CHAPTER - VIII

ADMINISTRATIVE IMPLICATION OF I.T.D.P.
The success of various schemes working in Kuchinda I.T.D.P. area depends, to a great extent, upon a sound administrative machinery entrusted to execute these programmes. Before analysing the involvement of different departments for implementing the schemes, an understanding of important administrative principles will be useful. Attempts will also be made here to apply these principles to the various administrative departments responsible for implementing the Schemes of I.T.D.P. The officials of different departments have been classified and their views, in regard to the obstacles they have encountered while executing the programmes, have been assessed. Their suggestions for improving the economic conditions of the tribals have also been highlighted in this chapter.

For smooth working of administrative organisation certain administrative principles need to be followed. The main principles are Hierarchy, Span of control, Unity of Command, Delegation, Centralisation vs. Decentralisation, Coordination etc. It is pertinent to see here how far these principles are being followed in the administrative system meant for implementing the schemes of ITDP.

8.1. Units of Organisation:

Before discussing the various principles of organisation it will be worthwhile to discuss the units of
organisation. In administration the term 'Unit' is used to indicate not only the smallest sub-division of organisation but also the higher and larger formations such as sectors, the division, the branch and even the department. The broad units into which the organisation is divided are line and staff. Different units in an organisation can be shown in a diagram given below.

In the realm of organisation one of the most frequently used concept is that of staff and line. By means of this concept
administrators supplement their idea that personnel positions are organised in a vertical hierarchy of authority with a horizontal concept that at any given level of authority departments or branches cluster around two major modes of organisation namely staff and line. The difference between the two is that the line executes and staff plans and renders many other incidental services.

The business of the government are transacted by means of an elaborate organisation held together in a universal superior-subordinate relationship and based on the principles of specialisation. The Central hierarchy comprises the line, assisting the line are various units some concerned with advisory and preparatory operations known as staff, some concerned with house keeping operations known as auxiliary agencies. The line comprises both the political command structure and permanent carrier ranks.

The functions of staff and line are not antagonistic, they are not alternative and rival system of organisation between which we may choose and say we will adopt this or that and refuse the other. Line organisation is essential to the continuous existence of the whole body. Staff organisation is essential to efficiency, each branch of it in its own particular function.

Staff can be classified into three groups: General Staff, Technical Staff, and Auxiliary Staff. General staff consists of those who assist the Chief and whose time is spent for most part in strategic planning and deliberation on high policy. Departmental Heads may spend a part of their time in general staff work, specially when the Chief calls them in to conferences to deliberate on policy. The second type of staff activity, technical staff consists of people and activities of a specialised nature including laboratory, research, engineering design or functional supervision of direct workers. The third type of staff is auxiliary. It consists of officers or units which perform certain duties and functions common to the various administrative departments but which are incidental in character. With this brief discussion on line and staff units, it is proposed to switch on to a discussion on the principles of administrative organisation.

8.2.1 Principles of Organisation:

Hierarchy is the most important principle of organisation. It consists in the universal application of the superior-subordinate relationship through a number of levels of responsibility reaching from the top to the bottom of the structure. In a hierarchical organisation authority, commands and control descends from top to down-ward step by step. Thus

1. L.D. White, Introduction to the Study of Public Administration, New York, p. 35.
It is a graded organisation of several successive steps or levels of authority and responsibility. This principle provides that no intermediate level should be skipped over in the dealings of the people at the top with those lower down or vice versa. In a hierarchy every one has a duty to obey the commands given by the superior and also a right to issue orders to the subordinates and hence it becomes a channel of command, a means of communication among various levels of authority. This principle can be illustrated in a diagram.

Here 'C' is the head of the organisation. 'D' is 'C's immediate subordinate. 'E' is 'D's immediate subordinate but is also immediately subordinate to 'C' through 'D'. 'F' is immediately subordinate to 'E' but immediately also to 'D' and 'C'. Likewise 'G' owes immediate subordination to 'F' but immediate subordination through 'F' to 'E' and 'D' to 'C'. Finally 'A' is immediately under 'G' but immediately also under 'C', 'F', 'E', 'D' and 'C'. The same applies to the letters shown along the other arm of the angle.

The hierarchical system is an instrument of integration and coherence. It is to the organisational structure what mortar or cement is to building structure. The rule of
"through the proper channel" created by this principle ensures that there will be no short circuiting of procedures or ignoring of the intermediate links. According to the diagram shown above a communication from 'A' to 'B' must travel through 'G', 'F', 'E', 'D', 'C', 'H', 'I', 'J', 'K', 'B', and back again. This means delay of weeks and even months. In actual practice short cuts are found without violating the essential principle of hierarchy. Fayol has suggested to throw a bridge across the formal lines of authority of the hierarchy so that subordinate officers in one department, division or section may contact directly their opposite members in another department or section. Such a bridge is shown in the diagram by the dotted line between 'A' and 'B'. It means that 'A' and 'B' may deal directly with each other if their immediate superior 'G' and 'K' have agreed to such an arrangement or keep their superiors duly informed of what transpires between them. This arrangement can be made general if 'C' the head of the organisation encourages his immediate subordinates 'D' and 'H' to establish such a bridge between them and persuade their subordinates at each successive lower level to do the same. Thus the vertical lines of authority would be supplemented by a system of horizontal lines. Even along the vertical line of authority one or more intermediate steps may be passed over and direct contact established between officers by informing the intermediate officers. Thus 'C' may deal directly with 'E' if 'D' is informed of what transpires. So with proper confidence and loyalty between superiors and subordinates
at each level, the delay of hierarchical system can be very much reduced, if not altogether eliminated.

Hierarchical organisation is found in almost all the departments of the government. The Minister is the political head of a department. Below him there is the secretary who is the real head responsible for the working of the department. The organisational chart of Tribal and Harijans Welfare Department is shown below. It gives a clear view of the hierarchical system.

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DEPARTMENT
Political Head (Minister) in charge of Tribal & Harijans Welfare Department
Secretary

Wings of Dept. | Addl. or Joint Secretary
Divisions | Deputy Secretary
Branches | Under Secretary or Assistant Secretary
Sections | Head Assistant or Section Officer

Junior Head Assistant | Grade I and II
U.D. Assistant (Clerk) | Grade I and II
L.D. Assistant (Clerk)

Hierarchy or scalar organisation involves a number of steps or tiers one above another. A superior has to supervise the work of the subordinates. The question is how many person's work can a
superior effectively supervise. This is the problem of 'Span of Control'. It is simply the number of subordinates or units of work that an administrator can personally direct.

