CHAPTER-II
ORGANIZATIONAL SET UP OF DISTRICT ADMINISTRATION

Ours is a world of organizations. We are invaded by organizations from different quarters, large ones, small ones, formal and informal ones, groups that are primarily economic, religious, military governments, educational, social or political. Organizations affect us enormously. In short, we lead organizational lives. Organization is simply people working together for a common goal.\(^1\) organizations exist to serve the needs of people. They exist to combine human efforts in order to achieve certain goals. They perform some activity that creates something of value for the individuals and/or groups. An organization, in fact, comes into being when: (1) there are persons able to communicate with each other, (2) who are willing to contribute action and (3) to accomplish a common purpose. Thus, people are fundamental to the study of organizations. No organization can exist without people, ghost villages and towns become uninhabited because they were no longer able to attract and hold people.\(^2\)

Human beings are need-fulfilling and goal-achieving entities. They create various types of strategies to fulfill their needs and to achieve their goals. One of the important strategies is to organize themselves. Organizations are social inventions or tools developed by men to achieve things otherwise not possible. Organizations are contrived social instruments through which society, or portions of it obtain things that either could not be obtained at all or could not be had as easily or cheaply.\(^3\) Organizations provide warmth and support for individuals. They provide social satisfactions to members. People are by nature, gregarious beings; they always want relationships with others. We can think of Organization as a process: the process of identifying and grouping the work to be performed, defining and delegating responsibility and authority.\(^4\)

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MEANING OF ORGANISATION

The Concise Oxford Dictionary defines the word ‘organisation’ “to organize” as “to frame and put into working order”. The term ‘organisation’ lends itself to three different meanings:

a) The act of designing;
b) The administrative structure, and
c) The structure itself.5

Organisation refers to a plan of action to ensure fulfillment of purpose or purposes which a group of individuals has set for realization, and towards the attainment of which they are collectively bending their energies. Organisation is the systematic bringing together of interdependent parts to form a unified whole through which authority, coordination and control may be exercised to achieve a given purpose.

DEFINITIONS

According to Mooney, “Organisation is the form of human association for the attainment of common purpose.”6

According to Pfiffner, “Organisation consists of relationship of individual to individual and group to group which are so related as bring about an orderly division.”

According to Luther Gullick, “Organisation is the formal structure of authority through which work sub-divisions are arranged, defined and co-ordinate for defined objectives.”

According to J. William Schulze, “An organisation is a combination of the necessary human beings, materials, tools, equipments, working space and appurtenances brought together, in a systematic and effective co-ordination to accomplish some desired results.”

According to Gladden, “Organisation is a pattern of relationships between persons in an enterprise, so contrived to fulfill the enterpriser’s functions.”7

After discussing the meaning and definitions of organisation, we can say that organizations are intervening elements between wants and their satisfactions and must

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5 Chester Barnard, The Functions of the Executive, Massachusetts, Harvard University Press, 1985, p. 120.
be established before the wants are satisfied.\textsuperscript{8} The act or process of organizing, the state or manner of being organized, a high degree of organization, something that has been organized or made into an ordered whole.\textsuperscript{9}

A structure is developed to give the shape to a tentative idea or thought about at the initial stage. The structure in the beginning is very simple because the size of organisation is small and it becomes a systematic approach as the organisation expends. At this stage, well planned and designed structure emerges out. The term ‘structure’ is highly abstract and illusive. However, its existence is real and affects everyone in the organisation. In simple term, structure is the pattern in which various parts or components are interrelated or interconnected. Thus structure establishes relationships among various positions and activities in the organisation and as because such positions are held by individuals; it prescribes relationships among people in the organisation.\textsuperscript{10}

**CONCEPT OF ORGANISATION STRUCTURE**

The concept of organisation structure is somewhat abstract and illusive. However, it is real and affects everyone in the organisation. In a simple term, structure is the pattern in which various parts or components are interrelated or inter connected. Thus, organisation structure is the established pattern or relationships among components or part of the organisation. This prescribes the relationships among various positions and activities. Since these positions are held by individuals, the structure is the relationship among people in the organisation. The organisation structure, being abstract, is not visible in the same way as a biological or mechanical structure, though it can be inferred from the actual operations and behaviors of the organisation. The biological or mechanical systems, such as organisms and machines, can be identified even when they are not working because they have both anatomy and physiology. The study of the anatomy is basically the study of the structure of the organisms whereas the physiology is concerned with the study of the functions of living organisms. Thus, biological and mechanical systems can be studied in both these terms-structure as well as functioning. This is not the case with social systems which do not have both anatomy and physiology. As such, it is very difficult, if not impossible, to make distinction between structure and process (functioning) of the organisation. In fact, some authors

