CHAPTER III
One of the most important developments since the advent of public sectors in India has been the launching of massive programmes in fields like housing. The primary objective of a public sector organisation is to positively respond to the public need. A crucial question in this context is as to how far the structure is flexible enough to allow for accommodation and execution of progressive ideas demanded by the changing social environment. The purpose of this chapter is to probe into the organisation and management of the Tamil Nadu Housing Board with a view to find out the areas in which it has responded and the areas in which modifications are essential, so that this organisation can become more effective, more responsible and more responsive.

An organisation, which is an interplay of various forces and activities is a mechanism for carrying out clearcut goals and targets. It must be remembered that an organisation is a means to an end. Competent organisational structure is a significant means in realising the end. A good structure, is, therefore essential and indispensable to an organisation. An inadequate structure would stand in the way of effective and efficient functioning of any organisation. Further it is imperative that the organisation should not be static while carrying out developmental activities. The development programmes in a planned change call for a dynamic organisational set up to meet the
challenges. As the development programmes organised under planned development are more purposeful than the traditional status quo maintenance function of bureaucracy, an organisation with superior skills must necessarily be built.

Effective organisation and efficient management are important for traditional governmental activity as well as developmental activity. However, in launching developmental activities, the organisation and management should enjoy autonomy in order to be meaningful and to operate on commercial lines. Since the activities of the Housing Board are developmental in character, autonomous working of the Board is normally recommended with strict adherence to the principle of statutory provisions.

The developmental activity demands horizontal channel of communication rather than vertical, which is common in government departments. A strict adherence to hierarchical pattern may hinder development. The organisation and management of the Tamil Nadu Housing Board is studied in the light of the above perspectives.

1. V.A. Bai Pasandikar, Programme Planning and Management in, V.A. Bai Pasandikar (Ed.), Development Administration in India, (The Macmillan Company of India, Delhi, 1974), p.70.

Organisation of the Tamil Nadu Housing Board:

The organisation of the Tamil Nadu Housing Board consists of six officials and three non-official members, besides the Chairman. The Chairman is assisted on the non-technical side by a Secretary, a Chief Accounts Officer, a Chief Revenue Officer and an Estate Officer, who help in the allotment of houses, sites, collection of revenues and maintenance of accounts and establishment. The Chairman receives help from the technical side which is headed by a Chief Engineer assisted by two Superintending Engineers, a number of Executive Engineers, a Town Planner and a Deputy Architect. The Chairman and the non-official members hold office for a period of 3 years. The Chairman and the non-officials are eligible for reappointment. Until recently it was the practice of the Government to appoint a Civil Servant as the Chairman of the Board.

Whatever be the form of the organisation, the efficient conduct of a public enterprise depends to a considerable extent, on the content and quality of the Board. The responsibility of running efficiently and effectively the organisation depends entirely on the Board. Therefore, the composition of the Board is an important feature in the sphere of developmental activity. The Tamil Nadu Housing Board is a policy board consisting of ex-officio and part-time members none of whom is responsible for

3. Madras Act No.17, 1961, Sec.6(1).
any specialised functions. The functions of the Board are 
supervisory in nature and the Board concerns itself with matters 
of general policy and not with operational details. The non-
oficial members of the Tamil Nadu Housing Board are usually 
selected from among members of the ruling political party.

Meetings of the Board:

The Tamil Nadu Housing Board was originally meeting twice 
a month. However, in 1966 the government effected a change and 
the Board now is expected to meet once a month. The meeting 
shall take place generally at the Board Head Quarters in the city 
of Madras. Sometimes, the Board meets at District Head Quarters 
also. The agenda for the meeting is prepared by the Secretary 
under instructions from the Chairman. The agenda is sent to the 
members one week in advance. The quorum for the meeting of the 
Board is fixed as six members including the Chairman. Routine 
matters such as monthly accounts, demand collection and balance-
monthly-performance statement of Cellular Concrete Plant, Wood 
Working Unit are prepared and the Board peruses these accounts. 
In these meetings other items such as progress of various schemes, 
man power requirements, stores and inventory have not been reviewed 
by the Board. 6

5. Memorandum No.53694/Housing Special II/66, dated 22nd May 1966.
6. Inspection Report on the Tamil Nadu Housing Board, Secretary 
Board of Revenue, 1979.
Functions of the Board:

One of the chief administrative functions of the Board is the recruitment of administrative and technical officers in accordance with the regulations of the Board. The Board selects the Chief Revenue Officer, the Chief Accounts Officer and the Executive Engineer. The Board, with the prior approval of the government may appoint any person whose salary exceeds Rs. 1,000/- p.m. If the salary does not exceed Rs. 1,000/- p.m. the Board itself is given the authority to make appointments. Promotions, transfers and disciplinary actions are carried out according to the regulations of the Board. The Board seeks advice from the State government on the method and the policies to be adopted for the execution of works under different schemes. The Tamil Nadu Housing Board, unlike the Maharashtra Housing Board, does not conduct examinations for recruiting clerical staff, supervisors and personnel of other categories. Though the Board is expected to function as an autonomous body with statutory provisions on many items, the Board has to seek the approval and consent of the government time and again.