8.2.(i) \textbf{Span of Control}:

In other words, Span of Control is the number and range of direct habitual communication contacts between the chief executive of an enterprise and his principal fellow officers\(^1\). This concept is related to the psychological principle of "Span of attention" according to which a normal man can attend to a certain number of objects. 'Span of Control' is nothing but the 'Span of attention' applied to the work of supervision and control of subordinates. The principle of 'Span of Control' states that there are limits to human capacity and if the Span of supervision is used thinly, unsatisfactory results would come up.

Authorities on administration are not unanimous in determining the exact limit of the span of control. Sir Ian Hamilton puts the limit at 3 or 4, others put it at 5 or 6 and still others restrict it to 6 to 12.\(^2\) So neither administrative theory nor practice can lay down a definite number constituting the Span of Control.

However, there does exist a general agreement that the shorter the span the greater will be the contact and consequently more effective control. It is agreed that 'Span of Control' exists at each level of supervision and can not be

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exceeded without the danger of breakdown. It is recognised that the 'Span of Control' varies with four factors: function, personality, time and space.

Function means the type of work to be supervised. One can supervise more subordinates with a homogeneous function (e.g., an engineer supervising engineers) than if they were doing work of a heterogeneous character. The necessary changeover time from one mental frame of reference to another reduces the Span of Control. Also, more of easy and routine work can be supervised than difficult and responsible work. Again, the personality and competence of the supervisor and the supervised also influence the span of control. An energetic and competent supervisor can supervise more than his gifted colleague. The incompetent subordinate is liable to make many mistakes and requires closer supervision. Hence it reduces supervisor's span of control. As regards the time of factor, supervision can be more rapid and span of control greater in an old established organisation than in a newer one where precedents are few and new problems constantly demand reference to the superiors.

Finally supervision is easier and quicker when the subordinates to be supervised are under the same roof as the supervisor, than if they were at a distance from him.

During recent years the span of control is guided by new trends besides the four traditional factors. The increasing use of automation in administration and the growing role of the
specialists are some of the factors responsible for the change. Recent technical advances have made it possible to introduce automation in officers as well as in accounting, tabulating, purchasing, sorting and compilation work. Most of the clerical and routine jobs are made superfluous by automation. The electronic machine supply a lot of relevant data to the administrator at a very fast rate. Thus the span of control has been definitely increased.

8.2. (iii) **Unity of Command**:

Unity of Command, like span of control, is also closely associated with the scalar system. The principle of unity of command states that no individual employee should be subject to orders of more than one immediate superior.

If he receives contradictory commands from more than one superior officers, there would be confusion in responsibility and inefficiency in the activity of the personnel in an organisation. To protect the employee against the evils of contradictory commands it is suggested that the subordinate should accept the authority of only one superior in implementing decisions and carrying on his functions.

This principle of unity of command can not be of universal application in administration. Unity of command requires a single headship. In a board type of organisation there is plurality of command. In civil administration various technical experts or specialists work. For example in community

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Development administration at the Block level, many technical personnel work under the administrative control of the B.D.O. in order to execute the programme concerning agriculture, animal husbandry, education, irrigation and health etc. The technical personnel are on deputation to Block and come under the administrative control of the B.D.O. They also receive technical instructions from the district level officer of the technical department.

The defenders of the principle of unity of command have tried to save it by pointing out that this technical experts do not exercise independent authority and control. They work only in a "Staff" capacity, i.e. as advisors, helpers or agents of administrative or line Chief. So the principle of unity of command is not violated. Of course this argument is not at all convincing. Violation of the principle does not occur when an employee receives orders from more than one superior regarding different matters under his charge. It is violated when a man receives order from more than one superior in one and the same matter.

In this twentieth century which is characterised by specialisation, industrialisation, sophistication and new scientific development, we find the principle of unity of command gradually becoming less and less important. If there is no conflict in commands duality or multiplicity of commands is not harmful.

8.2 (iv) **Delegation of Authority**

The scalar principle is the principle of integration and binds the various levels and units of the organisation with a continuous chain of authority\(^1\). The essence of the principle of hierarchy is delegation of authority. By delegation a higher official confers authority of the subordinate official to do things and take decisions. Delegation means conferral of some discretionary power to the individuals to take decisions in meeting their obligations\(^2\).

An organisation is an interlocking chain of superior-subordinate relationship from top to bottom. In that chain the subordinate should be delegated with authority and responsibility by the superior. But the superior retains the power to hold the subordinate responsible for the authority that has been delegated. Delegation does not mean abdication of the responsibilities of the superior. It means that the subordinate has been given the authority to do the job but it is the duty of the superior to see that the job is done properly\(^3\).

The need for delegation arises because no head can actually exercise all the powers legally vested in him and without delegation, subordinates would not be able to do their work, as the responsibility for doing a thing implies the authority or the power to do it. Delegation helps the superior

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3. Ibid.
to concentrate on important policy matters and to make him
free from minutes of day-to-day routine work. On the other hand
when authority is delegated to the subordinate a sense of
responsibility develops in him.

From the point of view of the extent of authority
degreed, delegation may be full or partial. Full delegation
means complete conferment of the principal’s power on the agent.
Usually delegation is partial and requires reference to the
delegating authority on crucial points. It may be conditional
or un-conditional. Conditional delegation is subject to the
superior right to confirm and revise the action of the subordinate,
while unconditional delegation is free from reservations. Delega-
tion is formal when embodied in some written rule, by-law, or
order or note. Much of the delegation of work found in the
Departments are informal based on customs and understanding.
There are also other forms of delegation like down-ward, upward
out-ward, direct or immediate or indirect or mediate.

