CHAPTER VII

BASIC ELEMENTS

OF

KERNA INDUSTRY DEVELOPMENT
organization as a system to achieve specified goals is an abstraction for sets of human relationships and the activities that are undertaken to fulfill the declared objectives. That way, the goals or the purposes are of fundamental importance in any study of bureaucracy and administration. While patterns of organization may be conceived and designed, it is the goals and the purpose of organization that eventually determine the basic character of organisational relationships. Indeed, the purpose itself determines the basic principles of designing and structuring. It is possible to identify distinctive structural elements in organisations with varying purposes, for instance university system is typically a 'people-shaping' organisation. Similarly a manufacturing company would be designated as a 'product-shaping' organisation. The character of authority exercised and the control system in a military bureaucracy are likewise bound to be different when compared to a university organisation, having multiple quasi-autonomous structures within the system. How we think of the ecclesiastical organisations, it is clear that they are typically people-processing systems. The character of
such organisations are decisively conditioned by the basic purposes of goals. While a school was always part of temple or church in ancient and medieval times, the most prominent goal of a religious organisation has always been the conversion of the profane into the sacred. In this pursuit for higher values, revelation has always assumed a place of centrality and rational significance. It is this fundamental foundation of all religious organisations that has gone to determine the basic character of the organisation. The emergence of asceticism as a profession in medieval Europe is rooted in the mysteries of the truth.

In a different context, the development of hierarchical principles in the temple administrations of the Hindu religious systems also symbolises the peculiar organisational evolution in different religious systems. The personal administration as of several other sub-processes in a religious organisation are most likely to be adjusted to the needs and goals of the organisation. The point that deserves careful consideration is that of the impact of the untrained character of personnel system on the effective rendering of services in a religious organisation like the Tirugala Tirupati devasthanams. An equally important question would be the nature of
The influence of profound secular forces on personnel management in religious organisations. Finally, in the light of progressive secularisation of religious systems by exogenous vested interests, some basic modifications in the religious organisations are undertaken. For instance, it may seem somewhat paradoxical and even curious to find that there is a rapid increase in secular and civic activities of the RRO over years. In this connection, it may not be difficult to hazard a guess that a combination of internal and external forces have shrunk the sacred for the sake of serving secular and social needs. If this is even partly a valid proposition, it will be useful to examine the changing character of personnel administration and its impact on such a process described above. But before we examine the above-mentioned contemporary trends as experienced in the administration of RRO, it is necessary to touch upon the structure, elements and the distinctive features of the RRO personnel administrative system.

The nature and character of personnel management of the RRO reflects in great vividness, a historicous combination of tradition and modernity. There is a traditional management component which has come down as a historical necessity, unlike other organisations,
a traditional management component in a religious institution is a functional prerequisite, although certain elements of traditionalism may become extinct in course of time. The class of functionaries described as hereditary servants along with others who render basic religious services constitute the core-personnel structure in the system. A vast personnel force of both generalists and technical nature are woven around this core religious personnel structure which constitutes the second and numerically massive personnel component to which a personnel rim must be added. In the periphery of the system there are personnel who are aimed to render the extended services of the TM. Such that, the personnel system of TM is, as it were, an evolving and expanding circular mechanism with three basic structures viz., the core-religious functionaries, the auxiliary-servicarial-executive support structure and the extended service structure.

One other way of viewing the personnel system in the TM is in terms of the organization of the services themselves. The hereditary component of service personnel being what it is, there is natively recruited component in the sense of personnel born out of TM’s own cadre. Super-imposed on these two categories of
personnel are the deputed officers from the Government who come to occupy, that may be described as the top management bureaucracy for TD administration. In the last component apart from the deputed officers a few natively recruited senior personnel like the deputy executive officer can also be added. In other words, in the top management bureaucracy, which is effectively under the control of the executive officer and the other deputed associates, a few senior officers born on the TD Government service cadre are also seen. The recruitment and appointment to various positions has, however, been an unceremonious and rather haphazard process. In fact the TD administration has been evolving into a sophisticated system with growing structural differentiation and functional specificity. Its personnel pattern, likewise, has been evolving over years from a primitive process into a more organised and a modern management system.