Chairman:

The Act does not specify the educational, technical, administrative and other essential qualifications to be appointed as the Chairman. The Act of the Housing Board avoids mention of any specific qualifications for the Chairman of the
Board. The Bombay Housing Board Act of 1948, also does not say anything with regard to the qualifications of the Chairman. The government uses its discretion in the appointment of the Chairman of the Board. The salary and allowances of the Chairman are fixed by the government. The Chairman who is to be the full-time officer of the Board cannot undertake any work not connected with his office without prior permission from the government. As far as the Tamil Nadu Housing Board is concerned, till recently, the government appointed civil servants in the cadre of Secretary to the government, as the Chairman of the Board. The appointment of a senior civil servant as the Chairman of the Board can be appreciated only if the appointment is an exclusive one. Most often, the Housing Secretary to the government of Tamil Nadu occupies the position of the Chairman of the Tamil Nadu Housing Board.

Members of the Board

The non-official members of the Board are appointed by the government and are eligible for reappointment. One of the non-official members should be an Engineer or Architect. The disqualifications for a non-official member are negatively defined in the Act. Any non-official member who is absent for the meetings without prior permission from the Chairman of the

7. Act No.17, 1961, Sec.3.
8. Ibid., Sec.4(1).
Board for a period of 3 months cease to be a member. The Board may permit any non-official member to absent himself from its meetings for a period not exceeding 6 months.

The Board may appoint persons with technical skill to assist and advise in developmental activities of the Board. However, the number of such persons should not exceed five. 9

Apart from the non-official members, the Secretary of the Board of Revenue, the Chief Engineer of the Public Works Department, the Joint Director of Town Planning, the Inspector of Municipal Councils and Local Boards, the Commissioners of the Corporation of Madras, the Registrar of Co-operative Societies and the Finance Secretary to the government are ex-officio members.

There are a number of committees in the Housing Board to assist in the administration. In the Maharashtra Housing Board there is provision for the participation of representatives of the tenants association of the housing colonies in the deliberations of the Board, but such a provision is absent in the Tamil Nadu Housing Board. 10

9. Ibid., Sec. 24.

General Administration

The organization of the Board corresponds broadly to the organization of the State Public Works Department. The central administrative office of the Tamil Nadu Housing Board which is set up in Madras City is divided into 49 sections, each under the administration of a Superintendent. However, the Tahsildar's Section, Town Planning Section and Assistant Revenue Office Sections have no Superintendents. The Chief Engineer, the Inspection Cell, and the finance section have one Divisional Accountant each. The remaining 39 sections are manned by one Superintendent each. The Superintendents are responsible for the overall supervision and control of their respective sections. They are to ensure the proper and efficient functioning of the section as a whole.

In the Central Administrative Office, the Chairman is assisted by a Secretary, a Chief Accounts Officer, a Chief Revenue Officer, an Estate Officer and a Chief Engineer.

The Central administration is subdivided into 5 circles, 14 city divisions and 6 small units. The organizational set up of Circle offices, City divisions and small units runs as follows:

1. Circles:
   (1) World Bank
   (2) Madras North
   (3) Madras South
   (4) Salem
   (5) Madurai
II. City Divisions: (1) Ashok Nagar  
(2) K.K. Nagar  
(3) Rental Housing  
(4) Nandanam  
(5) Thiruvanmiyur  
(6) Madras South  
(7) Anna Nagar  
(8) Anna Nagar (West)  
(9) Korattur  
(10) Madras East  
(11) Sites & Services I  
(12) Sites & Services II  
(13) Manali  
(14) Cellular Concrete Plant

III. Mofussil Units: (1) Madurai Housing Unit  
(2) Tiruchy Housing Unit  
(3) Coimbatore Housing Unit  
(4) Salem Housing Unit  
(5) Erode Housing Unit  
(6) Vellore Housing Unit

The Circle offices are controlled by the Superintending Engineers. The Executive Engineers control the City Divisions and Mofussil Units.

