CHAPTER - IV
POWERS AND FUNCTIONS OF TT.D GOVERNING BODY
4.1 INTRODUCTION

Administration is a determinative function while management is an executive function. Even though administration and management are used interchangeably in practice, there is a difference between these two terms. Administration is the overall determination of policies and major objectives. It is the laying down of the general purpose of the institution, the framing of its major policies, the formulation of general procedure and the charting out of the broad programmes and approval of the specific programmes/projects/schemes. Management is the function of executing the policies within the limits set up and within the powers delegated to officers at various levels by the administration.

The Management covers the functions of planning, organizing, co-ordinating, controlling, directing, motivating, communicating, executing and regulating so as to achieve the objectives within the framework of the administrative activity of the organization.

An organization is an essentially man-directed and multiple goal oriented network of interacting administrative and operational processes and corresponding facilitating systems and is immersed in a broader network of processes and systems with which it interacts. Any large scale administration has a structure a patterned arrangement of relations among the persons engaged in the administrative enterprise. The control problem of any organization is the distribution and structuring of power. Its authority has to be exercised through institutions and people and particular elements of authority are therefore vested in designated major bodies and offices. The law that
distributes authority allotted to each body or office. Compliance by major bodies and officials with the legally prescribed conditions is a requisite for legitimacy of their decisions.

This Chapter deals with a critical appraisal of the powers and functions of the apex body of the TTD administration which is the Governing Body. The study of this Chapter would bring to light of the three main organs viz., The Board, Management committee and the Executive Officer, the only occupy in the task of administration for which they are looked up together. The control and supervision exercised by the State Government would also form a part of the study.

In this context it is necessary to examine the organisation under the provisions made in the TTD Act 36 of 1987. It contains perceptibly expanded structure than in the old Acts. It the framers of the 1979 Act had relied upon a two-tier system for the administration of the TTD, the creators of the 1987 Act had introduced a three-tier system, induding more men, agencies and procedures. Thus the Governing Body of the TTD is constituted with more organs and more members than in the past, perhaps to meet the requirements of the growing size and complexity of the organisation.

Normally the usefulness of the administration can be scanned through the policies it lays down and goals it sets for accomplishment. It depends upon what type of set up it embarks upon to carry out its activities. The Act of 1987 was sought to ensure better administration as its objectives and the framers of the Act seemed to have been interested to create a structure different from that of the old one to serve the growing needs and necessities of the TTD.

The law entrusts the authority to run the TTD to the following body which
consists of a three-tier structure:

a) The Board of Tirumala Tirupati Devasthanams
b) The Management Committee and
c) The Executive Officer

4.1.1 The TTD Board

The TTD Board consists of 13 members (including the Commissioner and the Executive Officer, who are its ex-officio members) appointed by the Government for a term of three years. The Executive Officer will act as the Ex-officio Member Secretary to the Board. The Board acts as a link between the Government and the TTD administration.

4.1.2 Term of Office and Allowance of the Board of Trustees

The Chairman and any other member of the Board of Trustees other than the ex-officio member shall hold office for a period of three years from the date of appointment by the Government. The tenure of the Board is reduced in 1990 to two years by amending Section 99 of the principal Act. The Chairman or members are not eligible for drawing any salary or other remuneration from the funds of TTD except such honourarium or compensatory allowance or travelling allowance as may be prescribed from time to time.

4.1.3 Dissolution of the Board of Trustees

The Government may dissolve the Board of Trustees on the recommendation of the Commissioner of Endowments, if the Government concludes that the Board of Trustees has failed to perform its functions or has exceeded or abused any of the
powers conferred upon it

4 1 4 Specified Authority

In this context, the Act provided a separate provision for the appointment of specified authority to discharge the powers of the Board of Trustees on any of the following conditions

1. Where the Board of Trustees have ceased to function after the expiry of its term

2. Where the Board of Trustees has been dissolved under Section 135 for failure to perform its functions or exceeding or abusing the powers. It may function for a period of not exceeding one year.

The powers and functions of the Board of Trustees under the above circumstances are exercised by the Commissioner of Endowments and Executive Officer of TTD as members of the specified authority until the Board of Trustees is reconstituted in accordance with the provisions of the Act of 1987 by the Government of Andhra Pradesh

4 1 5 Powers and Functions of the Board

The powers and the functions of the Board are

i) to lay down general lines of policy and recommend Policy lines on various facilities, services, amenities, welfare and safety measures to be provided to the pilgrim devotees, worshippers resorting to the TTD

ii) to approve the budget placed before it with or without modification and forward the same to the Government for sanction
m) to review the Administrative Report submitted to it by the Committee and a submit a
copy of the same to the Government with its remarks thereon. Unlike the Trust
Board in the previous Acts that had full control over the administration the existence
of the present Board does not appear to serve substantially useful purpose as it does
not have the characteristics of Trustees

Previously the administration of the TTD was vested in the Board of Trustees with
powers to manage the properties and affairs of the Devasthanams. But the present Board
seems to have no worthy business to transact except to lay down general outlines of policy
and recommend policies for the benefit of the Pilgrims.