To the hereditary component which is beyond any recruitment system, few more are added, rather skillfully are the reserve religious personnel recruited by the TD, into the general administration and the technical services. Personnel are recruited depending on the needs, pressures and favours. For one thing, the TD is not merely an autonomous body, its basic purposes are rooted in religion,
continuing and attainment of higher human values. This functional character makes a striking contrast with other corporate autonomous systems. Incidentally, the recruitment process in such a system is most likely to be a mixed process based on sometimes on patronage, merit-cum-patronage and at other times purely merit basis. Again it is to be stated that an autonomous body under highly labour intensive conditions has a natural propensity to absorb personnel disproportionately to its needs. Then the personnel in an autonomous public service organisation has a propensity to block direct recruitment through trade unionism as far as possible. So, in case to the most senior positions were filled on the basis of promotion subject to certain minimum conditions like passing account test or possessing minimum qualifications, there are provisions for alternative methods of recruitment. Some positions like welfare officers, club relation officers, welfare officers, catering officers, etc. in addition to welfare officers, catering officers, etc. are to be recruited directly. For certain positions, provision has been made both for direct recruitment as well as by promotion. One another mode of recruitment with alternatives is by direct recruitment or by loan of service or by promotion from lower cadres as in the case of assistant engineers. There are positions which are exclusively reserved for promotion
category as in the case of head-shroff. The position of head-shroff is to be filled by promotion from the shroff cadre. This recruitment to services in the T.T. is broadly done through three methods, viz.

1. By loan of service,
2. By direct recruitment, and
3. By promotion.

While some posts have to be filled only by direct method, and only by promotion, some by deputation only as in the case of Executive Officer, A.P. Deputy Executive Officer, Chief Engineer, Health Officer and some by alternative methods. The three methods outlined above signify the peculiar conditions in a religious organisation like T.T. As in the case of municipal corporations, the T.T. administration has to be administered by senior level officer in order to prevent autonomy degenerating into licence. In the case way, there are positions in the system which cannot be filled by direct recruitment as in the case of head-shroff. In this connection, a senior shroff will always be an experienced and functionally competent person than any freshers. That way, it is rational enough a personnel policy to keep certain positions exclusively to be filled up by promotion.

The merits of direct recruitment for organisations with
lower career opportunities counterbalanced by dominant propensities to insist on promotion. Young persons from the university may constitute a corrective force against decadence. The incorporation of the principles of ion of service or promotion on direct recruit in the personnel system of the is by itself a healthy arrangement except that numerous positions are put in uncertain conditions of alternative methods of recruitment. For scores of positions, the recruit may be by direct method or by promotion. Indeed, the number of positions with such alternative possibilities are numerically so large that it tends to nullify direct method, with many persons around, most positions with alternative methods are actually filled only by promotion. Experience also shows that a large number of positions are being added to the establishment to accommodate personnel by promotion. For instance, on the Tirumala temple the Vishkar's cadre has been expanded from one to six. In effect, it seems that hussk-jussk recruitment process in the tin has led to a great emphasis on promotion and strangely enough, the promotion boon has led to adding more posts to the establishment. It is in this background of recruitment, promotion and related personnel policies that a more detailed examination of the hereditary and secular
service components is proposed to be made in the following pages.

**Horary Services — The Hirsidars of the**

In the certain persons who are engaged in purely spiritual service in the temples are called Archakas or Hirsidars. They are horary service holders charged with the performance of several services and enjoy in some cases landed property granted to them as well as allowances in cash and kind. The archakas of the temple derive income from inam villages. They also receive cash allowances, bhavananas on occasions like Kalyanotavanas and archankonavanas.

There are four recognised families of archakas. By rotation each year one of the families gets the right to render service. It is estimated that the total income of archakas per annum would be of the order of about Rs. 20 lakhs, that of Ganekars is about Rs. 45 lakhs and that of Veera Shayanagee and Shama Shayanagee is about Rs. 9 lakhs respectively. These hirsidars employ competent persons to render service.

The term 'archaka' is defined as to include a pujari or other person, who performs or conducts any Arghana, Puja or other ritual in a temple in accordance
with the custom, usage, and tradition. Thus, he performs the service of 'archanatvan' in a temple.