\textsuperscript{9} Wikipedia English - The Free Encyclopedia.
suggest that it is not possible to study the structure of the organisation as distinct from its social process. ‘A social system is a structuring of events or happening rather than of physiological parts it, therefore, has no structure apart from its functioning.\textsuperscript{11}

\section*{IMPORTANCE OF ORGANIZATIONS}

Organisations are pervasive in modern organizational society. We are born in organizations, educated by organizations, and most of us spend much of our lives working for organizations. We spend much of our leisure time paying, playing and praying in organizations. Most of us will die in an organization, and when the time comes for burial, the largest organization of all the state-must grant official permission.\textsuperscript{12}

Thus modern society is essentially organizational in nature. In fact the existence of organizations is as old as civilization. Anthropologists have discovered evidence of organizations in the primitive society of earliest known humans; however, such organizations were simple once derived from the family units. Subsequently other form of human groups also divided in answer to the demands of tribal, living, religious teachings, and barter and commerce. Today organizations have become one of the crucial factors affecting the life of human beings. Argyris explains their importance by saying that organizations are usually framed to meet objectives that can best be met collectively. Basically, organizations have grown in size because of three reasons: Limitations of individuals, Social reasons, and material reasons.

\section*{ORGANISATIONAL CHART}

Once an organizational structure is determined, the same can be shown in a simple way with the help of a chart. It depicts the major functions and positions of the organization and their interrelationships. It provides the picture of the organisation at a glance. The following definitions will help to understand the meaning and functions of chart:

According to Louis A Allen, the organisation chart is a graphic means of showing organisation data. Organisation charts are snap-shots; they show only the formal organisation and depict it for only a given moment in time. In short, organisation chart is a diagrammatical representation of levels of authority, the relative


authority in each level, span of management and line of communication. A chart may be presented in a vertical (Pyramid) form, in horizontal form keeping highest position at extreme left and the lowest position at the extreme right. In a circular form, the top most position is shown in the centre and all other relations around it.

Chart 2.1
ORGANIZATION CHART OF DISTRICT SHIMLA, D.C. OFFICE

Source: D.C. Office, Shimla.

From the analysis of organization chart it is evident that it is the Deputy Commissioner who is at the top level, followed by

- Additional Deputy commissioner
- Additional District Magistrate (2) A.D.M. (Law & Order) and A.D.M. (Protocol)
- A.C. to D.C., P.O.DRDA
- District Revenue Officer
- S.D.M. (2) S.D.M. (Rural) and S.D.M. (Urban)
- Tehsildars (2), Tehsildars (Urban), Tehsildars (Rural),
- Naib - Tehsildars, Naib - Tehsildars (Urban), Naib – Tehsildars (Rural).

ORGANISATIONAL SET UP OF DISTRICT SHIMLA, D.C. OFFICE

The wide variety of functions undertaken at the district level result in a complex administrative system at district level. Apart from the office of the District Collector, there are several departments and officials are appointed to make the administration more efficient and effective. The functions of all functionaries given below: (Annexure-1).

Deputy Commissioner (DC)

DC Shimla district is the pivot of district administration. Being chief executive of the district he has to perform multifarious duties for which he has been supplied with adequate number of staff for respective field of activities. The importance of Deputy Commissioner/Collector is so much that he is regarded as the eyes, ears and arms of the state government. List of Deputy Commissioner’s of Shimla district after independence has been discussed with the help of an annuexure. (Annexure-3)
ADDITIONAL DEPUTY COMMISSIONER (ADC)

Deputy Commissioner in Shimla District is the pivot of district administration. Being chief executive of the district, he has to perform multifarious functions/duties for which he has been supplied with adequate number of staff for respective fields of activities. The DC is assisted in his work by a functionary who belongs to Indian Administrative service (IAS) as in Shimla. Mrs. Meera Mohanty is the ADC of District Shimla at present. She helps the DC in his day- today functions. In the absence of Deputy Commissioner, Additional Deputy Commissioner performs the functions of the Deputy Commissioner. Thus she is also the vice-chairman of the District Rural Development Agency (DRDA). The ADC is the chief planning officer of Shimla District and there is a number of staff under her/his control:-