The deliberate omission of the term 'Trustees' who manage the properties indicates the
intention of the Government not vest administration and authority of managing the
properties of the temple to the Board but in a small body called the Management Committee

Holding the office in the Board some times provides a passport for higher positions
There were instances of some members on the Board becoming Ministers later on. Our
survey shows that by and large whoever were accommodated in the Board and political
antecedents instead of religious or moral expertise. The lacunae in the nomination of
members is that there is no specific mention in the Act about the qualifications or
pre-requisites. Some of the ex-ministers had the ambition of becoming the Chairman of the
TTD Trust Board because of its status.

It is the statutory duty of the Executive Officer to execute the decisions of the
Board. Being a member of the Board the E.O. is naturally a party to all such decisions
Often the views of the Executive Officer carry much weight with the Board as they are based
on his vast experience. Actually he finds it convenient to faithfully implement them. Most
of the respondents feel that those who execute (it is the E.O. who is the actual person) the tasks pertaining to this public facility-oriented administration should not be reluctant to consider the advise rendered collectively by some experts on various matters if at all they are put on the Board. Since the E.O.'s disposition may be (because he is the Chief Executive of the administration) that he is at least bound by the time factor which would certainly not permit him to look to manifold activities of administration of a temple which has gigantic dimensions and far reaching implications.

It is suggested that the Board of CTD instead of becoming a place of accommodation for the ruling party members should consist of experts possessing special knowledge in the matters like religion, education, law, transport, engineering, banking etc., so that they can properly guide, suggest and advise the Executive Officer who is already overburdened on technical matters. The respondents suggest that the procedure of nomination to the Board may be suitably changed.

There is a demand for All-India representation on the Board surfaced now and then, since the major revenue accruing to the temple is through the voluntary contributions from devotees visiting the shrine from different parts of the country. Some respondents agree for such demand. But majority of the people interviewed held the view that it would be rather difficult to work out a common and acceptable norm for such representation. Further the question of All-India representation is not consistent with the prevailing practices in the different shrines of the country. Since it is a subject under State administration carried on by the people of Andhra Pradesh, the State Legislature is competent to decide the nature and ambit of representation.
Representation from all over India is not conducive to the efficiency in the administration of a shrine of this stature. Hence, the existing system has a better rational appeal and needs no change in respect of representation.

As already discussed earlier, the jurisdiction of the Board is very much restricted even in the matter of policy making and giving guidelines. The Board is not given any jurisdiction in regard to the following matters though it is given overall power to supervise and review the administration.

The Temple Administration as such includes fixation of dates, introduction of new sevas or festivals and conduct of prayers and festivals in schedule one of 1979 Act.

The functioning of the Educational Institutions and other Charitable institutions mentioned in schedule 2.

Service matters of either hereditary employees or non-hereditary employees.

Guidelines in regard to the administration and utilization of TTD funds including investment policy.

It looks if the TTD Board guidelines are to be confined only to the matters relating to the facilities to the pilgrim devotees and worshippers resorting to TTD. The TTD Act 30 came into vogue on 23-5-1987. Prior to the said date the TTD Administration was governed by the TTD Act 20/1979 from the entry No 28 in the concurrent list of 7th schedule of the constitution of India. The Board has not laid down any policy guidelines for a long period, even in regard to facilities to the pilgrim and safety of their personal property. The regular Board with 11 members came into existence on 16th July 1980 after the ordinance was issued on 18th May 1979. There was only an interim Board consisting of the Secretary to Government.
t's Commissioner. Department of Endowments and the Executive Officer of TTD for more than one year until the actual Board came into effect.

With the creation of the Management Committee which now actually prescribes the policies and programmes of the administration the separate entity of the Board seems to have declined in importance. The TTD Board can lay down only general lines of policy and give guidelines on the above said matters. The processing of the budget is also a formality. It may be the numerical strength of its powers but does not make it an effective organ of the TTD, as it is a formal effort to receive the administrative report and record it without any serious recommendation or decision.

The intention of the framers to increase the number of members to 13 as against in 11 in the 1979 Act was to enlarge the strength of the Board to provide wider representations of various shades of opinion from different parts of the country. One of the criticisms raised by the respondents during interviews is that the party in power uses such forums like the TTD Board to accommodate its members who are otherwise not given terms in other lucrative positions.

413 The Management Committee

The Management Committee of the TTD is constituted by the Government and it comprises of only 5 members appointed for a term of 3 years. The composition of the Committee is as follows:

1) the Chairman of the Board, who shall be ex-officio Chairman of the Committee

2) the Commissioner who shall be a member ex-officio

3) the Executive Officer who shall be ex officio member. Secretary of the
committee

iv) two other members (one shall be a member of the State Legislature and from the Board to be nominated by the Government.