A 'ujari or Archaka is appointed by the founder or the manager (called a Sevak in the north or a dharma-karta in the south) to conduct the worship and he is the servant of the manager. His duties relate mainly to the performance of the rites of consecration, worship, festivals, etc. In Vishnu temples, it is also the right of the worshippers to take through the hands the sacred water (thirtha) and other symbolic gifts and to have the god's 'jattari' or crown placed on their heads. In many cases he has also the custody of the jewels of the deity of the temple. No Archaka or ujari cannot change the ritual or the form of worship in a temple.

The term 'hereditary' means to succeed to whole office of a charitable or religious institution or endowment. The right to do archanatvan devolves according to the rule of succession laid down by the founder, governed by the usage, custom and tradition applicable to the temple or institution and according to law of succession. The practice to apportion, as can be had of such property and perquisites, by performance of the duties attached to the office and the enjoyment of the emoluments.

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1. The TTD Act 20 of 1979, I Chapter, Clause 2(a).
by the tradition of discharging the duties in rotation, and acquired the sanction of custom and usage and has also been recognised by law.

The tests for determining whether a particular office is hereditary or not, are:

"The tradition of the office from generation to generation i.e., from son to grandson, is prima-facie evidence. The succession must be consistent, precise and uniform. The fact that a number of a particular family held the office continuously for over a century is a positive proof to hold that the office was hereditary."

Every hereditary archaka shall be:

- a Hindu,
- a married person,
- not less than 25 years and not more than 55 years of age, and
- physically fit and not bodily disabled or aged.

Appointment and qualifications etc. of an archaka:

1. The executive officer shall be the authority competent to appoint an archaka.

2. The qualification necessary for an archaka to enter on his duties will be a certificate of proficiency.

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in Archakatwam or a diploma of the Sirusala Sirupali
ravanavanma Vedapathasala or any other certificate or
diploma recognised by the Committee as a competent thoroto
as adequate to qualify the Archaka for conducting worship
or ritual.

iii. Every Archaka whether hereditary or not
who was holding the post on 30.3.1979 or who succeeded
or was appointed to such post after such date, shall
within 2 years from the said date obtain a certificate
as to the qualifications specified in rule 127 and in
case of default shall not be allowed to perform the
function attached to the office till he acquires such
qualifications unless he has been excused by the
Committee from possessing the prescribed qualification.

iv. Any person succeeding to the office of
hereditary Archaka who does not possess or has not
acquired the qualification specified in rule 127 or
who for any reason is unable to discharge the duties
may, subject to approval by the Executive officer,
nominate in writing a duly qualified person as deputy
for such period as may be specified in the instrument
of nomination and such deputy may, on recognition by
the Executive officer, hold the office subject to the
rights and disabilities of the person who nominates
him.
provided that, in making nomination, preference will be given to a member of the Archeak's family who is duly qualified and willing to be nominated.

Besides those hereditary archeaks there are paid archeaks in certain temples owned by the T.T. They are treated as regular employees of the T.T. Their service conditions are governed by the very same rules that govern the regular non-hereditary establishment of the T.T.

The following temples are manned by non-hereditary archeaks:

1. The temple of Sri Kalyana Venkateswaraswamy Varu at Arinivasa Tangayaram,

2. The temple of Sri Sundararajeswary at Tiruchanur, and

3. The temples of Sri Parthasaradhiwamy and Sri Venkateswaraswamy temples in the premises of Sri Devindurajeswari temple at Tirupati.

The qualifications and the disqualifications prescribed in the case of hereditary archeaks apply mutuel-mutandis to the non-hereditary Archeaks also.

3. O.O.No.1238, Revenue (Endts. III) Department, dated 11.10.1979, Chapters XVI and XVII, Rule 115-130.
The Act 1 of 1956 prescribes the following qualifications to Archakes:

Qualifications and Remuneration to Archakes:

37.1(a) with effect on and from such date as may be appointed on behalf of the Government, every Archake attached to or serving in, a religious institution or endowment shall possess, subject to such qualifications as may be authorised by the Administrator, the following qualifications, namely:

A working knowledge of Sanskrit,

A good knowledge of the mantras, agamas and other relevant scriptures, rituals and mode of worship as required by the tenets of denominations, sect or sects, as the case may be,

A good knowledge of the Atharvaveda and tradition of the institutions to which he is or may be attached.

4. The Executive Officer shall not be bound to recognise a deputy of any Archake for more than one year, and any such Archake, who is absent for more than one year, shall not be entitled to continue his deputy or to draw his emoluments, and shall be liable for removal from office for failure to perform his duty, unless the management committee for valid reasons to be recorded in writing directs otherwise.

