
 District Treasury Officer
 District Agriculture Officer
 Chief Veterinary Officer

District Statistical Officer
District Employment Office
District Health Office
District Industries Centre
District Rural Development Agency
Divisional Forest Office, C.S.B. Division
Regional Transport Office
District Transport Manager, O.S.R.T. Corporation
Assistant Tourist Office
Inspector of Schools
District Inspector of Schools
Inspector of Factories
Assistant Labour Commissioner
Assistant Commissioner, Commercial Taxes
Assistant Soil Conservation Office
Assistant Controller, Weights & Measures

Collectorate :

General and Miscellaneous
Revenue
Tauzi

Establishment

Nizarat

Library

Judicial

District Election

District Emergency

Compensation Zone I

Compensation Zone II

Superintendent of Excise

District Information and Public Relations

Land Acquisition

Civil Supplies

District Welfare

District Development

District Panchayat

Special Land Acquisition
 District Record Room
 District Sports
 Assistant Director, Planning
 District Development Advisory Board
 District Social Welfare
 Superintendent of Land Records
Main Offices located at Bhadrak

GOVERNMENT OF INDIA

Food Corporation of India
 Commanding Officer, N.C.C.
 Branch Manager, Life Insurance Corporation of India

GOVERNMENT OF ORISSA

Sub Collector
 Tahasil Office
 Executive Engineer, Electrical
 Executive Engineer, Irrigation
 Executive Engineer, Lift Irrigation
 Executive Engineer, Public Health Division (DANIDA)
 Executive Engineer, Command Area Development Agency
 District Agriculture Office
 District Inspector of Schools, Bhadrak-I Circle
 District Inspector of Schools, Bhadrak-II Circle
 District Labour Office
 Deputy Director, Consolidation of Holdings
 Commercial Tax Office
 Assistant Registrar, Co-operative Societies
 Divisional Forest Office, Wild Life Conservation, Chandbali

Main Offices located at Nilagiri

GOVERNMENT OF ORISSA

Sub Collector
 Tahasil Office
 Integrated Tribal Development Agency
 Circle Inspector of Police
 Subdivisional Judicial Magistrate