

# CHAPTER-I

## INTRODUCTION

India is organized administratively into Union, states, districts, sub-divisions, blocks and villages. But today the district is the key unit of the state government in India. In fact, the district has always existed as the unit of administration in some form throughout the long history of our country.

The district has been the model point of the administrative system in India for about two hundred years. It is largely at the district level that all agencies of government coverage and policies and programmes find a concrete shape. The district is the principal unit of territorial administration in India. It is also a major element that India has contributed to the world administrative culture.<sup>1</sup> The main points of contact between the citizens and the administration are considerably determined by the degree of its efficient functioning at district level.<sup>2</sup> District administration provides the principal point of contact between the citizens and the processes of governments. It is truly the cutting edge of the tool of public administration. In short, a district is technically the best area for geographical and functional aggregation of units and branches of administration and bears a logical relation to total areas, wealth and population.<sup>3</sup> The actual work is carried out in the district. It is here that the various plans and programmes of the state take operational shape. People judge the government by the way the programmes are actually administered in the district. The district administration thus comes into direct touch with the people more than any higher level of administration. The importance of district administration may be realized from the fact that there is hardly any activity of the people which is some or the other way not affected by district administration. It is all this embracive nature of district administration which is of particular significance in the study of public administration.<sup>4</sup> The district is used for the operation of the concept of 'deconcentration' and to some extent for the operation of the concept of

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<sup>1</sup> S.N. Sadasivan, "Reforms in District Administration", *Dynamics of District Administration: A New Perspective*, Kanishka Publishers, New Delhi, 1996, p. 45.

<sup>2</sup> S.K. Sharma, "Deputy Commissioner in Punjab", *The Indian Journal of Public Administration*, Indian Institute of Public Administration, New Delhi, 1971, p. 1.

<sup>3</sup> K.N.V. Shastri "Public Administration in India", Vikas Publications, New Delhi, 1990, p. 140.

<sup>4</sup> R.B. Jain, "District Administration", *Indian Journal of Public Administration*, Indian Institute of Public Administration, New Delhi, 1980, pp. vii-viii.

‘decentralization’. Thus spatial functioning, developmental and participatory dimensions are integrated at one point.<sup>5</sup>

### **District – An Important Political Unit**

Generally, political parties in India, save some of those believing in revolutionary ideologies, have taken the district as an important unit of their organisation and, therefore, it is a part of their operational strategy to establish a close proximity with the district administration, As champions of the causes of common masses, parties have a responsibility to represent their grievances, redress for many of which can be obtained from the district office. For obvious reasons, the pattern of influence varies from State to State, although identity can be found between the matters for which parties compete among themselves and intercede with the district office. (By and large, the political influences on the district head are determined by the following factors:

1. The attitude of the party in power, especially its political executive, towards administration and administrators.
2. The number of ministers, MPs and MLAs elected from the district and their stature and local prominence.
3. The number of political parties and their standing and strength in the district.
4. The types of issues with which the political parties are concerned and their relation or relevance to the causes or demands of the people in the district.
5. The capacity of the parties for mass mobilisation and the emotional strength of the people to respond to the call of the parties. In other words, the agitational potentials of the parties in the district.
6. The powers and functions of the collector and his general ability to bring about social reconciliation.
7. The reputation and personality of the collector and his social disposition.
8. The position obtained by the party leaders in their informal relations with the collector of the equations they have established with him.

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<sup>5</sup> J.L. Seth “District administration in Uttar Pradesh”, *Dynamics of District Administration: A New Perspective*, Kanishka Publishers, New Delhi, 1996, p. 87.

Although the purpose for which political pressures are applied on the collectorate cannot exhaustively be enumerated or foreseen, they can be broadly classified as follows:

1. Postings and transfers of employees belonging to class III and class IV services.
2. Appointments to class III and class IV services which are temporary and short term especially in States like Kerala, Tamil Nadu and Karnataka.
3. Appointment of government pleaders and prosecutors in States where it is done on the recommendations of the collector.
4. Issue of licences for fair-price shops in States where the district supply officer is under the control of the collector and the collector has the authority for it.
5. Dropping of action taken against smugglers of essential commodities particularly foodgrains in border districts and against hoarders and blackmarketers.
6. Settlement of local issues in which political parties have taken sides.
7. Eviction of illegal occupants of government or private land and allotment of surplus land in rural areas and house-sites and plots in cities.
8. Relief in times of emergencies such as drought, deluge and famine.
9. Acquisition of private property for public purposes.
10. Facilities for political activities and withdrawal of cases arising from politics conflicts.<sup>6</sup>

District administration has traditionally occupied a crucial place in the Indian administrative culture (structure). It has undergone a steady process of functional multiplication and corresponding organizational differentiations.<sup>7</sup> For the purpose of the general administration of the state, the District is treated as a subordinate unit of the state. The administration in the district is pyramid like. As a practical unit of administration, the district has stood the test of time, and may well continue to be

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<sup>6</sup> S.N. Sadasivan, "Politics and District Administration in India," *District Administration: Indian Institute of Public Administration*, New Delhi, August 1980, p. 9.