Although delegation is necessary and useful, some
officers have developed a tendency of not parting with authority
to the subordinate. Usually such officers are efficient and
hard working. At the other extreme, there are officers who like
to delegate everything to the subordinate so that they would be
free from responsibility. Both these actions are harmful for the
organisation. An efficient organiser pursues a middle course.
He is neither reluctant nor eager to delegate but is ready to do
what is needed.
8.2. (v) **Centralisation vs Decentralisation**

The issue of centralisation vs decentralisation arises between the superior and subordinate officers within an organisation, between the head office and the field officers, between official and non-official elements and between the Chief executive and the functional departments or agencies. An organisation is centralised if most of the power of decision is vested at the top level so that the lower officials have to refer most of the problems to the head for decision. On the other hand, a decentralised organisation is one in which the lower levels are allowed the discretion to decide most of the matters, reserving more important problems for those higher up. Thus the essence of centralisation or decentralisation lies in the distribution of the power of decision. Decentralisation can be territorial as well as functional. Territorial decentralisation arises when field agencies or local bodies are given large powers to decide most of the problems on the spot for the interest of the local population. Functional decentralisation means leaving power of decision in respect of technical or professional matters to technical or professional units of the organisation.

Centralisation or decentralisation is governed by four factors i.e. responsibility, administrative, functional and external. The function of responsibility acts as a deterrent.

1. M.P. Sharma, *Public Administration in Theory and Practice*, p. 120.
to decentralisation and favours centralisation. Since the head of the organisation is held ultimately responsible for everything within the organisation, he is naturally unwilling for decentralisation and wants to keep the more important matters in his own hands.

There are several administrative factors influencing centralisation or decentralisation. One of them is the age of the agency. It is easier to decentralise in an old agency where procedures and precedents have already crystallised than in a newer one where constant reference to higher level is necessary.

Moreover, stability of policy facilitates decentralisation, frequent changes retard it. Again, if field personnel are incompetent, there will be centralisation. So far as functional factors are concerned, if a department has many functions which are of technical nature, it is bound to decentralise. It is because the head of the department can not have the time or the necessary technical knowledge to manage all of them directly.

8.2.(vi) Co-ordination :-

'Specialisation' and 'division of work is inevitable in every organisation. The purpose of organisation can not be achieved if there is no team-spirit and cooperation among the personnel working in it. Such thing can be possible by making proper arrangement of coordinating the various activities of the individuals.
The need for coordination arises from the natural tendency of the members of any large group, when left to themselves, to drift away in different directions thus giving rise to conflict. From whatever cause the conflicts may arise it is obvious that they must be removed if the organisation is to work properly. In an organisation, coordination can be achieved by linking together the activities of the individual members in such a way that interdependence and interconnections is established. The commands, orders, instructions and directions issued by the head of the organisation can bring about such coordination. Formal authority in an organisation creates coordination and established unity of action. But only formal authority is not sufficient, it is to be supplemented by other devices like conferences, interdepartmental committees and specialised coordinating agencies.

Lack of coordination creates bottle-necks in administration. The growing size of modern organisation having large number of personnel geographically dispersed makes coordination a difficult task. Further the specialists overemphasize their role and breed fragmentation in an organisation. This splintering tendency has to be checked by effective machinery of coordination. Thus coordination is a technique for drawing together a number of conflicting skills and interests and leading them towards a common end. Negatively, coordination means removal of conflicts working at cross-purposes and overlapping from administration. Positively, its aim is to secure cooperation and team work among the numerous employees engaged in the work of the organisation.
8.3. The Administrative Structure of Kuchinda I.T.D.P.

The project authority of the I.T.D.P. comprises the heads of all the departments at the district level. It is responsible for preparation of the programme and monitoring its implementation. A community development block is the lowest unit of execution in the sub-plan area. The I.T.D.P. has got only a nucleus staff. It does not have a separate machinery for the execution of various programmes. The idea is to implement different schemes through the existing field level administrative machinery. The objective is to bring about coordination and integration among various agencies and departments rather than doing the work on its own. This aspect is to be borne in mind while focusing on the organisation pattern of Kuchinda I.T.D.P. and the application of the administrative principles in it.

The project Administrator has got a nucleus staff consisting of the special Officer, the Head Clerk, the Statistical assistant, two Upper division clerks and two Lower division clerks. The work of this nucleus staff can be categorised as general staff functions. They have to process the papers, maintain accounts and various records and perform such other general functions relating to the working of the office.

1. See, A compendium of circulars and instructions on sub-plan and I.T.D.Ps of Orissa (For guidance of field officers, T. & R.W. Department up to October 1976).
2. Ibid.
The project Administrator and the district level officers who also constitute the project authority have to prepare the programme and also to implement it. They have both staff and line functions. In this sense both these functions overlap. This is followed from the very nature of the I.T.D.P. It represents an attempt at tribal development by planning from below on the basis of the local conditions. The B.D.O. and the block agencies normally execute various programmes. They perform mostly line functions.

The Departments as they collect information for preparation of the project plan can be called staff units. For, according to the principles of organisation, staff collect data and render advice, on the other hand the departmental officers are also responsible for the execution of the plans which is a line function. Thus, there is no clear distinction between line and staff functions in Kuchinda I.T.D.P.

Article 164 of the constitution of India lays down that there shall, in the state of Orissa, Madhya Pradesh and Bihar, be a minister in charge of tribal welfare. In Orissa the portfolio of the tribals and Rural welfare continues to be incharge of a minister of cabinet rank and he is assisted by a Minister of State or a Deputy Minister.

1. A compendium of circulars and Instructions on sub-plan and ITDPs of Orissa, op. cit. letter.
The Tribal and Rural Welfare Department of Government of Orissa deals with the Welfare of Scheduled tribe and Scheduled Caste. It functions as a complete office of both Secretariat and Heads of Department. So far as the headquarters set-up of the Department is concerned the department functions under the supervision of a Commissioner-cum-Secretary assisted by an Additional Secretary, a Director-cum-Joint Secretary, three Deputy Directors-cum-Deputy Secretaries, one Officer on Special duty-cum-Deputy Secretary, one financial Advisor-cum-Deputy Secretary, one Under Secretary, two Special Officers-cum-Under Secretaries, two Assistant Directors, one Special Officer, one Welfare Officer and one Accounts Officer.1

At the Divisional level the Divisional Commissioner, the District Collector, and Magistrate, Additional District Magistrate and the District Welfare Officer are responsible to safeguard the interest of the tribals. In the sub-division the Sub-Divisional Officer, the Additional District Welfare Officer, the B.D.O. and the Welfare extension officers are performing such work for the scheduled Castes and Scheduled tribe. A new dimension has been added in the administrative set up of the Department on account of implementation of tribal sub-plan2. The introduction of a project Authority consisting of all the heads of department at the district level and associating the district collector and

2. Ibid.
Magistrate with it as the Chairman of the Project level Committee (P.L.C) provide some sort of a bridge for the horizontal interaction amongst officers and various department. This organisational structure of I.T.D.P. has been presented below for proper understanding of the working of hierarchical system in the Kuchinda I.T.D.P.