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5. T.T.O Rules (G.O.Ms.No. 1120, Revenue (Endows,III) Department, dt. 11.10.1979), Chapter XVII, Rule No.130.
The Non-Honorary Service System

Non-Honorary Employees:

Among the non-honorary employees, there are several categories, right from the executive officer to the cadre of the scavenger.

The particulars of the number of employees as on 31.3.1960 are furnished below:

<table>
<thead>
<tr>
<th>Category</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Officers</td>
<td>123</td>
</tr>
<tr>
<td>Other Staff</td>
<td>3,197</td>
</tr>
<tr>
<td>Total</td>
<td>5,345</td>
</tr>
</tbody>
</table>

The Act makes a specific provision for the appointment of Executive Officer, Joint Executive Officer, Financial Adviser and Chief Accounts Officer, C.A. Deputy Executive Officer by the Government. The qualifications and the manner of the recruitment have also been specified.

Thus the above categories are to be appointed by the Government.

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6. The TID Act 20 of 1979, Chapter III, Section 17.
7. Ibid, sec. 16.
All the other officers from the cadre of deputy executive officer and down can be appointed by the Committee. The (TT) Act makes provisions for the management of the properties, funds, affairs of the (TT) and the administration of the (TT) by the Management Committee. Further, the Act provides for making of regulations regarding the classifications, creation of posts, methods of recruitment, conditions of service, pay and allowances, discipline and conduct of such officers and executives constituting the establishment of the (TT). The Act enables the committee to fix and alter the number, designations and grades and salaries, fees and allowances payable to the officers and servants of the (TT) other than those appointed under Sec. 17. The Government have however reserved power to give guidelines to the Management Committee in the matter of framing service regulations etc. under sub-section (2) of the said section. The Government approved the service regulations framed and approved by the Management Committee.

9. Ibid, Sec. 7.
10. Ibid, Sec. 22, Sub-section (2).
11. J.O.Ms. No. 1338, Revenue (Indoments III) Department, dated 15.11.1979, approved in meeting dt. 2.11.1979 of the Management Committee (TTD).
However, because of agitation against the new service regulations by the employees unions and associations (Joint Action Committee) the said service regulations have been kept in abeyance by the Government. They have also directed that the Management Committee should discuss with the members of the employees' associations and frame fresh rules and regulations and send them to the Government for their approval. The Government have also directed that till new regulations are notified the regulations governing the service conditions of the TMO employees previously shall continue to be in operation.

Till the issue of the said notification, the service rules and regulations framed by the Government under the 1951 enactment in G.O. No. 293, Rural Welfare Department dated 27.2.1953 continued to be in operation.

12. Under the 1956 Act the service rules and recruitment rules were notified after lapse of 12 years in 1970 in G.O. No. 1350 Revenue (Endowments III) dated 2.9.70 and G.O. No. 1351 Revenue (Endowments III) dated 2.9.70.

13. Though these G.O. No. 1350 and 1351 were dated 2.9.1970 they came into operation only with effect from 23.9.1970 i.e. the date on which they were published in the official gazette. The rules framed in G.O. No. 1350 are called TMO office holders and servants (other than hereditary office holders) Recruitment rules, 1978. According to this G.O., the TMO service comprises of 21 categories mentioned in Annexure 1 to the said rule. The method of recruitment for appointments, the qualifications and the age prescribed for the various posts have been detailed in Annexure 2 to the said rules.
The following are the special provisions made in the schedule.

1. The method of recruitment, the qualification, age, pay and allowances, vacation, salary, travelling allowance and age of retirement in the case of teaching staff in the educational institutions of the T.O. affiliated to University and recognised by the educational department of the Government shall be governed by the rules and regulations of the University or of the state government as the case may be. In this connection, it may be mentioned that the three degree colleges namely, Sri Podakavesti College for Women, Sri Venkateswara Arts College and Sri Govindarajaswamy Arts College are affiliated to Sri Venkateswara University. Among the other institutions i.e. Sri Venkateswara Junior College and other schools etc. have been recognised by the Government and Education department. The institutions like (1) Sri Venkateswara Vedapatha College which has since been shifted from Tirumala to Saradageswaram and which is being run on gurukula lines (2) Sri Venkateswara School for Deaf, Dumb and Blind, (3) Sri Venkateswara Training Centre for Sculpture are not included under such categories. It is mentioned that the T.O. authorities are said to have approached the Government for recognition of the Deaf and Dumb School.
and the Vedapathasala at Narasingurum as entirely religious institution but the T.O. authorities do not seem to have approached the Government either for recognition or for the grants. 14.