- Research officer Economist
- Credit Planning officer
- Technical Assistant
- Assistant
- Clerk
- Steno-typist
- Peon

This staff looks after the functions pertaining to rural development, grievances, local fund planning and employment generations etc.\(^{17}\)

ADM (Law and Order)

Prior to independence Deputy Commissioner’s performance was largely evaluated in his competence in maintaining law and order. Even today, he has magisterial powers of grant, suspension and cancellation of licenses for arms, explosives, motor and petroleum etc. For the successful execution of all these functions he is assisted by Additional Deputy Magistrate. The Assistant Commissioner, SDM (Rural) and SDM (Urban) and District Revenue Officer functions under his control. He is mainly concerned with the cases of land disputes, instant assistance due to natural calamities and deal with all the court cases.

This section is mainly concerned with the cases of law and order as the name itself suggests. This particular section has two main units namely:

- Peshi Branch (Assistant)
- Miscellaneous Branch

**Peshi Branch (Assistant)**

The work of Peshi Branch is to give instant assistance to the sufferer of natural calamity cases such as fire accidents and other damages. Secondly it deals with the court cases and makes its relief thereof. Thirdly it deals with the encroachment, land ceiling, land exchange, parcel of land and issuing of pattas etc. the branch has two Assistants, four Clerks, and one Patwari (Navtor clerk).

**Miscellaneous Branch**

The functions of this branch is mainly to work for functions and programmes in the districts and secondly maintenance of cash regarding investment and procurement. Organisational chart of the section of ADM (Law & Order):

**Chart 2.2**

**Miscellaneous Branch**

- **Deputy Commissioner**
- **ADM (Law and Order)**
  - Peshi Branch (Assistant 1, Clerk 4, Patwari 1)
  - Miscellaneous Branch

1. Sadar Kanungo REA Budget DRA Revenue DRA Records District Relief Branch
2. RSA-1 Asstt. Clerk Clerks-2 Clerks-2 (Kanungo-1 and Patwari-3)
3. Office Kanungo
4. Land Relief Assistant
5. Muafi & Jagir Muharar
6. Patwari
7. Class- iv

Source: DC office, Shimla.

Sadar Qanungo Branch

As the title suggests he is incharge of the branch known as Sadar Qanungo and is the only one in a district. It is the main revenue branch, all field data are gathered here to keep the record of the whole district.

REA (Revenue Establishment Account Branch)

This branch deals with payments of all types of accounts like wages etc. The branch at present has one budget assistance and four clerks.

District Revenue Account Branch (DRA)

This deals with land cases pertaining to land revenue assistant and has one accountant and two clerks.

District Relief Branch

This unit works for natural calamity relief gratuitous relief. Systematically procedure programme from field of district head quarters. This unit has one Kanungo and three Patwari clerks.

Sadar Kanungo Branch

Sadar Kanungo is the head of this branch and is the only one in a district. It is the main revenue branch and all field data are gathered here to keep the record of the whole district. The officials who assist him in his work are listed position wise in the following paragraphs:-

Revenue Establishment Assistant (RSA or REA)

He is of Kanungo rank. His work is to keep agriculture statistics and he is on establishment side too. He is assisted by two assistants (Patwari) in his work office Kanungo (1). He is there to keep the district record of revenue.
Land Reform Assistant

He assists or deals with seat of land reform. There are two officials of clerk cadre who deal with the court matters.

Revenue Establishment Account (REA) Branch

This branch deals with payments of all types of accounts like wages etc. The branch at present has one budget assistant and four clerks.

DISTRICT REVENUE ACCOUNTANT

This deals with land cases pertaining to land revenue assistant and has one accountant and two clerks.

DISTRICT RELIEF BRANCH (RECOVERY)\textsuperscript{18}

As the name suggests, this unit deals with grant and recovery of loan cases and secondly with land revenue collection and jakavi loan etc. This branch has one accountant and two clerks.

DISTRICT RELIEF BRANCH

This unit work for natural calamity relief gratuitous relief and systematically procedure programme from field of district head quarters. This unit has one Kanungo and three Patwari clerks.