This small body of 5 members is expected to function as a unit for the purpose of carrying out the objects of the TTD enactment

The administration of TTD is vested in the Management Committee whose functions are broadly divided into the following:

i) to manage the properties, funds, etc.

ii) to arrange the conduct of the daily worship of the TTD

iii) to fix fees or the performance of any actana or any service or work or emissions or ceremonies affiliated with TTD institutions and the temples

iv) to exercise general superintendence and control over administration and in conformity with the policy decisions taken by the Board

v) the Committee is more or less in charge of the TTD administration (the entire property of the TTD vests in the Management Committee. It is the Management Committee that has been constituted to function as the juristic person for the purpose of dealing with any legal matters\textsuperscript{2}

vi) the funds of the TTD are administered by the Committee in accordance with guidelines prescribed

vii) to fix, revise and alter the duties in the TTD temples and institutions

viii) to frame rules to govern the service conditions of the hereditary and non-hereditary employees of the TTD subjects to such guidelines as prescribed by Government\textsuperscript{5}
x) to fix the pay and allowance of the employees

xi) to prepare the budget of the TTD and approve the Audit report and place it before the Board

xii) to act as Appellate Authority against orders passed by the Executive Officer

xiii) not to give or accept any gifts and to sell or exchange any movable property owned can also give the immovable property on lease

4.1.4 Powers of Management Committee

Management Committee as a compact body consists of five members can deliver the goods with expedition. Management Committee now combines in itself the functions of the Commissioners and also the Board of Trustees under previous enactment of 1979. It was made a very powerful body. It has got overall control and supervision over all the officers of the TTD. The Management Committee has more or less supreme authority in almost every aspect of TTD administration. It lays down all the policies to be executed from time to time, keeping the guidelines specified by the enactment made by the Government.

The main function of the Management Committee is to see the pilgrim facilities, in other words to make the administration a pilgrim-facility oriented administrators. If one looks at different items for which the TTD funds are utilised as enumerated under Sec 23 of the Act, one comes to an inevitable conclusion that the funds of the TTD are intended to be utilised only for all types of facilities and amenities of pilgrims visiting the shrines of the temples and religious institutions of TTD and the entire work is to be done for the purpose of achieving this object.
While it is so, the Management Committee has been able to establish what is called HROs and also SVSVS by making combination grants to provide to meet the expenditure for the purpose for which these institutions are established. The Management Committee is also empowered to fix or revise the dittans and it is the Committee in which the entire property vested. It is also empowered with the powers to lay down the procedures for carrying out of purposes of the act keeping the guidelines and the rules framed by the Governor.

There is apprehension that it can also tend to become autocratic. Having made the committee very powerful, the Government has undermined the role of the Board of TTD. By strengthening the Management Committee in preference to the Board and making provision for only 5 members, of whom two are the Commissioner of Endowments and the Executive Officer of the TTD, the intention of the Government seems to be to empower both the Commissioner and the Executive Officer who are deputed from its service cadre, to play a dominant role. As has already been mentioned, in the changed structure of the Administration for the TTD, the Board of TTD although placed at the apex is made almost a subsidiary organ in effect unlike in the previous Act of 1979 and the Management Committee ever shadowing it in letter and spirit as far as the administration is concerned.

4.1.5 The Executive Officer

The Executive Officer appointed by the Government is a senior I A S Officer. He has been given the general powers to carry out all or any purposes of the Act, stated to the control of the Management Committee.
of Trustees does not indicate any lasting cordiality and coordination because both, the Executive Officer and the Board were competing with each other to establish their supremacy. Sometimes in the interest of the institution, the Executive Officer had often ignored the decisions of the Board by exercising the emergency powers conferred by the law when he felt that the decisions of the Board were not conducive to the smooth functioning of the institution. Even in the present Act, the Executive Officer continues to enjoy the same powers. Sub-Rule (2) of Rule 15, enables the Executive Officer to record his dissent as the Ex Officio-Member-Secretary, if he considers that a policy resolution of the Board of Committee:

1) has not been passed according to law or

2) is in excess or abuse of powers conferred on it by or under the Act or by any other law, or

3) if implemented, is likely to cause financial loss to the TTD, danger to human life, health or safety or is likely to lead to the breach of peace or

4) is not generally beneficial to the TTD, of course in such a case he shall have to place the matter before the Committee, and if the Committee by a majority decision agrees with him, he shall have to place the resolution again before the Board for its reconsideration. If the Board still adheres to the original resolution or order, he shall have to report the matter to the Government. The orders of the Government shall be final and binding. In such cases he has to replace the matter before the Management Committee/Board for reconsideration and take further action as provided for in the Act and Rules.