The chart shows that the Project Authority and the P.L.C. of the I.T.D.P. provide some sort of a bridge for the horizontal interaction amongst officers of various departments. This is a note-worthy achievement as there is no other forum at the district level for such interdepartmental commission. Though there is the District Development Committee it has a separate function. It is more to review the progress than to integrate the activities of various departments. Though the I.T.D.P. does not strictly form a higher level in the hierarchy compared to the other district level departments, some control mechanism has been introduced to make it effective. For example when a health centre is to be upgraded to a public Health Centre or Mini Public Health Centre, the selection made by the C.D.M.O. is to be approved by the I.T.D.P. Then only it can be considered by the government. Similarly different organisation schemes taken up by the Irrigation Department are also to be approved by the I.T.D.P in the light of its prescribed norms. The Organisational structure (shown in Page 180 for implementation of the tribal development programme) consists not only the
nucleus staff of the I.T.D.P. but also the block and other departments at the sub-divisional and district level.

Each of these has got an organisation of itself with a strictly hierarchical pattern. For example, the S.D.O. is subordinate to the Collector, the B.D.O. is subordinate to the S.D.O., the district level officers are subordinate to the respective senior officers at the State and divisional level. For example the Deputy Director of Agriculture is subordinate to the Director of Agriculture and the District Agriculture Officer is subordinate to the Deputy Director of Agriculture. So far as the ITDP is concerned the Project Administrator is under H. & T.W. Department and is subordinate to the Secretary H and T.W. Department as well as to the Collector.

So far as the organisational structure for the implementation of programme is concerned, it is not a homogeneous organisation with a clear cut hierarchy. In a way, it is an organisation of organisation, as a number of homogeneous organisations dealing with limited subjects are brought together in order to achieve a more comprehensive objective. Hence it is but natural that there is no clear line of hierarchy.

But as it has been mentioned earlier, it provides a bridge or forum for horizontal interaction amongst various departments. There is, of course, some element of
hierarchical relationship as the district collector is senior in rank to that of other district level officers. The S.D.O.-cum-Project Administrator and the B.D.O's are also under the administrative control of the Collector.

Span of control is related to the psychological principle of span of attention according to which a normal human being can attend to a limited number of objects. The Project Administrator supervises the work of the nucleus staff of the I.T.D.P. They include the Special Officer, one Head-Clerk, one Statistical Assistant, two Upper Division Clerks and two Lower Division Clerks. He directly supervises the work of the Special Officer who in turn supervises the working of the office staff.

However, supervision of office is not the main function of the Project Administrator, he has to supervise the work of the various sub-divisional level officers. The I.T.D.P. encourages total development of the area. Various schemes are to be implemented in the field of education, health, agriculture, animal husbandry, fisheries, forestry and cooperatives. The district level officers with the help of their subordinates at the sub-divisional head quarters are responsible for the implementation of such schemes. The district level officers include the district Veterinary Officer, the Chief District Medical Officer, Soil Conservation Officer, the District Agricultural Officer, Assistant Registrar Co-op. Societies, Divisional Forest Officer, General and afforestation, Executive Engineers(R&B),
R.E.O., PHD, Lift Irrigation, National Highway Division, Irrigation Division Electrical Division, District Inspector of Schools, District Industries Officer, Assistant Director of Fisheries and District Welfare Officer etc. They have to prepare reports relating to their schemes and the progress made. They have to furnish such informations to the Project Administrator. The Project Administrator is to coordinate their activities from the point of view of tribal development. Though their number is large, their activities are to be coordinated so as to have an integrated approach to tribal development. The problem of Span of Control, here is not great as the activities are to be supervised only from the point of view of tribal development.

Moreover, many other details like establishment matters are looked after by the concerned departments. Thus their working is supervised from a limited angle. The Blocks form an integral part of the machinery to implement the programme of I.T.D.P. It is the lowest unit of execution in the sub-plan area. So the B.D.O. is fully involved in its implementation. As the B.D.Os are under the administrative control of the S.D.O., the S.D.O.-cum-Project Administrator can easily get the things done.

Inter-twined with the block machinery, there is the cooperative organisation which has a vital role to play in the tribal area. The large sized Multipurpose Cooperative Societies (LAMPS) have been formed. These have the four fold
objective of procurement from tribals of farm produce and minor forest produce, sale to them of their necessaries at reasonable prices, extending to them the benefit of production and of consumption loan. Institutional finance from the cooperative and commercial banks is channelized through the LAMPS. In the implementation of various schemes, especially those which benefit individual families, institutional finance is very much essential. Hence the LAMPS play a vital role. The LAMPS are under the administrative control of the cooperative department—the Project Administrator has to inspect and supervise their working. In this way, the blocks, the LAMPS and the District Level development departments are parts of the organizational structure of the I.T.D.P. It appears to be a loose system but it is essential for achieving a comprehensive development process.

The traditional approach to the principle of unity of command that an employee should receive order from one superior only is not practicable in modern times. In case of the Kuchinda I.T.D.P., we find the absence of unity of command. The District Collector, an important part of I.T.D.P., receives order from many heads of department. In the same way the various departments responsible for executing the schemes of I.T.D.P. receive order not only from their heads of department but also from the heads of other departments. For example, the Veterinary Assistant Surgeon at the sub-divisional level receives instruction from its head of department and also gets direction from the
Delegation is very essential for smooth working of an organisation. The state government from time to time delegate various powers to the Collector and the Project Administrator. The need for delegation arises because no head can actually exercise all the powers legally vested in him as that would mean unnecessary involvement in great details. The delegated powers are to be exercised by the respective officers within the prescribed limits. The Project Administrator plays a vital role in the day to day functioning of the I.T.D.P. He is a person who has direct contact with the problems and the people. The problems of tribal development vary from area to area.

A development plan however well formulated may be a failure, if it does not take into consideration the peculiarities of the area. So the Project Administrator is to be vested with adequate authority. It has been considered necessary to delegate administrative and financial powers to the Project Administrator of I.T.D.P. for smooth and expeditious execution of the schemes.