The second G.O. I.A. 3/62/No. 1351 deals with the conditions of service of the T.O. servants other than honorary office holders. It will be beneficial to extract rule 6 of the said rules below:

It can be seen from the above rule that the T.O. employees are governed by almost all the rules and regulations that govern the State Government employees. It has also been made clear that all the orders and clarifications that are issued by the Government in respect of their employees are applicable to the T.O. employees also the extent that they are not inconsistent with the provisions of the Act No. 20 of 1970 and the rules framed thereunder.

Rule 6 of the said rules invested the Commissioner of the Endowments with the powers of Government, the Board of Trustees with the powers of the Head of the Department,

14. By amendments issued in G.O. No. 119 Revenue (Inda.III) Dptt. dt. 5.9.79 the Government gave power to the Management Committee to deal with any class or category of persons in the T.O. in such as may appeal to the committee to be just and equitable. The Government have issued amendments to Anmaure II relating to method of recruitment for appointment, qualification and age from time to time with reference to the exigencies in the T.O. administration.
in respect of employees whose salaries are Rs. 250/- and above per month and the executive officer in all other cases. The rules also provide for payment of pension to all the TTD employees except those that are employed on part time basis, nominal (Attendance) muster roll basis (M.R.) 15.

It can thus be seen that the TTD employees other than hereditary servants have been categorized into three sections:

1. Teaching staff employed in the colleges and schools mentioned in schedule II to the TTD Act 20 of 1979.

2. All the TTD non-hereditary employees other than the teaching staff.

3. Employees on deputation from the State Government.

In regard to the hereditary servants, namely:

1. Archakatvam Hirosiders,

2. Vankora (Cooks).

15. Thus the TTD employees other than hereditary servants are governed by the service regulations framed in the said G.O., in 1350 and 1351 by virtue of the fact that the service regulations framed and approved by the Management Committee by its resolution no. 554, dated 2.11.1979 and approved by the G.O., No. 1338, Revenue (Exts., III) Dept., dt: 15.11.1979, have been kept in abeyance.
3. Vella Rongar & Zhina Rongar,
4. Vella Miroi,
5. Gallagho Hornidens (Hudiana),
6. Acharya Yumarada,
7. Vasanmbi Hornidens, etc. etc.

There has been no change of any type till the issue of S.O. No. 1160 Revenue (Circular No. 21) Department dated 24.7.1981. In this S.O. the rules relating to the hereditary servants have been substituted by the following rules:

"No person shall be entitled for appointment to any vacancy of an office holder or servant, including an hereditary, merely on the ground that he is next in the line of succession to the last holder of the office or service or according to the usage or custom applicable to such office or service".

This rule which has been brought into force later dates at the very root of the hereditary servants. The effect of the rule is that as and when a hereditary servant dies or otherwise becomes incapacitated to discharge the service, the heredity ends there. Consequently the T.D will be at liberty to employ competent

persons to render service in their places and subject
to the rules applicable to non-hereditary servants.
The said Act, which seeks to eliminate the hereditary
right and heredity in course of time is a major step
taken by the Government.

The hereditary servants are not paid any remunera-
tion by the Trust as in the case of non-hereditary servants.
By custom, tradition and usage, they are entitled to
receive a particular share in anna proceeds and bonafides
that are offered to the Lord and also to certain fixed
allowances on occasions like Sri Vatil Arakshakavan etc.
Consequently the earnings of the hereditary Mirasidars
have gone by leaps and bounds and it will be no surprise
that as already pointed out Arakshakavan Mirasidars
receive about 30 to 40 lakhs a year by the sale of his share of
the said proceeds. This hereditary Mirasidars-ship is
leading to any number of complications and malpractices
which will have to be curbed. As earlier to 1961 the
report of Dr. C.V. Ramaswami Ayyar (Chairman of the 1958
Commission) appointed by the Government of India has
recommended abolition of hereditary rights in the reli-
gious institutions. Subsequently, almost every report
on the religious institutions by the estimation committee
and eminent people have also recommended abolition of
hereditary rights. In fact, the Madras Government has
taken a bold step for abolition of hereditary rights in religious institutions within the purview of the Board of Trustees department earlier to the 8. Government 17.