It is the statutory duty of the Executive Officer to execute the decisions of the
Board. Being a member of the Board he is naturally a party to all such decisions. Often the
views of the Executive Officer carry much weight with the Board as they are based on his
best experience. Actually he finds it convenient to faithfully implement the decisions arrived
by the Board after thorough discussions where all aspects of the problems are examined. He
is made responsible for the proper maintenance and custody of records and properties of the
TTD. He is also responsible for proper collection of offerings made in the temples
specified.22

The Executive Officer is given a special power in case of an emergency to direct the
execution of any work or carrying out any action which is not provided in the Act or in the
budget. He can also direct payment for the said works from the TTD funds. He has however
to report the action taken by him to the Committee stating the reasons governing rules

Another important power given to the Executive Officer to employ temporarily
additional officers and servants of any cadre in the TTD in case of an emergency.24 For
the smooth running of the administration and for making the institution an autonomous
body powers to take on-the-spot decisions should be given to the Executive Officer. Now
the administration is very much decentralized and powers have been delegated by the
Management Committee to E O by the E C to the Subordinate Officers at various levels.5

The Management Committee has delegated several of its powers and functions to the
Executive Officer so that he can carry out the administration smoothly and very effectively
without being required to approach it every now and then. Similarly the Executive Officer
has delegated several of his powers and functions under the Act 50 of 1987 to the Joint
Executive Officer and several other subordinate officers in the TTD. The Executive Officer, however, retains the powers to control and supervise them. By delegating the functions entrusted to him, he is able to focus his attention on the major problems confronting the TTD and this has also resulted in effective decentralisation of the administration which is essential for the administration of such big organisations like the TTD.

4.1.6 Functions of the Executive Officer as Ex-Officio-Member-Secretary of Board/Committee

The Executive Officer has to convene the meetings of the Board and Committee. He has to scrutinise the subjects and include them in the agenda for the Board and Committee Meeting.

4.1.7 A Critical Appraisal of the Role of the Executive Officer

The position of the Executive Officer who is the Chief Executive of the TTD with enormous finances needs special scrutiny.

The administration of the TTD provides tests of its efficiency every day and at every stage because of its pilgrimage orientation and the enormous responsibilities connected with it. The post of the Executive Officer as the Chief Executive assumes greater importance. Even in 1935, while making the first major Appeal, the then Minister for Religious Endowments declared:

For an institution of such an importance as Tirupati, it should not required
argument on my part to show that the officer at the helm of secular affairs should be of some status to command the esteem of the public and the subordinates in the service of the Devasthanam."

With the passage of time, along with an increase in the number of pilgrims visiting this temple, the challenges to the TTD administration have also been correspondingly growing. When the position of Commissioner (re-designated as E O later) as the Executive authority was evaluated with such importance by the State Government in 1933 itself, it could easily be understood that the degree of his responsibility is assuming greater proportions in the subsequent times. Through the legislative actions, the position of the E O, when in for consolidation and it has reached new heights in the present Act.

"The debatable point, ever since the first major act was introduced in 1933, had always been as to who should be powerful whether the Board of Trustees or the Executive Officer. There were ample instances where the Board had tried to establish its supremacy because, its very composition was based on the principles of democracy to give broader representation to people. Those, who represented on the Board, indulged in the inescapable thinking that they were the representatives of the people in that august body and their involvement in the matters relating to decisions was on expression of the will of the people. As it happens by and large in a democratic set up, it is a confrontation between those who make policies and those who implement them. It is pertinent to note that a significant memo of the AP State Government issued in 1961 was ship against the democratic elements. The Government held that

"If the Board of Trustees interfere in regard to the incurring of the minor
items of expenditure, as in the case of the two Resolutions under reference, it becomes
difficult for the Executive Officer to carry on his day-to-day administration.\textsuperscript{30}

It was evident that the State Government which was ultimately accountable for
the smooth functioning of the temples in the State has chosen to strengthen the hands
of the Executive Officer. Even since the inception of the post of the Executive Officer,
all the Government, be it in composite Madras or Andhra Pradesh, had heavily relied
on the services of the Executive Officer to run his pivotal shrine. True, such
administrative background would help the incumbent EOs to have the necessary
confidence to tackle the multifarious problems of the TTD that otherwise would baffle
a lesser competent person. But the limitation of the term of office of the EO to
three years with only a likely extension, handicaps those officers who genuinely wish
to register a marked improvement all-round. Thus, he has to have a feel of the TTD
administration which involves considerable time. Secondly, he must plan for
improvement which again consumes time. Thirdly, he must execute the plans with
sustained supervision and guidance. All this definitely requires more time than is
allotted in the statute. The Executive Officer is generally disturbed at a ripe time
when he really sets his mind on doing something really tangible, and that should not
be the case.\textsuperscript{31} It may then, do well if the term of office of the Executive Officer is
extended because it would certainly allow more latitude for an Executive Officer to
plan and execute an action that would yield far-reaching positive results, by suitably
comprehending the complexities and requirements of the administration of this big
temple. On the other side, it is held by some respondents that the long term of office
may prove fatal to the administration if the Officer is not one of established integrity.
and proven efficiency. The Government can by all means choose a person of proven integrity and competence and extend the original term of office for the Executive Officer at least five years and that would certainly help him to lead the administration more effectively.