<sup>7</sup> Mohit Bhattacharya, "District Administration", *Indian Journal of Public Administration*, Indian Institute of Public Administration, New Delhi, April-June, 1984, Vol. xxx, No. 2, p. 476.

the principal mode and pattern of field administration throughout the country with necessary reforms.<sup>8</sup> The district administration as an agent of the state, assumed the responsibility of acting as a catalyst and function as a custodian, insurer protector and a watch-dog of the interests of the weaker sections and welfare of the down-trodden with a development orientation. The past two decades in particular brought new challenges to the district especially with special reference to developmental as well as welfare programmes.<sup>9</sup> District administration has a vital role in the history of Indian administration, particularly so, in the recent days in the emphasis on decentralization of planning at the grass-root level. The advent of Panchayati Raj in India marked the first step in providing a new perspective on district with its emphasis on development administration. Momentous changes have since taken place.<sup>10</sup> There are 598 districts in 29 states at present in the country.<sup>11</sup>

The Concise Oxford Dictionary defines a district as a territory marked out for special administrative purpose. To quote the same dictionary, administration is the management of public affairs. Thus district administration is the management of public affairs within a territory marked off for the purpose.<sup>12</sup> According to the Chamber's dictionary, district is a sub-division of a division. From the standpoint of government a district is defined as a sufficiently large territory with an overall unity, governed by common historical, geographical, social and economic conditions.<sup>13</sup> The pivotal unit of administration in India is a district, which has a well defined geographical territory.<sup>14</sup> The district came to be identified as the 'unite-area for a

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<sup>8</sup> S.P. RangaRao and M.R. VenkataRao "Democratisation of District Administration: Some Recent Developments in Andhra Pradesh and Karnataka", *Dynamics of District Administration: A New Perspective*, Kanishka Publishers, New Delhi, 1996, pp. 113-118.

<sup>9</sup> P.W. Purushotam, "New Challenges and Changing Approaches in District Administration: A Fresh Perspective on Welfare Concept", *Dynamics of District Administration: A New Perspective*, Kanishka Publishers, New Delhi, 1996, p. 181.

<sup>10</sup> D. Sunder Ram "Preface", *Dynamics of District Administration: A New Perspective*, Kanishka Publishers, New Delhi, 1996, p. 5.

<sup>11</sup> MrinalOjha, *States and Union Territories*, Chronicle Year Book, Chronicle Publishers, 2009, New Delhi, pp. 294-341.

<sup>12</sup> S.S. Khera, "District Administration in India", *Indian Administration*, Ashia Publishing House, Bombay, 1964, p. 1.

<sup>13</sup> Shiv Raj Singh "Problems of District Administration", *District Administration in India: Problems and Prospects*, H.K. Publications, Delhi, 1990, p. 135.

<sup>14</sup> H.Bhushan Singh "District Administration In India", *Indian Journal of Public Administration*, Indian Institute of Public Administration, New Delhi, Vol.32, July-Sept., 1986, pp. 349-53.

number of developmental purposes both by the union and the states'.<sup>15</sup>The district has a multiple organizational units having a galaxy of officers for administering the affairs of the government.<sup>16</sup>Most departments of the State - Government outside the secretariat have external services which are located in the district. The sum total of the activities of these departments and some others, which may also be connected with the affairs of the Central Government, together constitute the administrative machinery in the district.<sup>17</sup> District is an essential unit that links government of state and union to people in a direct and visible fashion.<sup>18</sup> A district is a sufficiently large territory with an over all unity governed by common historical, geographical, social and economic conditions.<sup>19</sup>District is the only media which has brought the totality of governmental machinery nearer and closer to the people at the local level and thus to their door step.<sup>20</sup> A district is a relatively close-knit community.<sup>21</sup>

## **EVOLUTION OF A DISTRICT**

The existing districts as units of the state's field administration are regarded as the starting point of sub-state decentralization of governments in India.<sup>22</sup>District has been the basic territorial unit of administration from the very beginning and has been the keystone of the whole administrative structure.<sup>23</sup>There has been a remarkable continuity of the basic form of the district as a unit of administration. Evolution of a district has been explained below:-

The Code of Manu describes the general form of administration. The Code of Manu starts with the Village as the basic unit. Each Village had its headman. About

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<sup>15</sup> Y. Venugopala Reddy, "Decentralizing Administrative Machinery for Developmental Needs-A Case Study of Andhra Pradesh", *Indian Journal of Public Administration*, Indian Institute of Public Administration, New Delhi, January-March, 1988, p. 35.