Various administrative powers delegated to the Collector and Project Administrator include administrative approval of work, purchase of plough and bullocks, approval of contingent expenditures, repair and maintenance of project vehicles, power of appointment of daily labourers, sanction to cross E.R. (Efficiency
Bar) in time scales of pay, sanction of leave and purchase of stores etc. It also includes purchase and repair of bicycle, purchase of type writer, iron-safe, duplicator and steel furniture etc.

Some other financial and administrative powers have also been delegated to the chairman and the project Administrator of the I.T.D.P.

Government order provides that such delegation will apply only in respect of schemes financed out of the special central assistance. These include powers in matter of according sanction of expenditure sanctions relating to schemes and programmes like agriculture, animal husbandry, land reclamation, land development, input assistance, demonstration rural industries etc. Creation of posts administrative approval of works like, minor irrigations, communication, rural water supply and land reclamation.

A part from formal delegation, there is also informal delegation, for in most cases it is based on custom and understanding. But the I.T.D.P. being a new organisation, one cannot expect established conventions.

Decentralisation is also very important for the I.T.D.P. The I.T.D.P. is to prepare plans and programmes based on local needs and conditions. So the planning process should be from below. This implies that there should be more decentralisation and minimum of imposition from the government level. But this does not seem to have been achieved so far. For example in order to give allotment for construction of wells
the lists of villages where these are to be located are to be sent to government, and once it is approved by the government it may be difficult to modify it. The government need not look into such minor details, it should be entirely left to the ITDP. Government may sanction a particular amount for wells but then the entire matter should be left to the project authorities. Government need not sanction each minor item, it can provide funds on the basis of certain broad principles. The details about allocation and expenditure should be left to the project authorities. Unless there is such decentralisation there will be no flexibility and dynamism in the process of implementation.

Even though a number of principles with reference to the organisation of the I.T.D.P. has been discussed, coordination can be said to be the most important principle. The entire administrative structure of the I.T.D.P. is designed to bring about coordination among various activities, various departments and different officers. The idea is not merely to have a general type of coordination, but also to achieve integration. It is for the I.T.D.P. to see that the programmes prepared by different departments like agriculture, soil conservation and animal husbandry are consistent with each other.

8.4. **Machinery of Co-ordination** :-

Coordination is the most important principle of organisation. To bring about co-ordination among the various departments responsible for implementing the schemes in the
Kuchinda I.T.D.P. area, a project level committee (PLC) has been set up. The District Collector is the Chairman of the Committee and the S.D.O-cum-Project Administrator is the member Secretary. The M.P.s and M.L.A.s of the area and the Chairman of Kuchinda, Jamankira and Banra Panchyat Samities are the members. In addition to the district level technical officers, the District Agriculture Officer, the D.V.O., Chief District Medical Officer, Soil Conservation Officer, Assistant Registrar, Cooperative Societies, Divisional Forest Officer, General and Afforestation, Executive Engineers, R&B, R.E.O., PHD., Lift Irrigation National Highway Division, Irrigation Division, Electrical Division, District Inspector of Schools, District Industries Officer, Assistant Director of Fisheries and District Welfare Officer etc., have been taken as members.

The Deputy Registrar, Cooperative Societies, the Project leader-cum-Deputy Director Agriculture, Sambalpur and the Project Officer, Rural Industries Project have been included as permanent invitees so that they will be able to know the up-to-date position and help the speedy execution of their sectoral programmes.

The venue of Project level Committee (PLC) meeting is at Kuchinda I.T.D.P. conference Hall. It meets in every three months. The date of the PLC meeting is fixed by the Project Administrator in consultation with the District Collector. However, Special Project Level Committee meeting may be convened by the District Magistrate and Collector and shift its venue to Sambalpur. For example a special meeting of the PLC of I.T.D.P. was held
on 11.3.1979 at Sambalpur. In that meeting the decision was taken to convert the I.T.D.P. into Integrated Tribal Development Agency (ITDA).

Three sub-committees have been set up in Kuchinda ITDP to take up the review of the progress of important schemes and programmes in every month as the P.L.C. meets quarterly. Accordingly, the following three sub-committees have been constituted with the following members.

8.4.(i) **Sub-Committee on Agriculture, Cooperation, Veterinary and Soil Conservation and Forest**

1. District Magistrate & Collector, Sambalpur and Chairman, I.T.D.P. Kuchinda, President (In his absence the Project Administrator will preside)
2. S.D.O.-cum-Project Administrator I.T.D.P.
4. Project Leader-cum-Dy. Director of Agriculture, Sambalpur.
5. D.P.O., Barara (Territorial)
6. Deputy Registrar, Cooperative Societies, Sambalpur.
7. District Veterinary Officer, Sambalpur.
9. Horticulturist, Sambalpur.
10. Soil Conservation Officer, Burla.
11. Asst. Soil Conservation Officer, Kuchinda.

1. The Tribal and Rural Welfare Department in their letter No. 5523/T.R.W. dated 18.9.78.
13. Project Officer, Poultry Development, Sambalpur.
15. Veterinary Assistant Surgeon, Block Kuchinda, Bamra and Jamankira.
17. Invitees: Managing Director of L.M.P.S
18. Special Officer I.T.D.P. - Secretary.

8.4.(ii) Sub-Committees on M.I.P.s, Rural Communication and drinking water supply:

1. District Magistrate and Collector, Sambalpur and Chairman, I.T.D.P., Kuchinda President.
   (In his absence the Project Administrator will preside).
2. S.D.O. - cum-Project Administrator, Kuchinda.
3. Executive Engineer, R.E., O., Northern Division, Sambalpur.
4. Executive Engineer, Roads and Building, Sambalpur.
5. Executive Engineer, Lift Irrigation, Sambalpur.
6. Executive Engineer, P.H.D., Sambalpur.
7. District Development Officer, Sambalpur.
8. All three B.D.Os of Kuchinda Sub-division.
9. Special Officer, I.T.D.P., Kuchinda - Secretary.
8.4. (iii) Sub-Committee on Health, Education, Village Industry and Electrification:

1. District Magistrate and Collector, Sambalpur and Chairman I.T.D.P., Kuchinda, President (in his absence the Project Administrator will preside).