ADC (DEVELOPMENT AND PLANNING)

He works only in the sphere of development and planning. But he is less concerned with revenue work. The areas of operation are clearly shown in the following chart:

\textsuperscript{18} Ibid.
Sadar Qanungo Branch

As the title suggests he is incharge of the branch known as Sadar Qanungo and is the only one in a district. It is the main revenue branch, all field data are gathered here to keep the record of the whole district.

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Chart 2.4

ADC (DEVELOPMENT AND PLANNING)

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District
    ↓
Sub-Division
    ↓
Tehsil
    ↓
Sub-Tehsil
    ↓
Kanungo Circle
    ↓
Patwari Circle
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\(^{19}\) Ibid.
In Shimla district, there are seven sub-divisions namely:-

- Theog
- Shimla (Urban)
- Shimla (Rural)
- Rampur
- Chopal
- Rohru
- Dodra-Kawar

In Shimla district there are 12 Tehsils and 5 sub-tehsils stated earlier in the administrative history of Shimla district.

**SUB-DIVISION LEVEL**

Sub-division is under the charge of an assistant to the collector called a sub-divisional officer/SDM/Assistant collector/Sub Collector/Revenue Divisional officer/Print officer. The SDO is either a newly recruited member of the IAS or a member of state civil service. Sub-divisional magistrate in case of Revenue Assistant Collector Grade-I uses his power of revenue officer in his jurisdiction.

**TEHSIL OR SUB-TEHSILS LEVEL**

The state government may appoint any Tehsildar to an Assistant Collector of the first or second grade. As it thinks fit, and any Naib-Tehsildar to be an Assistant Collector of the second grade. Tehsildar enjoys good prestige in his tehsils. He is not expected to deal with any civil suit but his magisterial work is important. His efficiency, more than that of any other officer in the district expects the revenue assistant depends in his capacity for revenue work.

There is no substantial difference between the duties of Tehsildar and Naib-Tehsildar has been invested with the powers of assistant collector 1st grade under Punjab revenue act in H.P. 1st and 2nd as mentioned above with regards to partition cases only. Where as Naib-Tehsildars are assistant collector 2nd grade for all purposes. In criminal powers also they differ. The Tehsildars are normally magistrate 2nd class and the Naib-Tehsildars are of magistrate 3rd.
KANUNGO CIRCLE AND PATWARI CIRCLES

Each Kanungo circle comprises of about 5 to 8 Patwar circle of the district Shimla. Which are under the charge of Patwari. The duties of the Kanungos are of a supervisory nature. He is a man of status being one important and the only link between tehsil officer and Patwari. Each Tehsilder has been provided with one office Kanungo. Whose main duty is to consolidate the information?

The lowest but very important field official is Patwari. His duties include conducting surveys, Field inspection, recording of crops, revision of maps or reports relating to mutation, partitions, revenue or rent, taquavi etc. under the order of the collector. He prepares the records of rights. He is also required to assist the relief of agriculture distress or census operations. He helps in the training of the young officers and in framing the programmes of work of revenue officers. The Patwaris’ promotion, transfers, and punishment made by the collectors.\textsuperscript{20}

THE COLLECTORATE

A collectorate is the office of District Collector located in the headquarter of the district. It is divided into various sections. Each branch helps the collector in the performance of his functions and fulfillment of his administrative responsibilities. The following are some of the branches of district Shimla collectorate:-

1) General Branch
2) Accounts Branch
3) Development Branch
4) Planning Branch
5) Establishment Branch
6) Revenue Branch
7) Copying Agency
8) Motor License Branch
9) General Record Room
10) Sadar Kanungo Branch
11) Sugam\textsuperscript{21}

Functions of General Branch

1) The issue of SC/ST/OBC, Domicile and PRC Certificates.
2) Miscellaneous matters relating to the General Public
   • Maintenance of the circuit house.
   • Matters relating to other departments.
   • Matters relating to Awards.
   • Matters relating to celebration of National/State holidays.
   • Matters relating to civil/Military liaison conferences.
   • Maintenance of records, Notifications.
   • Matters relating to Assembly/Parliament.
   • Mobilisation of small Savings.
   • Issue/Receipt of Dak maintenance of Service Postage Stamp.