Apart from this, one Executive Engineer at the Head Quarters prepares and scrutinizes the schemes and estimates. The scrutiny of tenders also comes under the purview of the Executive Engineer at the central administrative Office. All matters pertaining to the technical side come under the control
of the Chief Engineer who is assisted by the Superintending Engineers, the Executive Engineers, the Town Planners and the Deputy Architect. A detailed organizational chart is provided in this chapter.

On the non-technical side, the Secretary is empowered to deal with the overall administration, allotment and revenue collection. Usually, the Secretary is deputed from the Government and is of a rank of a Deputy Secretary to the Government or of a Deputy Collector. The Secretary is assisted by five Assistant Secretaries dealing with general administration, board rent house, government rent house, Anna Nagar area and I.K. Nagar area.

Chief Revenue Officer:

In Madras City, the Chief Revenue Officer of the Board is responsible for the collection of revenues due to the Housing Board by way of sale proceeds of plots, allotment of houses, flats etc. He is entrusted with rental allotment and consolidation of the entire revenue collection of the Board. The Chief Revenue Officer is assisted by six Assistant Revenue Officers, two Revenue Inspectors and fourteen Bill Collectors. The Assistant Revenue Officers have the responsibility of detecting cases of subletting and malpractices by the allottee.

The land acquisition work relating to the Housing Board schemes is also looked after by the Chief Revenue Officer. He
is a touring officer with state wide jurisdiction as far as the land acquisition is concerned. Recently, the Board upgraded this post to that of an Administrative officer to relieve the burden of the Secretary of the Housing Board. 11

Chief Accounts Officer

The Chief Accounts Officer heads the finance and accounts wing of the Board. His duties are to assist the Chairman in financial matters, to control and co-ordinate all accounting matters in the Board. To extract work from the staff, the Chief Accounts Officer is given administrative control over the staff in the finance and accounts wing. The Chief Accounts Officer is consulted in all staff matters relating to the finance and accounts wing. If there is a difference of opinion, the matter is placed before the Chairman.

As the Board’s activities have expanded considerably in the recent years, the financial management of the Board has assumed greater importance. Thus, apart from the maintenance of accounts and its submission to the Board, the Chief Accounts Officer has to assist the Chairman in the mobilisation of resources from government, Life Insurance Corporation and Housing and Urban Development Corporation. Since the proposals

involving financial implications have to be examined from all angles, the Chief Accounts Officer is burdened with heavy responsibilities. Accordingly, the Special Accounts Committee recommended the re-designation of the post of the Chief Accounts Officer as the Financial Advisor and Chief Accounts Officer. His views on all proposals which have financial implications are to be placed before the Board. This helps the Board to have sufficient time before arriving at decisions on the proposals. The special Accounts Committee also recommended the creation of a new post called 'Deputy Chief Accounts Officer' so that the Chairman can find more time for matters of administrative nature. The recommendation was accepted and the new post was established and at present the Chief Accounts Officer is assisted by a Deputy Chief Accounts Officer in all matters relating to accounting.

Estate Officer:

The collection of rent from the tenants of the Tamil Nadu Government Servants Rent Housing Scheme and its accounting is entrusted to an Executive Engineer designated an Estate Officer. The need for this post was felt when heavy arrears in rental collection were detected. The Estate Officer is assisted by a special staff who are responsible for efficient rent collection.

The office of the Estate Officer is responsible for the maintenance of rental buildings. In 1972 the Government issued orders which bring the Board's rental quarters also under the control of the Estate Officer. Under the Act, the Estate Manager is expected to take prompt action against tenants for breaches of contract like subletting, keeping unauthorised persons in tenancies, non-production of employer's certificate etc. He can also take action to recover rent arrears from defaulters in Madras.

Public Relations Officer

The Tamil Nadu Housing Board Act of 1961, unlike the Maharashtra Housing Board Act, does not specify the functions of the Public Relations Officer. The reasons may be due to the fact that the concept of Public Relations is not best understood. Public Relations is essentially a modern concept which has been in vogue since very recently. If tuned up properly the Public Relations Office can find out the needs of the public and it can also instruct the public as to what they ought to desire. It may establish amiable, cordial and healthy relationship between the Board and the public. The most important duty of this office is to constantly inform the public about what the Board is doing for them.