2. S.D.O. cum-Project Administrator, Kuchinda

3. Chief District Medical Officer, Sambalpur

4. Sub-Divisional Medical Officer, Kuchinda

5. General Manager, District Industrial Centre, Sambalpur.


7. Executive Engineer, Electrical, Rajgangpur.

8. Sub-Divisional Officer, Electric-loan promotion Section, Sub-Division, Sambalpur.


10. B.D.Os Kuchinda, Jamankira and Bamra Blocks

11. Regional Manager, Agro-Industries Corporation, Sambalpur.

12. Representatives of Banks.

13. Special Officer, I.T.D.P., Kuchinda, Secretary.

As per government instructions these sub-committees should meet on 1st week of every month on fixed dates but it was decided at the Project Level Meeting that as Kuchinda is not the head-quarters of most of the District Level Officers, it would be inconvenient for them, to attend the meeting at Kuchinda in the first week. The meeting of the sub-committee was therefore, decided to be convened in each month, preferably in the second
week of the month by the Project Administrator in consultation with the Chairman. It is observed that these sub-committees are not regularly held as all the district level officers do not attend the meeting at a place which is far away from their headquarters.

As the Special Officer has to work as the Secretary of each sub-committee, the meeting of all the sub-committees can not be held at Kuchinda I.T.D.P. meeting hall on the same date of a month. The District Collector, Sambalpur is made the President of all the three sub-committees and in his absence the S.D.O-cum-Project Administrator will preside over the meeting. But the District Magistrate, being a busy man can hardly get time to attend hence the S.D.O. has to preside over such meeting.

8.5. **Role of the P.L.C. Meeting**

It is observed that the working of the Project Level Meeting from time to time has helped in bringing about co-ordination among the various departments involved in execution work of some of the schemes of ITDP. For instance at the Project Level Meeting held on 22nd January 1979, dispute between the R.E.O. and Forest Department could be solved by the District Collector, Sambalpur and Chairman, Kuchinda I.T.D.P. because of the presence of the DFO (Territorial) Bamra and the Executive Engineer and Assistant Engineer of the R.E.O. in the P.L.C. meeting.
The presence of all the members at the P.L.C. meeting, more particularly, the technical heads of departments at the district level, will provide avenues for better co-ordination among different departments. The continuous absence of the Executive Engineer (Electrical) at the P.L.C. meeting was felt by the District Collector and Chairman and other members because many technical difficulties to supply line for Dug-well and L.I. Points could not be solved. The District Collector and Chairman P.L.C. told that he would write D.O. letter to the Chairman, Electricity Board, Orissa to take action against him. This indicates that even the District Collector, a senior I.A.S. Officer, could not able to take action against a district level technical officer whose negligence might have hampered the progress of some programmes in the I.T.D.P. area.

It is at this meeting that the progress of each scheme was reviewed and the defects were pointed out.

It is the P.L.C. which approves the list of beneficiaries selected for each scheme by the concerned department. The Chairman P.L.C. pointed out that each department was neglecting in sending the list of beneficiaries.

Further the difficulties faced by a department while executing a scheme of I.T.D.P. can be placed for discussion at the P.L.C. meeting so that a solution can be devised to solve


2. Ibid.
it. For that the Chairman can move the appropriate authority to look into the matter. For example at the P.L.C. meeting of 22nd January 1979, the Branch Manager of the State Bank of India, Kuchinda Branch, expressed the view that loan could not be sanctioned to the beneficiaries unless it was backed by sureties. If this practice would continue, no beneficiary would accept loan. The Chairman could understand the difficulties and expressed his view that the matter could be brought to the notice of the Government and the higher authorities of the financial institutions to waive out the surety clause.

It is because of the steps taken by the Chairman, P.L.C. that in later years the financial institution got instruction from the authorities to grant loan on personal surety of the loanee.

Thus the P.L.C. meeting is a good device meant for bringing about co-ordination among all the departments engaged to carry on the different schemes for the upliftment of the tribal community. Sincere co-operation of all the departments to the District Collector and Chairman and the Project Administrator, Kuchinda I.T.D.P., will go a long way in solving the problems of I.T.D.P.

The S.D.O-cum-Project Administrator, the Chief Executive Officer, Kuchinda I.T.D.P., has to face the problem of bringing about co-ordination among the officers of different departments. The P.L.C. and the three Sub-Committees are not adequate to solve this problem. Even though some times, some
district level officers attend the P.L.C. meeting they seem to be disinterested in the activities of the meeting.

As most of the officers at the district level are Senior Class I Officers, they develop the habit of feeling superiority complex as the Project Administrator happens to be a Junior Class I Officer at the Sub-Divisional Level. Hence the Project Administrator has no administrative control to issue orders to them but to request these officers to furnish information to its office every month in prescribed proforma. But he can not take action if any officer fails to send it. For example at the 10th meeting of the P.L.C. held on 22.1.1979, it was revealed that only 2 departments had submitted report regarding allotment and expenditure to the I.T.D.P. Office. The other officers were requested to submit it later on.

It is said by some officers of the I.T.D.P. that the Project Administrator should be an officer of the Indian Administrative Service or Senior Class I of Orissa Administrative and he should be independent so that, at least psychologically the District Officers will co-operate in the execution of the schemes of I.T.D.P.1.

But S.D.O.-cum-Project Administrator, Kuchinda I.T.D.P. expressed the view that S.D.O.-cum-Project Administrator could get the work done most successfully than an independent official of A.D.M. rank in-charge of Project Administration2.

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1. Views of Headclerk and Special Officer, Kuchinda ITDP in course of discussion with them on 2nd July 1979.
2. View of Sri E.M. Panda, S.D.O.-cum-Project Administrator, Kuchinda ITDP in course of discussion in his official residence on 29, 10, 80.
This becomes feasible because at present most of the schemes of I.T.D.P. are being executed by the B.D.Os who are under the administrative control of the S.D.O. The control of an independent Project Administrator on the B.D.O. will not be very much effective.

Like the Collector at the District, the S.D.O. has to perform multifarious function in the Sub-division and hence he can not give proper attention to this type of job. Therefore, it is the Special Officer, who devotes much of his time in the activity of I.T.D.P. work.

There is no single integrated department responsible for carrying out the schemes of I.T.D.P. but many departments are involved to fulfil the needs and aspiration of the tribal people. As the tribals are uneducated and ignorant they have to run from pillar to post to solve their problem. For example a tribal beneficiary undertaking goat rearing scheme has to come under the control of the Veterinary department, the LAPS and the financial institutions who might have sanctioned money.