Where executive promptness and vigour are essential to protect the interests of the community such as order and security, it is rational to ensure that single head is made powerful. That being so for the TTD dealing with scores of pilgrims the Executive Officer is made all-powerful in preference to the Board. I was told that such time will be lost inevitably for consultation and discussions, if the decisions were to come from the Board which would certainly hamper the administration. Also the Executive Officer can act with the expected swiftness exercising the gamut of powers entrusted to him, instead of depending upon the Board. The framers of the present Act might have felt that, in making the Executive Officer the main instrument of the administration it would be easier to define clearly the responsibilities and identity as well.

Differences of opinion that normally arise in the Boards always lead to disintegration and lack of well-articulated direction in administration. Even as it is the Board's decisions have to be compromise decisions, not representing the entire conviction or viewpoint of any one of the members. But the present Executive Officer who is an Ex-Officio-Member of the compact Management Committee that lays down the policies, can provide a meaningful direction for the administration of the TTD and his decisions shall carry certain amount of conviction.

However, with the frequent change of the B.Os there seems to be no
consistency as the views and policies of individual Executive Officers change though in good faith. This is causing considerable damage to the institutions and also to employees. "It is suggested that committees consisting of experts may be constituted for each department and each activity on the lines of Educational Committees for colleges to bring about some consistency." [3]

One can, without any reservation, acknowledge the importance of the role to be played by the Executive Officer in the TTD administration and appreciate the intention of the State Government to make the Executive Officer powerful. But, what is rather significant to note is that the Executive Officer who is purely an administrative head is conferred with a voting right in the meetings of the Board and Committee in his capacity as Ex-Officio Member Secretary. It appears that the Government, in making the Executive Officer powerful has left nothing to chance. By drawing both the Executive Officer and the Commissioner of the Endowments into the Management Committee, that is to have only 5 members in all and conferring voting rights on them the Government perhaps had desired to run the administration of this affluent shrine on sound footing. The State Government had reserved the right for itself to prescribe the purposes for which the surplus funds of the temple have to be utilised. The State Government which is the appointing authority of the Executive Officer to this prestigious shrine plays the role of the guardian of the TTD funds. Hence, the part to be played by the Executive Officer in the administration of TTD generates more interest because, as an Executive of the administration he has to safeguard the interest of the TTD and as an agent of the State Government he has to implement its policy. Situation has not arisen to see the Executive Officer offering
4111 Determination of personnel

Willoughby is of the opinion that it is not wise for policy making body to control personnel in day-to-day work. Any attempt to prescribe limitations upon sub-ordinate personnel gives rise to a rigidity that is sure to inflict injury on the organisation. The Act which provides for the setting up of services after providing for the different cadres of personnel may provide the manner of recruitment of such officers and employees as may be necessary from time to time. Provided by law this will leave sufficient discretion to the Board to determine each year the provision that shall be made for the subordinate personnel of a service at the time of granting appropriations for that service. Thus the Board should not interfere in day-to-day administration of the organisation.

4112 Determination of Rules of Procedure

Rules are embodied in the Act. Regarding the rules of procedure which are concerned with purely administrative operations within the services it is better to leave wide discretion to the Management Committee and the Executive Officer concerned. The Board should have control over them through a proper system of accounts reports audit and the like. Thus the Board should give directions in general terms and provide that the Chief Executive charged with their execution shall furnish its detailed data regarding their action from time to time.

Though the inherent danger implied in empowering the Executive Officer with all powers is that it may lead to despotism yet the ultimate responsibility lies with the Legislature to keep a constant watch and vigil over the activities of this important
powers or Magisterial powers. He has only to prefer complaints before the State Police or the Excise Officers or to file criminal cases against the offenders before a Magistrate. However, power has been given to the Executive Officer (under clause (d) of Sub-section (3) of Section 27) to accept from any person who has committed or is reasonably suspected of having committed an offence (under clause 'b' of sec 27(3), a sum not exceeding Rs. 500/- by way of composition of the offence committee. The composition is in lieu of prosecution before a Magistrate. Where the offender refuses to have the offence compounded, the Executive Officer has the necessary powers to launch a criminal complaint before a First Class Magistrate or file a complaint before the Police. As the TTD Act stands today, the offences specified in the Act have not been cognizable offences, while they are cognizable offences under the previous 1929 Act.

Even in cases of eviction of encroachers on the TTD lands, the Executive Officer has to approach a First Class Magistrate and seek police help for the purpose of eviction, if the Encroacher fails to honour the eviction orders of the Executive Officer (Sec 31 of the Act).

It can thus be seen that the Executive Officer does not have any powers of either the Police or that of a Magistrate. He being the Chief Administrator in principle, the Executive Officer should not have any such power. That is so even in the case of Corporations and such other public undertakings.

4.1.8 Relationship Between the Board, Management Committee and the Executive Officer.

There is a sharp distinction between policy formulation and execution, i.e., to
execute the policies efficiently. There is no denying of the fact that there is difference between the duties of Political Members and the Administrative Officers but the difference is more of a degree rather than of a kind. If we look to the top administrators we will find that most of what they do is political in nature. Although apparently policy making is the function of the Board yet most of the ground work is done by the Management Committee and Executive Officer. No clear-cut line of demarcation can be drawn to say where policy-making ends and administration begins. The Board, as a policy-making body performs numerous functions only with the help of the Management Committee and the Executive Officer.