14. Madras Act No.17, 1961, Sec.84.
Management:

Management is the process of achieving a desired goal. The problems of management are concerned with planning, co-ordination and co-operation, span of control, centralization and decentralization, red tapeism, and corruption. In the sphere of development administration, planning plays a dominant role at the crucial 'take-off' stage. Many programmes launched on large-scale basis fail to bear fruit or produce desired results. A meaningful planning involves an overall review of the proposed programme, the resources required and the managerial skill available in order to achieve the end. Secondly, many of the developmental programmes have the problem of co-ordination, since in many of the developmental activities, more than one agency is involved in carrying out the programmes. It is desirable to have a well co-ordinated function in order to achieve a meaningful end. In the developmental programmes, if direction, supervision and control are haphazardous, there will be lack of purposefulness, which will ultimately result in indiscipline and poor results. Decentralization of authority helps in fixing responsibility. Hence, successful implementation of development programme calls for decentralization of authority. In the words of Suran, red tape includes delay, buck-passing, pigeon-holding, indecision and other phenomena
which create inaction. Administration of development programmes should eliminate red-tapeism. Corruption is a social evil which thwarts the healthy growth of an administration which deals with development programmes.

Defects in Organisation:

The Chairman who is the executive authority in the Tamil Nadu Housing Board enjoys much less power than his counterparts in the Electricity Board, Tamil Nadu Industrial Development Corporation and so on. In the matter of appointment the Chairman enjoys very little power. He can appoint a person where salary does not exceed Rs.300/- per month. This limit was fixed when the Act came into force in 1961 i.e., nearly two decades ago. If the Tamil Nadu Housing Board is to work on commercial lines the Chairman should be entrusted with more responsibilities as is done in other statutory boards.

Co-ordination which is an important factor for development is found to be wanting in the sphere of revenue collections which has resulted in heavy arrears of dues to the Housing Board from the tenants and allottees. Till the 31st January 1979, the arrears amounted to Rs.2,07,31,283.51. The reason for such


a heavy arrear in the lack of co-ordination between the ledger section and the collection machinery. This dual control and the lack of co-ordination between ledger and collection machinery hinders direction and control. In the Maharashtra and the Gujarat housing Boards, both the collection machinery and ledger keeping are under the control of a single head and hence effective.

The matters relating to the collection of revenue and ledgers are centralised at the headquarters. Even though the activities of the Housing Board are extended to the sub-units, the headquarters continues to maintain its control over the divisions. A decentralised system of revenue collection will work smoothly and effectively. Such a system of decentralisation is practised in Gujarat and Maharashtra Housing Boards. In Gujarat the Estate Manager and the Assistant Estate Manager are stationed in the housing colonies themselves. Each rent collector is entrusted with the work of collecting dues from 500 tenements. All the tenants are expected to pay the rent at his office. The rent collector gives his daily report on remittance to the Estate Manager. The rent collector maintains field books in which demand for each month is noted and suitable actions are taken. In Gujarat, the arrears in the collection of dues hardly work out to half a percent. 17 The decentralised system of revenue

17. Report of the Special Accounts Committee on Revenue Deficit and Accounting system of Tamil Nadu Housing Board, 1975, p.11.
collection may be implemented in order to achieve efficiency in the organisation.

On the technical side, at present, the Chief Engineer at the Head Quarters controls the acceptance of tenders called for the execution of works on projects. A decentralised system where the responsibility for dealing with acceptance of tenders and construction and completion of work will be with the Executive Engineers at the division/unit level would go a long way in improving the efficiency of the organisation. Yet another defect in the organisational structure which must be streamlined and strengthened is the office of the Public Relations Officer. The office must be used to boost the image of the Housing Board. The Public Relations Officer must work as a Liaison Officer so that people may not intrude into the sections to gather information and thereby disrupt work in the sections.

**Notes on Management**

In the board meetings of the Tamil Nadu Housing Board the items like progress of various schemes, man-power requirements, stores and inventory are not taken up for review. A healthy control and effective management demands that the Board should take the above matter for its consideration and review.