<sup>16</sup> R.B. Jain And T. N. Chaturvedi, "District Administration", *Indian Journal of Public Administration*, Indian Institute of Public Administration, New Delhi, Vol. 1, March-April, 1990, p. vi.

<sup>17</sup> S.S. Khera, "District Administration in India", *Indian Administration*, Asia Publishing House, Bombay, 1967, p. 65.

<sup>18</sup> M.R. Acharya, "Organization of District Administration", *Administrative Theory*, Vikas Publications, Agra, 1990, p. 295.

<sup>19</sup> VishnooBhagwan and VidyaBhushan, *Indian Administration*, S. Chand and Co. Ltd., New Delhi, 1995, p. 6.

<sup>20</sup> KiranBedi, ParminderJeet Singh and SandeepSrivastava "A District Online" Government @net: New Governance Opportunities for India, Sage Publications, New Delhi, 2001, p. 251.

<sup>21</sup> NirmalMukarji, "Decentralisation below the State Level: Need for a New System of Governance", *Economic and Political Weekly*, Delhi, March 4, 1989, pp.469-70.

<sup>22</sup> S.R. Maheshwari, *Indian Administration*, Orient Longman Publications, New Delhi, 1992, p. 453.

<sup>23</sup> Government of India, "Administrative Reforms Commission", *Report of the Study Team on District Administration*, Manager Publications, Delhi, 1967, p. 6.

1000 Villages were placed under the charge of an official.”This figure of 1000 is of significance because even today it closely approximates the all India average of about 1100 Villages to a district.”<sup>24</sup>

The Mauryan kingdom was divided into divisions (provinces). The divisions were further divided into sub-divisions up to villages (Vishaya). Vishaya-group of five to ten villages seems to be most appropriate equivalent of modern administrative unit –district.<sup>25</sup>

Gupta Empire was divided into Provinces, known as Desas, Provinces into Ghuktis, Ghukits into Visyas, roughly corresponding to a modern district.<sup>26</sup>

Mohammedan rulers under the Delhi Sultanate divided the Empire into a number of Provinces. Provinces were further divided into Shiqs. When the Empire decayed and provincial dynasties were established Shiqs emerged as Sarkars.<sup>27</sup> Sher Shah did not favour this dissolution of authority, so he divided the Empire into Sarkars, and Sarkars into Parganas.<sup>28</sup>

During Mughal Period, Akbar introduced a well organized administrative system. During Mughal Dynasty state was divided into Subas (Provinces). Each Suba was divided into many Sarkars. Each Sarkar was sub-divided into Parganas or Mahal.<sup>29</sup>

The Britishers made remarkable contribution in the field of district administration and district. In 1772 Warren Hastings placed a district under a Collector. By 1786, the district came to occupy a central place in the scheme of local administration. In 1829, some districts were grouped together and formed a Division which was under a Commissioner of Revenue and Circuit (Powers of supervision and

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<sup>24</sup> A.S. Altekar, *State Government in Ancient India*, Motilal Banarsidas, Delhi, 1958, p. 322.

<sup>25</sup> Sridhar Rao, “Institute of the District Collector”, *Indian Journal of Public Administration*, Indian Institute of Public Administration, Delhi, Vol. xi, No. 3, July-Sept., 1965, p. 644.

<sup>26</sup> B.B. Mishra, *The Administrative History of India 1834-1947: General Administration*, Oxford University Press, Bombay, 1970, p. 470.

<sup>27</sup> Q.H. Qureshi, *Islamic Political Theory: Administration Organisation*, Law and Legal Institute, Vol. IV, New Delhi, 1989, p. 453.

<sup>28</sup> D.N. Kundra, *Ancient Indian History and Culture Up to 1200 A.D.*, Neelam Publishers, Jalandhar, 2004, p. 349.