It has been told by some tribal beneficiaries that even though they are tribals, subsidy has not been released in favour of them for which they have to repay the full amount of the loan to the Bank. They do not know to which department

1. View of tribal beneficiary goat-rearing scheme of village Laidaguna in Telitilaimal Panchayat of Kuchinda block, formal discussion held on 4,5,78.
they have to go for this. The land Reclamation scheme comes under the executive control of the Soil Conservation Department, Kuchinda. But it is found that the tribals, instead of applying to the Soil Conservation Department apply in the office of the I.T.D.P. and the I.T.D.P. office has to send all the applications to the Soil Conservation office for verification and selection. This will automatically make delay of execution of the scheme.

With lapse of time the beneficiaries can able to locate the department which are responsible for fulfilling their requirements. But sometimes they may face trouble in locating the office at the sub-divisional headquarters. Hence the Chairman of the I.T.D.P. expresses that a huge amount is spent in this I.T.D.P. area by each department of government so at least one sub-divisional level officer of every connected department be posted at Kuchinda. A review revealed that there is no sub-divisional officer for P.H.D. and Electrical (distribution) and also the post of Horticulturist has not been filled up since its creation. Of course later on the post of Project Officer Horticulture was created and the officer has started functioning since 1977-78.

In the absence of sub-divisional level officer the works of those department could not make much progress and the tribal beneficiaries connected with such departments have to suffer a lot. It is felt by the officials and beneficiaries that efficient working of different schemes in Kuchinda I.T.D.P. area require the presence of sub-divisional level officers at Kuchinda.
8.6. **Personnel Policy:**

The success of tribal development programme depends upon a sound personnel policy in regard to recruitment, training and promotion of the officials in whose hands the responsibility of solving tribal problems rest.

The tribal communities have varied social, economic and political structures and value systems. There are striking differences in their levels of development as also their ethnic linguistic and socio-cultural backgrounds. What, therefore, holds good in one case need not necessarily apply to other cases. Unless this diversity in life and culture of tribal communities is appreciated and understood by the officers, the objective of tribal development programme can not be fulfilled. It is therefore very important to underline the need for preparing the minds and attitudes of the officers by orientation training courses before sending them to tribal areas. The tribal research institute at Bhubaneswar will have to play the leadership role in organising the training courses for different categories of personnel.

As the requirements of the officers of various categories are different the institute should arrange their training in institutions whenever such specialised training facilities are available. For instance, for top level officials attention may be given to the national level and services of the national institutions may have to be used. As regards the officers of intermediate and lower levels, the Tribal Research
Institute itself will attend to their training needs. The content of training courses for each category of personnel should include tribal ethnology, constitutional safeguards, government policy approach and strategy in respect of tribal development. The syllabi should be so devised that trainees get a clear picture of the problems faced by the tribal population and the various aspects of their socio-economic conditions. Duration of training may differ from one level to another. For officers at the top level there may be short duration extending for 7 to 10 days followed by field visits.

The middle level officers who implement programmes in tribal areas require more intensive training of about two to three weeks duration. For the field level personnel who come in contact constantly with the tribal people a minimum of 4 to 6 weeks training would be needed.

Posting of an officer to tribal areas is regarded as a sort of punishment to him for bad work done elsewhere or for incurring displeasure of his superior authorities for some reason or other. It is considered to be a disgrace and not an honour. Some officers resent to go to tribal areas as the tribal areas are lacking in many essential facilities such as quarters, education, health, transportation, market etc. Even houses are not available on rent. Under such circumstances the officers spend their time in nearby towns and carry on their work in a perfunctory manner. Thus officers deputed to tribal areas need
certain incentives like tribal allowance, special commendation in their services and promotion.

But the government of Orissa has not yet followed a separate personnel policy for the administration of tribal areas. The general policy in the state is also applied in case of Kuchinda I.T.D.P.

In Kuchinda I.T.D.P. the resources and personnel of 12 Departments of the Government were involved in the Planning and the execution of the 9 schemes of ITDP.

8.7. Administrative Machinery:

For the execution of one or more schemes of the I.T.D.P. one or more departments were involved directly or indirectly. For example, Land Reclamation and Land Development came under the purview of the Soil Conservation Department which had been entrusted with the work of selecting the list of beneficiaries and executing the work of Land Reclamation and Land Development.

Of course the officials of Revenue Department and the Forest Department were also associated with these two schemes in so far as selecting of lands for the tribal beneficiaries was concerned.

The officials of each department responsible for executing the variety of schemes are classified under three categories: Higher level officials, Supervising officials and
Field Officials. Now we shall discuss how the officials of the three categories of different departments coordinated their resources in the planning and the execution of the schemes of ITDP and what problems they had faced in the integration of their resources. We shall also discuss the suggestions offered by them for avoiding the problems in the integration of their resources so that better results of ITDP may be obtained.

**Officials of 3 levels**

1. Co-ordination among Different Departments.
2. Problems in Co-ordination.
3. Suggestions for improvement.

The total number of field officials, supervising staff and higher officers responsible for executing the I.T.D.P. programmes under various schemes have been shown in Table-1.

Table-1 showing the different categories of officials involved in the execution of the various schemes of I.T.D.P.

<table>
<thead>
<tr>
<th>Categories of Officials</th>
<th>Different schemes and the Number of Officials</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Land Recl-</td>
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<tr>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Higher level</td>
<td>2</td>
</tr>
<tr>
<td>officials</td>
<td></td>
</tr>
<tr>
<td>Supervising</td>
<td>4</td>
</tr>
<tr>
<td>officials</td>
<td></td>
</tr>
<tr>
<td>Officials in the field</td>
<td>9</td>
</tr>
<tr>
<td>TOTAL</td>
<td>15</td>
</tr>
</tbody>
</table>
8.8. **Obstacles faced by the officials**:

Theoretically a scheme may be good but the real problem arises when it is being executed. In order to know the difficulties faced by the officials while executing these schemes, question schedule was prepared for the official and got their views recorded.

The question put to an official was whether he had faced any obstacle or not while performing his duty. This obstacle might have come from the side of (a) the people (b) the political leaders (c) the officers of his department (d) the subordinate of his department (e) the officers of other departments. All categories of officials responsible for implementing the Land Reclamation and Land Development Schemes stated that they did not face any obstacles from any quarters while executing the schemes.

In Crop Demonstration scheme out of 52 officials, 42 expressed the view that they did face obstacle while executing the scheme.