The C & M Cell of the Government of Tamil Nadu in its report points out that the dealing hands in the Board Secretariat
(Junior Assistant, Assistants and Superintendents) spend an average of 39 minutes in attending to the enquiries by allottees and visitors. This can be avoided if the demand notices of arrears are sent to the allottees in time. This would help to eliminate avoidable enquiries as well as intrusion by the visitors into the sections. The records room and its management must be revamped. It is not a practice at the records room to maintain an issue register. Consequently a number of records and files are detained in the sections. The yearwise list of records detained at the sections is given below:

<table>
<thead>
<tr>
<th>Year</th>
<th>Records</th>
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<tbody>
<tr>
<td>1971</td>
<td>14 Records</td>
</tr>
<tr>
<td>1972</td>
<td>51 Records</td>
</tr>
<tr>
<td>1973</td>
<td>134 Records</td>
</tr>
<tr>
<td>1974</td>
<td>82 Records</td>
</tr>
<tr>
<td>1975</td>
<td>230 Records</td>
</tr>
<tr>
<td>1976</td>
<td>320 Records</td>
</tr>
<tr>
<td>1977</td>
<td>1352 Records</td>
</tr>
<tr>
<td>1978</td>
<td>953 Records</td>
</tr>
</tbody>
</table>

The Jamiul Huda Housing Board suffers from poor revenue collections. This is due to the dual control over the revenue collection machinery. If the ledger-keeping and revenue collection are done under the supervisory control of the Chief Revenue Officer, the system will be streamlined and better results can be obtained.

According to the provisions of the Housing Board Act, the Board was expected to meet twice a month to work out and
discuss the business of the organisation. However, in practice
the procedure was modified through a resolution and now the
Board meets once a month. In order to give proper direction
and to exercise effective control, the Board should meet often
as is designed in the Act—twice a month.

Red tapeism which haunts the public bodies also has its
hold over the Tamil Nadu Housing Board. In almost all the
schemes introduced by the Board the cost finalisation has not
been made even after 13 or 15 years. The enquiry conducted by
the author reveals that out of the 135 respondents, 94 respon-
dents have felt the presence of red-tapeism in the Board. In
the question whether the respondents found red tapeism in Tamil
Nadu Housing Board, 69.63% have answered in the affirmative.

The following table represents the response of the respon-
dents with regard to a question on red-tapeism:

Q) Do you find red tapeism in the Tamil Nadu Housing Board?

<table>
<thead>
<tr>
<th>TABLE 3.1.</th>
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<tbody>
<tr>
<td></td>
</tr>
<tr>
<td>-------------</td>
</tr>
<tr>
<td>No. of respondents</td>
</tr>
<tr>
<td>Percentage</td>
</tr>
</tbody>
</table>
Corruption is another managerial problem the solution of which eludes any organization. Though corruption is not uncommon in public services it is very difficult to specify and pinpoint the forms in which it exists in the Tamil Nadu Housing Board. Again the survey indicates that 47.41 percent of the respondents agree that corruption exists in the Tamil Nadu Housing Board.

The following table represents the response of the respondents with regard to a question on corruption.

<table>
<thead>
<tr>
<th></th>
<th>YES</th>
<th>NO</th>
<th>BLANK</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of respondents</td>
<td>64</td>
<td>64</td>
<td>7</td>
<td>135</td>
</tr>
<tr>
<td>Percentage</td>
<td>47.41%</td>
<td>47.41%</td>
<td>5.19%</td>
<td>100.00%</td>
</tr>
</tbody>
</table>

**Conclusion:**

In planned housing, organization and management play an important role. The Tamil Nadu Housing Board, which is wedded to the principle of planned development in the sphere of housing, needs a healthy organizational structure and sound principles of management. In the survey 96.3 percent of the people have opined for the restructuring of the Tamil Nadu Housing Board.
Table on the need for Restructuring of the Tamil Nadu Housing Board.

Q) Do you think the restructuring of Tamil Nadu Housing Board is essential?

<table>
<thead>
<tr>
<th></th>
<th>YES</th>
<th>NO</th>
<th>DON'T KNOW</th>
<th>BLANK</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of respondents</td>
<td>49</td>
<td>26</td>
<td>54</td>
<td>6</td>
<td>135</td>
</tr>
<tr>
<td>Percentage</td>
<td>36.30%</td>
<td>19.26%</td>
<td>40.00%</td>
<td>4.44%</td>
<td>100.00</td>
</tr>
</tbody>
</table>

Therefore, a question arises as to whether the existing structure of the Tamil Nadu Housing Board is wholly inadequate to the tasks ahead. On consideration, one may come to the conclusion that the existing structure is satisfactory enough to carry on the activities. This is corroborated by the survey conducted in this study. While as many as 40% of the respondents have no idea on the need for change, 19.26% of the respondents are opposed to any change in the organisation. If their total is taken into account for purposes of analysis, i.e., (59.26%) the percentage of those who seek change is not very substantial (36.3%)

The dual system of revenue collection and accounting, the inadequate powers of the Chairman, the less substantial role