Their step has for reaching effect of improving the standard of each one of the hereditary services and bringing the employees under strict disciplinary control of the Management and Trustees.

It curbs assaying of wealth by the Uranisers in the name of the institution under the cost of the pilgrims, devotees and worshippers.

It utilises the proceeds and pangiyaars that are now being appropriated by the Uranisers by way of customary share, for the benefit of the common pilgrim devotees.

The employees of 701 other than hereditary servants have been given the right to appeal, revisions and review. Any person aggrieved by the order passed by Joint executive officer or the Executive officer is enabled to approach the committee in appeal (first appeal) there is also provision for a second appeal to the Government against the orders of the committee.

and

Several authors, committees and also S. Ramanathan have pointed out in unequivocal terms the following lacunae

in the sphere of the administration of the TR in service matters.

Time and again it has been stressed that there should be a separate recruitment body for recruitment of personnel required by the TR in its various branches on the lines of Public Service Commission. The need for such an independent body for recruitment is paramount because (a) the TR administration is a vast administration with almost all types of departments as in the state government with several thousands of employees (b) the executive officer or his subordinate officers by themselves do not have the necessary competence to make selection in a fair and just manner and further they are burdened with a multifarious administrative activities and have very little time to devote to the important task of selecting new employees, (c) the TR Board and the Management Committee under whose directions the Executive Officer carries on the administration, comprise of politicians and persons who are not experts in administrations (except the M.O. and Commissioner), consequently political interference cannot be excluded in the matter of selection. The political interference and vested interests ultimately result in recruitment of incompetent and inefficient

personal which will ultimately result in the deterioration of the standard of the administration.

As already pointed out the first appeals against the orders of the Executive Officer and the second appeals against the orders of the Joint Executive Officer lie to the Management Committee. The Management Committee comprises of politicians and officials who may be influenced by the ruling party/can. In this connection, it can be pointed out that specific provision has been made to the effect that when the J.E. hears the appeals against the orders of Executive Officer, the J.E. should not participate in the deliberations of the commision in relation to such an appeal.\textsuperscript{19} The Management Committee being predominantly a political body will be vulnerable to political and other types of influences. With the result its revision may not be generally judicious and do not stand the established test as in Government service to inculcate discipline which is the essence of efficiency in any administration.

No employee having not been trained on these lines they look to the Management Committee and \textit{vice versa} for anything and every thing they want, as explained above, since the Management Committee is considered to be predominantly a political body it is needless for one to explain

\textsuperscript{19} The TTP Act 20 of 1979, Sec. 22 Clause 12.
that the decisions which they take can only be to cater to the needs of the ruling political party and politicians. Further being politicians they are answerable to political pressure and within easy reach of a common man including the employees. With such a body empowered to administer the DDO in all its aspects including service matters of the employees the executive officer, a government official, cannot for obvious reasons, enforce discipline in the manner it ought to be enforced.

Apart from the above, the tenure of the Management Committee is only for a period of three years. 20 Statutorily the entire administration is kept in the hands of the Management Committee. It appears as though destinies of the employees are kept in its hands by enabling it to fix the service regulations, to fix the cadre strength in each cadre and also to fix pay and allowances etc. etc. 21 The government has reserved the right to dissolve the committee if it is not satisfied with the functioning of the committee. Then a new Management Committee comes in or the government changes i.e. council of ministers change there can absolutely be no guarantee that new Management Committees would toe the policy of the old Management Committees

20. The TTD Act 1979, Sec. 7.
21. Ibid, Sec. 22.
For these reasons it is highly desirable that the management committee to which the administration of the W. 1 in all its aspects is entrusted comprises of either experts or of purely government officials who could be persuaded by the government that administration is not run on proper lines. Apart from this, there shall have to be a re-orientation of the attitude of all the employees in the W.1 so as to instill in them that the pastors in the W.1 whom they are serving and from whom and receiving the compensation are the pilgrims and that honest, sincere and earnest service to the pilgrims will ultimately result in obtaining all the bliss and peace of the Lord. 22.