It determines the following activities to be undertaken:

It has to decide the nature of organization necessary for carrying out the activities.

It has to determine the personnel that would be required for the organization.

It determines the rules of procedure to be employed by the organization.

It provides for funds which it shall make available to the organization for carrying out the activities and

It has to design a system for supervising and controlling the organization so that the work may be done efficiently.

4.1.9 Determination of the activities to be undertaken.

Regarding the first function there can be little doubt that the determination of what the Management Committee and the Executive Officer shall do is a responsibility that rests upon the T.A.D. Board. The power to be adopted by the Management Committee and the Executive Officer both in the terms of internal and external fields of various activities is set out by the
Board. But it does not mean that it should lay down all the details of a policy. The specific action which shall be performed in carrying out the policy. In practice it prescribes the policy in general terms and leaves the details to the Management Committee and the Executive Officer. To illustrate, it may lay down that accommodation should be increased, but it should not go to the length of prescribing the places where cottages should be built. It should leave that judgement to the Management Committee and the Executive Officer which is bound to be better in regard to the details than the Board because the former being in close touch with administration is in a better position to understand its needs. If the Board goes into details it denies the initiative to the Management Committee and the Executive Officer and thereby may kill the efficiency of administration. The Board should feel contented with the determination of the general programme and should be interested in its efficient execution. Beyond this it should proceed conservatively, and its further specification should be advisory rather than mandatory upon the chief executive.

4.1.10 Determination of organisation

It is desirable that the Board should content itself with making only the most general provision regarding the organisation to be determined by the chief executive because he is the person who is responsible for running the administration. The Board cannot handle this matter in an intelligent manner as those who are directly responsible for the conduct of affairs. If the Board determined the organisation, it gives rigidity to it. Hence the Chief Executive i.e., the Management Committee and the Executive Officer should be given the necessary powers to shape the administration units according to the requirements of administration.
enough resistance to the pressure from the State Government on the ground that the religious
and secular affairs would be affected with the actions of the State Government.

What Alexander Hamilton once said in a different context applies to the Executive
Officer, he said: A single man in each department of the administration would be greatly
preferable. It would give us a change of more knowledge, more activity, more responsibility
and of course more zeal and attention.

Though the inherent danger implied in empowering one individual like the Executive
Officer with all powers is that it may lead to despotism yet the ultimate responsibility
for Executive Officer's activities lies with the State Government which is accountable
to the Legislature. It would thus be the ultimate responsibility of the Legislature comprising
of elected representatives to keep a constant watch and vigil over the activities of this
important organisation.

Due to the challenges faced by the TTD administration and mounting problems
confronting it every day, it is considered reasonable that the Executive Officer should
have an administrative position backed up with sufficient powers to deliver the goods. The
survey results confirm that the TTD Act of 1979 had done well to give pre-eminence to the
Executive Officer in the administration which is exposed to the public eye because of its
religious and cultural importance of this shrine at all levels.

For the above purposes certain acts which adversely affect the prestige and sanctity
of the TTD administration and certain other acts which have been notified as offences the
provisions of the Gram Panchayat Act and Public Health Act have been prohibited. Although
the Executive Officer being the Chief Administrative Officer and the executive authority
under the said Act of 1987 the Executive Officer has not been given either police
Having touched an annual income of about Rs 19 crores to day the TTD has undertaken a wide range of activities and developmental programmes that invite a national attention. It is thus natural that the role of the Executive Officer has become very important in the administrative set up of the TTD. Any deficient person for this pivotal position would definitely endanger the correct of this administration locked up in several worthy activities. So, the Executive Officer's post in the autonomous body of TTD is not an ornamental one but is of greater significance for, he is expected to have dealing with many a man of high standing in the society.

There is a criticism that Executive Officer functions as both the yes and ears of the Management Committee and the Board. The Management Committee cannot see beyond what has been projected by the Executive Officer. Hence it is suggested that the Board of the Management Committee can have their own sources to view the matters and ascertain the full facts if necessary by having appointed its own sub-committees.