Functions of Establishment Branch

1) Posting & Transfers of officers & staff of D.C.’s office and amalgamated establishment.
2) Retention of posts.
3) Creation of posts.
4) Pay Commission.
5) Department Promotion Committee.
6) Pension.
7) Sanction of extended Scale.
8) Creation of Administrative unit.
9) Disciplinary proceeding.
10) Department Training of IAS/MCS/Staff.
11) Unauthorized absence of staff.
Sanction of leave, Maintenance of Service Book and Leave Account.
Sanction of holidays foregone.
Sanction of Leave Concession.
Sanction of drawal of surrendered E.L.
Sanction of Advance (Puja, Christmas, etc. and temporary withdrawal of G.P.F.
Installation of Telephone.
Purchase (Repairs of T.W. Machines/Duplicating machines and other office equipments).

Functions of Election Branch

Election Branch deals with election matters as regards preparation of Electoral Rolls and Conduct of Elections to the Assembly and to the Parliament and works connected thereto. The Election Commission of India appoints officers to look after the affairs of election. They are Chief Electoral Officer at the State Level and the District Election Officer who is also Deputy Commissioner at the District Level. Besides them, there are other functionaries such as Electoral Registration Officer/Assistant Electoral Registration Officer to assist the District Election Officer in discharge of election works. Election works are voluminous and therefore entails employment of large number of employees the requirement of which is met by requisitioning the staff of other Govt. departments. Once drafted for election work, all officers and staff are under the superintendence, direction and control of the Election Commission of India.

Functions of Development Branch

The Development Branch is DC’s office as the name suggests deals with various development schemes. The funds for these schemes are placed at the disposal of the Deputy Commissioner. The DC in turn release the funds through the BDO concerned to the beneficiaries for implementation of the schemes. The beneficiaries have to take undertaking that the scheme will be implemented in the way and for the purpose it is sanctioned and also submit Utilization Certificate and APRs having spent
the fund. Only when they present the UCs and APRs will the second installment of fund will be released to the beneficiaries.

- **Functions of Accounts Branch**

  The Accounts Branch or Nazarat branch deals with all the account matters viz. Salaries, O.E., T.E., etc of all Officers and Staff including Budget Estimates of all Heads.  

- **Functions of Establishment Branch**

  All types of bills including travelling allowances, medical claims etc are dealt with by this branch. This branch also affects the tour programmes of Tehsildars and Naib-Tehsildars. This branch is concerned with dealing with all types of advances to the government employees. This branch keeps the service books of the employees and is also responsible for keeping good and sufficient accommodation of the SDM office. In this branch service record relating to all the officials working under the SDO/SDM is kept up to date.

  In the establishment branch there is one establishment assistant who is in charge of this branch. He is assisted by two clerks in the day to day functioning, one is establishment clerk and other is bill clerk. There is also one peon in this branch.

**COPYING AGENCY BRANCH**

In the copying agency certified copies of judgments of all the courts are issued to the applicants/desirous persons by this branch. In this copying agency branch there is one copying agent (senior assistant) and one Civil Copyist Clerk (Patwari) and one Peon in this branch.

**SUMMARY**

Despite the change in government that took place in India after Independence, the structure of district level administration has remained relatively unchanged. Today the district collector is the highest and the key functionary of the State Government at the district level. In order to facilitate and decrease the workload of the Deputy Commissioner the administration is divided into various parts or structures. Organisation structure is the established pattern or relationships among components or part of the organisation. This prescribes the relationships among various positions and

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activities. It is very difficult, if not impossible, to make distinction between structure and process (functioning) of the organisation. In fact, some authors suggest that it is not possible to study the structure of the organisation as distinct from its social process. ‘A social system is a structuring of events or happening rather than of physiological parts it, therefore, has no structure apart from its functioning.

For the efficient working of district administration and to make cordial relationships between the public, staff and DC the collectorate is established. A collectorate is the office of District Collector located in the headquarter of the district. It is divided into various sections. Each branch helps the collector in the performance of his functions and fulfillment of his administrative responsibilities. District Shimla collectorate consists of General Branch, Accounts Branch, Development Branch, Planning Branch, Establishment Branch, Revenue Branch, Copying Agency, Motor License Branch, General Record Room, Sadar Kanungo Branch and Sugam etc. Each branch has specific work to do. Because of this organizational structure the Deputy Commissioner is able to do his work efficiently, effectively, increase in public relations, quick redress of grievances of both public and staff, online services also provided, with the help of Sugam District Administration providing single window system and public get many services under one roof.