The W.1 has therefore to take up immediate steps in this direction by appointing a committee with experts on the subjects as members to chalk out the line of action and programs. Otherwise the administration is likely to come out to be an administration in a multi sector unit with all the labor and other problems between the employees and employees to the detriment of the pilgrim devotions and also the daily. More has not been any inspection or as such and it was only in 1974 and 1976 that the then commissioner had conducted inspection.

22. 7th Report of the Endowments Committee (5th Legislative Assembly 1974-75), Res.No. 130.
It is more than a decade since last inspection took place. It is highly desirable to have periodical inspection that would keep the employees reminding of the performance as expected from them.

A general survey of the RPO personnel administration reveals a number of shortcomings. Most defects noticeable in the system are due to widespread deviation practiced to gain personal and group benefits by the employees. As stated earlier, the administrative system has been conditioned and moulded by variety of internal and external forces. In relation to recruitment it could be stated that the government and the RPO management have taken adequate care to keep its recruitment policy sufficiently flexible and with adjusting mechanisms structured at different entry points. However, the number of deviations from the established norms and procedures of recruitment have been so enormous that they have made mockery of a flexible system. In fact, it could be stated that the very flexibility seems to function as a very bone of personnel administration, examples are numerous to permit listing here. From recruits without advertisement, promotions overlooking seniority and bypassing minimum qualifications, service extension due to political
pressures, creation of new posts to accommodate favourites, disproportionately in-takes of personnel without proper consideration of the needs, constitute only a sample of the T&D's personnel mismanagement. Secondly, in matters of service conditions, evidence abounds more controversy has been generated than achievement of satisfactory solutions. In view of conflicting demands and conclusively managed, the situation regarding service conditions remains fluid and unsettled. Thirdly, a related factor is the rapid growth of service unions in the administration. While the powerful individuals and groups force the administration to offset deviations, the service unions are growing assertive for better pay, exaltations, incentives and unceasing service conditions. The growth of service unions and its impact on administration are the constraints on the T&D management. Fourthly, in regard to motivation and morale of the employees, majority of the respondents felt that there is considerable decline in the general drive for meritorious work and enhanced performances. For a while, the religious character of the organisation did constitute the most significant motivating factor. But as secular activities of the T&D as well as the secular component of its personnel are increasing, the
service motivation and morale seem to be also in a general state of decline. There is a growing tendency among the personnel to view servicing as in terms of ordinary contractual relations without such attachment to the spirit of religiosity and devotion expected of them. Finally, widespread corruption and malpractices have virtually made the administration one of the most controversial institutions in the public administration of the state. Corruption and malpractices lead to greater vigilance and internal control. But the respondents (52%) are doubtful whether under present conditions the vigilance personnel could do anything substantial to arrest the large scale occurrence of malpractices.

The question of improving personnel administration, which in fact is the heart of any administration is a difficult proposition. With historical legacies, the traditional hankar, the external interference have all tended to make the administration a complicated affair. Yet, no organization of public importance with increasing incomes and growing activities can be allowed to remain in a state of decadence. Improvements in the

23. 7th report of the Estimates Committee (5th Legislative Assembly 1974-75) recommendation No. 130.
system should begin by designing a rational classification system under service structure. As things stand, the service structure needs to be remodelled into three broad classes viz., the generalist or common services, the technical services and the religious services that would make the creation of, so to speak, a personnel administrative hierarchy headed by an executive officer. In view of the pre-eminent position of the chief executive, it is desirable to redesignate the executive officer as the Commissioner for RT and likewise the Commissioner of Administration could be redesignated as the Director of Administration department. In regard to promotions and direct recruitment it is important that at least 50% of the total posts in RT should be thrown open for direct recruitment through a new religious while service commission to induce new blood and dynamism into the organisation. The importance of training for various categories of employees cannot be over emphasised since the RT is an expanding organisation, it is highly desirable to create an exclusive staff training college within the RT system where regular short term and long term training programmes could be conducted for the employees.

24. K. Kandenanthen, The History and Administration of RT (Unpublished Thesis, University of Madras), M.D. p.239,
Finally, the abolition of the hereditary service class, the creation of the rational service structure, the increase in direct recruitment and in service training to the employees are also of the most urgent and desirable issues which should be introduced to improve the personnel administration.