4.2 Powers of the Commissioner

As per 1966 Act he had powers of control and supervision and inspection. Further, all the important powers like sanction of posts, right from the Attendees cadre up to the peishkars cadre were vested in him. Now his position is reduced to more of ex-officio member of the Board and the Management Committee. There was no difficulty in the procedure as long as TTD was a middle sized institution with moderate income and limited employees and with the Executive Officer in the cadre of Deputy Collector. But with the lapse of time the income has gone up from Rs 25 crores to Rs 250 crores. The staff strength has gone up from 2000 to 15000 and a
number of new institutions have been opened with the result it became necessary to transfer all
the powers of the Commissioner to the Management Committee. Now he can preside over
the meetings of both the Board and the Management Committee in the absence of the
Chairman. He has been given specific powers to recommend for dissolution of the Board and
also the Committee under certain circumstances. But however there is a criticism to the
effect that Commissioner being himself a member of the Board and also a Committee and is
very much involved in their functioning and he is made competent to recommend for
dissolution of the Board and Management Committee. Of course this matter appears to be
engaging the attention of Government and in fact it is understood that this subject is also
raised by sub-committee or subordinate legislation constituted by the Government. It is high
time that the Government should amend the provisions of the Act. He has no other specific
functions to perform except taking part in the deliberation of the Board's meetings. But one
advantage that the Commissioner of Endowments has been in charge of numerous temples in
the State his experience in the matter of administering the temples will be of great asset to
both the Management Committee and the Board.

The Government has also reserved the powers to appoint the high officials like the
Executive Officer Joint Executive Officers Financial Advisor and Chief Accounts Officer
Chief Security and Vigilance Officer Public Relations Officer Conservator of Forest etc.
from time to time on tenure basis.

It is a fact that the administration of TTD requires in view of its continual growth and
development the services of many heads of departments are required for shouldering the
responsibility of the departments/sections concerned.
The powers, duties and functions delegated to the Board of Trustees, Heads of Departments and Sections by the Executive Officer are in conformity with the provisions of Chapter XIV, Section 83 of the Act No. 30 of 1987.

A close look at the internal organisation of the TTD would reveal that all the offices of officers created under the Act of 1987 have been strengthened the hands of the Executive Officer who would benefit from the hierarchy of the officers in perceiving what is going on in this complex of interactions in which heterogeneous elements, such as man, machines, ideologies, social conditions, political interference and other conditions continue to produce both intended and unforeseen results. Thus, the internal structure has been useful to translate the policy decisions about goals into operational procedure that produce objective and desirable results.

The above personnel within the internal organisation are sources of policy drafts and enable the Board/Management Committee to understand the main interplay of policy and implementation and gauge their fitness and viability.
<table>
<thead>
<tr>
<th>Sl No</th>
<th>Resolution No &amp; Date</th>
<th>Gist of the Resolution</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>20/30 4 1995</td>
<td>Reimbursement may be given at the rates prescribed for free seats. Resolved to request the Government to permit reimbursement at the reasonable rates fixed by Government of A P (other benefits to employees)</td>
</tr>
<tr>
<td>2</td>
<td>73/30 4 1995</td>
<td>The Commissioner, Endowments suggested that the choultries that are constructed by the T T D near the temples under the endowments department may be handed over to the Executive Officer's of concerned temples. The matter was discussed by the specified authority and it is resolved to hand over the management of the choultries constructed by the T T D to the concerned Executive Officer's of temples. It is also resolved that separate accounts for the receipts of the choultries and the amounts spent for betterment of the choultries</td>
</tr>
<tr>
<td>3</td>
<td>112/30 6 1995</td>
<td>In the interest of pilgrim public, the Devasthanam may contribute Kumkum to be distributed as prasadam not exceeding 6 kgs a day</td>
</tr>
<tr>
<td>4</td>
<td>216/30 6 1995</td>
<td>Proposal as suggested now in modified form. Approved. We may request S V University to start the coaching facilities. For reimbursement for current year, we may have to await Government orders</td>
</tr>
<tr>
<td>5</td>
<td>76/20 8 1995</td>
<td>Muni's Share of Anna Prasadam to be distributed freely to the pilgrims (Approved)</td>
</tr>
<tr>
<td>6</td>
<td>266/10 9 1995</td>
<td>Approved to allot land to Ramakrishna Seva Samithi as requested by the Mutt on lease basis</td>
</tr>
<tr>
<td>No</td>
<td>Date</td>
<td>Details</td>
</tr>
<tr>
<td>----</td>
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<td>-----------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>7</td>
<td>400/30 11 1995</td>
<td>We can give free of cost as it is Venkateswara Temple (supply of stone idols and panchaloha vighrams to Bharathiya Hindu Temple, Columbus, USA)</td>
</tr>
<tr>
<td>8</td>
<td>506/30 11 1995</td>
<td>Committee may negotiate the price with M/s Wipro &amp; their agencies who have developed software (computerisation of issue of laddu tokens)</td>
</tr>
<tr>
<td>9</td>
<td>65/31 5 1996</td>
<td>We may allot Rs 2 lakhs as budget (Supply of Dugasambhams to other temples at free of cost)</td>
</tr>
<tr>
<td>10</td>
<td>110/31 1996</td>
<td>Recommended to Government for sanction and release (Tirupati as a model town)</td>
</tr>
<tr>
<td>11</td>
<td>120/31 1996</td>
<td>Administrative sanction for construction of Akasaganga stream Approved</td>
</tr>
<tr>
<td>12</td>
<td>193/1 7 1996</td>
<td>We may disburse amounts without employer employee relationship arising. We may give with retrospective effect (W P No 638/87 dt 19 3 1996, Muasi rights - abolished)</td>
</tr>
<tr>
<td>No.</td>
<td>No.</td>
<td>Date</td>
</tr>
<tr>
<td>-----</td>
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<td>------------</td>
</tr>
<tr>
<td>13</td>
<td>196/1 7 1996</td>
<td>Approved</td>
</tr>
<tr>
<td>14</td>
<td>588/1 10 1996</td>
<td>Prohibition of Political organisation and their activities in Irumulla Proposal Approved</td>
</tr>
<tr>
<td>15</td>
<td>1067/26 2 1997</td>
<td>Approved as proposed</td>
</tr>
<tr>
<td>16</td>
<td>1111/26 2 1997</td>
<td>Approved</td>
</tr>
<tr>
<td>17</td>
<td>148/20 1 1997</td>
<td>Sanction of Rs 2,40,000/- being half of the total cost for printing of all the eight volumes as this is a valuable work, deserving encouragement (Publication of Yoga Vasistam)</td>
</tr>
<tr>
<td>18</td>
<td>480/10 9 1997</td>
<td>Approved</td>
</tr>
<tr>
<td>19</td>
<td>634/24 10 1997</td>
<td>The Board of Trustees, TTD, have taken the following decisions in connection with streamlining of sale of tickets to the pilgrims:</td>
</tr>
</tbody>
</table>
The pilgrims desiring to have Swayam Darshanam and coming through Vaikuntam Queue Complex will get one small laddu at the rate of Rs 5/- (Rupees five only) for each pilgrim (including children of any age).