Out of 195 officials, there are some who are involved in the execution of more than one schemes. These officers include:

1) All the officials of Soil Conservation Department
2) Managing Directors of the LAMPS
3) D.V.O., V.A.S. and Veterinary Stock-man.
4) Assistant Registrar Co-operative Societies.
5) The V.A.Ws.
6) The Bank personnel.
The District Collector and District Magistrate as the Chairman of the I.T.D.P. is associated with all the schemes. He has to bring about co-ordination among all the departments for successful implementation of different schemes in the I.T.D.P. areas.

The S.O.-cum-Project Administrator is assisted by the Special Officer and the official staff of the I.T.D.P. office. These officials are also associated with all the schemes of I.T.D.P. and try to maintain co-ordination and co-operation among all the departments.

It is the field officers who come in direct touch with the beneficiaries. The success of any scheme depends much on such officials. Therefore, the number of field officials should be more than supervising and higher level officials.

In Dug well scheme out of 11 officials 9, in Input Assistance out of 19, 17, in Goat rearing, out of 33, 28 in Poultry, out of 23, 22, in bee-keeping and in Horticulture out of 19, 17, expressed the view that they had faced some difficulties while performing their duties.

The common obstacle, as stated by the officials, was from the side of the people in so far as they were reluctant to undertake a particular scheme. To overcome the difficulties, each officer provided his own suggestion and ultimately all such suggestions were brought under some common categories.
8.9. **Suggestion** :-

All categories of officials who felt the common difficulties while executing different schemes gave a general suggestion for all the schemes.

It is said that since the tribals are un-educated, they fail to understand the purpose and utility of each scheme. Therefore, the tribals should be given education. Besides formal education the tribal beneficiaries should be educated in the respective schemes in which they are interested.

All the tribals are addicted to drinking liquors or of that sort which are prepared by them at home. No scheme will be sincerely executed if its beneficiaries are drunkards. Unless drink habit is checked, most of the schemes of I.T.D.P. will not work successfully.

Besides these two common suggestions applicable for all schemes, there are particular suggestion which may be applicable for particular scheme.

For successful implementation of Land Reclamation and Land Development Scheme it is suggested that the Soil Conservation Department should be asked to select the land to be reclaimed for the tribal beneficiaries. The reclaimed land should be confined to different patches which should be associated with irrigation facilities. Only one scheme in isolation can not help the tribal to improve his economic conditions. For this more than one schemes should be given to a tribal. For example, Land Reclamation Scheme will be of no use if irrigation facilities are
not provided for it. Thus Dug-well scheme should be supplemented by Input Assistance which will be very much useful for him. Taking into consideration the feasibility of the area, complementary schemes like, goat rearing, or bee-keeping or horticulture should be taken up by the beneficiary so as to improve his economic condition.

A good Administrative machinery will be essential for executing the various schemes of I.T.D.P. As the I.T.D.P. is functioning at the Sub-Divisional level, all departments associated with the schemes of I.T.D.P. should have their sub-divisional office at Kuchinda. Till now the P.H.D. and Electrical (Distribution) Departments have no sub-divisional officer at Kuchinda.

Whether the Project Administrator should be a man of the Indian Administrative Service or a Senior Class I Officer of the Orissa Administrative Service is a debatable question. However, the government of Orissa had declared that in 11 I.T.D.Ps. Out of 19, an Independent Officer of the I.A.S. Cadre or a Class I officer of the Orissa Administrative Service be appointed as Project Administrator. In five I.T.D.Ps. including Kuchinda, the S.D.O. is made the Project Administrator.

For execution of 9 schemes of ITDP at Kuchinda 150 Field officials, 31 supervising officials and 14 higher level officers are involved. These officials belong to different departments.

While performing their role these officers have to face certain obstacles. The main obstacles is put by the
people who are not enthusiastic and sincere to undertake the various schemes of I.T.D.P.

This drawback can be removed if proper education is imparted to the tribal beneficiaries. Not only formal education but also training in different fields in which a tribal beneficiary is interested, be given to him.

Since the tribals are addicted to drinking this habit has to be changed at any cost so that each scheme of I.T.D.P. will work successfully. Sincerity, honesty and integrity of the officials involved in executing these schemes will go a long way in making this scheme a success.

The administrative structure in the tribal area should be simple one so that development administration will be more effective. The Renuka Roy Committee recommended in this context long ago still holds good to-day.

The essence of the recommendation of this committee was that a basic factor that could make a substantial difference in the success or failure of a plan for tribal welfare was its simplicity. The level of development and cognition of the tribal communities is so low that the multiplicity and complexity of the administrative machinery helps only in confusing them. Over-administration does more harm than good to the tribal people who are unable to grasp the functional differentiations of various sections of the administrative structure and to assimilate the advice which is directed to them by these administrative ramifications.
In this context it would be more appropriate to present the view of some beneficiaries of goat rearing scheme of village Dansanadhi in Telitilaimal Panchayat in Kuchinda Block. They told us during collection of data from their village that they had not received the subsidy and for that they met the block officials, the bank personnel and the officers of the Animal Husbandry department. This is an example of complexity of administrative machinery functioning in Kuchinda I.T.D.P. area.

Therefore, a very simple Unitary administrative organisation providing package of help in time is most suitable to the tribal situations.

This integrated functional approach has multiple advantages. It would require less number of personnel than what is required a narrow specialisations and multiplicity of institutions. It would cut down heavy over head expenditure and ensure better utilisation of services.

Posting of experienced and high level officers to developmental stations in tribal areas would solve many administrative and developmental problems. Thus dedicated and highly specialised officers will, without doubt, take up work amidst overwhelming difficulties in a spirit of adventure.

The tribal areas have many peculiarities in the spheres of economic transaction, social organisation and belief system.
An intimate knowledge about the tribal life and culture will enable an officer to work with understanding and efficiency. The specially selected officers can grasp these cultural peculiarities more quickly than ordinary officers can and relate them to the fundamentals of policies for tribal development and devise suitable ways and means to work-through and not in rivalry to them. The trick of success in tribal areas in development administration is the involvement of tribal people in the developmental process. In fact, more backward an area, the more it is necessary to have an intimate relationship and closer interaction between the administrative staff and tribal people. The tribal people may not have any educational qualification but they have a very good grasp over their habitat and environment. Naturally they can suggest better solutions to the problems which they face than the educated outsiders who have no understanding of the tribal and its environment.

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