2) Special Darshan which is now being provided at Rs 30/- per head is enhanced to Rs 40/- with one free small laddu and a special darshan ticket of Rs 50/- per head is introduced with two small laddus at free of cost.

3) Aayutha Seva ticket holders Where free laddu prasadam is not attached on production of seva ticket will be entitled for one small laddu per person at the rate of Rs 10/- per small laddu.

4) Laddu Padi Scheme is revised as follows

i) Small laddu padi without darshan - Rs 10/- small laddus
ii) Small laddu padi without darshan Rs 200/- - 20 small laddus

NB Each person will get only 1 ticket.
m) Big Laddu padi with darshan
   - Rs 1000/- 5 persons will be allowed for darshan through Cellar and 10 big laddus will be given

iv) Big laddu padi with darshan
   - Rs 1500/- 5 persons will be allowed for darshan through Cellar and 15 big laddus will be given

v) Big laddu padi with darshan Rs 2,500/-
   - 5 persons will be allowed for darshan through Cellar and 30 big laddus will be given

Existing Rs 750/- and Rs 200/- Laddu Padi schemes stand cancelled

5) Big laddu will be sold at the rate of Rs 75/- each at the counters

6) Employees are entitled for 10 small laddus in a month at the rate of Rs 5/- each. This quota will not be carried over from one month to another

20 895/23 12 1997 (Allotment of site at Tirumala to U H Pushpagan Sankara Peetadhvpathu for a period of 30 years on lease) Approved

21 617/24 10 1997 (Distribution of Seshavasthrams to various small temples) Approved

Source: Administration Report of TTD for the years 1995-96 and 1996-97
References


2. The TTD Bill No 15 of 1987

3. The TTD Act of 30 of 1987

4. Ibid Sec 4(1)

5. Ibid Sec 5 29 & 42

6. Ibid Sec 7

7. Ibid Sec 5


9. G and M No 2077, dt 16-7-1986 of the Revenue (Endowments) IT Department, Govt of Andhra Pradesh

10. The TTD Act 22 of 1979, Sec 5, Rule 15

11. The TTD Act 20 of 1979, Sec 8, Rule 14

12. The TTD Act, Sec 23 to 25

13. Ibid Sec 7 (vi)

14. Ibid, Sec 22(1)

15. Ibid, Sec 22(2)

16. Ibid, Sec 29(1)

17. Ibid Sec 32,33 & 34

18. Ibid, Sec 17 (1)

19. Ibid, Sec 20 (1)

20. Ibid, Sec 15 (2)
Ibid Sec 20 (1)(b) of Trust Schedule

7th Report of the Estimates Committee (5th Legislature Amendment 1974-75) Recommendation 88 (5)

Rules - G O Ms No 1138, Revenue Endowments (III) Department (11 10 79) - Rule 2 and 7

Ibid, Rule 4

Ibid, Rule 16

Vide Madras Legislative Council Debates, 1932, Vol XII 29 Madras Act No XIX of 1933 The TTD Act

Vide Government Memo No 1992, Home (Endt III) 11 8 1964

The Researcher's Interview with an Ex-Executive Officer TTD

C Anna Ram, Administration of Temple (1977), P 27

The TTD Act 23 of 1979

Ibid Sec 27(3)

Ibid, Sec 27(3)

W P Willoughby, Principles of Public Administration, p 22

Ibid, p 22

News papers Source

The Rule notified in G O Ms No 1238, Revenue (Endowments III) Department, dated 11 10 1979