<sup>29</sup> Haridwar Rai “The Changing Role of the District Collector”, *District Administration*, *Indian Journal of Public Administration*, Indian institute of Public Administration, New Delhi, Vol. X, No. 2, July-Sept., 1980, p. 17.

control of the district). Later, districts were sub-divided into sub-divisions each under a sub-divisional officer.<sup>30</sup>

### **After Independence**

After independence, in the wake of acceptance of the ideology of the 'welfare state' and the techniques of planned development, the district became an important part of the country's administration.<sup>31</sup>

### **DISTRICT ADMINISTRATION**

Thus district administration has become the heart of blood of Indian federation.<sup>32</sup> The district administration is no longer the custodian of law and order and administration of justice alone but it is also expected of it that it should strive for the development of the district and create situation where people have a feeling that they are living in a welfare state. District administration has become the most powerful institute now. It is the only media which has brought the totality of governmental machinery nearer and closed to the people at the local level at their door step.

District administration is one of the important legacies bequeathed by the British to India.<sup>33</sup> District administration has even assumed greater significance in the light of the growing emphasis on developmental planning and the implementation of welfare and development programmes through a process of democratic decentralization.<sup>34</sup> The advent of Panchayati Raj in India marked the first step in providing a new perspective on district administration with its emphasis on development administration.<sup>35</sup>

District administration is described as "a multiple unit of administration representing a concentrated collection of public functionaries for managing the affairs

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<sup>30</sup> Ashok Mukhopodhyay, "Changing Role of the District Magistrate", *Indian Journal of Public Administration*, Indian Institute of Public Administration, New Delhi, Vol. XLIII, No. 3, July-Sept., 1997, p. 699.

<sup>31</sup> Shiv Raj Singh, *op. cit.*, pp. 135-136.

<sup>32</sup> Miss Sushma Chandel, "Problems of District Administration in Bilaspur", *District Administration in India: Problems and Prospects*, H.K. Publications, Delhi, 1990, p. 187.

<sup>33</sup> T.N. Chaturvedi, "District Administration in India", *Indian Journal of Public Administration*, Indian Institute of Public Administration, New Delhi, Vol. XI, No.3, April-June., 1989, pp. 7-8.

<sup>34</sup> D. Sunder Ram, "Introduction: changing Perspectives on District Administration", *District Administration in India: Problems and Prospects*, H.K. Publications, Delhi, 1990, p. 21.

<sup>35</sup> S.R. Maheshwari, *State Government in India*, Macmillan Company, New Delhi, 1979, p. 95.

of the government.”<sup>36</sup>The District administration is regarded as the “total management of public affairs within the units (District).”<sup>37</sup>A district administrative system is a collective human activity.<sup>38</sup>

The role of the district administration can be classified into following six groups:

1. Regulatory Role;
2. Development Role;
3. Tasks concerning with local bodies;
4. Conducting fair elections;
5. Emergency; and
6. Residuary<sup>39</sup>

District administration constantly changes with changes in the philosophy of state, objectives of government and values of people. It is a dynamic apparatus of state, not a static instrument. Values of society have undergone drastic change and a new society and a new man with lofty ambitions and vaulting desires have emerged.<sup>40</sup>

## **DISTRICT COLLECTOR**

The district Collector and District Magistrate is the king-pin of district administration. He has been variously described as Anna data, ‘agent of government’, ‘general manager of all government activities’, ‘eyes and ears of government’, ‘the keystone of the arch of district administration’, ‘the captain of the team’, ‘the man on the spot’, and recently in more benevolent terms, as the ‘friend, philosopher and guide’, ‘adviser, educator and helper’, and ‘the mainspring of development’.<sup>41</sup>The district officer has been primarily the field agent of the government and has

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<sup>36</sup> B.L. Fadia and KuldeepFadia “District Collector in India: Changing Role”, *Indian Administration*, SahityaBhawan Publications, Agra, 2006, p. 474.

<sup>37</sup> R.D. Sharma, “Problems of District Administration in India”, *District Administration in India: Problems and Prospects*, H.K. Publications, Delhi, 1990, p. 23.

<sup>38</sup> P.R. Dubhashi, *Rural Development Administration in India*, Popular Prakashan, Bombay, 1970, p. 245.

<sup>39</sup> Manjusha Sharma and Monika Dara, “District Administration in India in the Era of Globalization,” in *District Administration and Good Governance*, Ashok Kumar Mittal, New Delhi, 2009, p. 186.

<sup>40</sup> B.L. Shah, “District Administration in 21<sup>st</sup> Century,” in *District Administration and Good Governance*, Ashok Kumar Mittal, New Delhi, 2009, p. 251.

<sup>41</sup> HaridwarRai, “The District Officer in India Today”, *Journal of Administration Overseas*, Vol. VI, No. 1, January 1967, pp. 13-27.

symbolized local administration in the district.<sup>42</sup>The district officer was in the centre of planning and execution. He was and will intended to be the captain and coordinator of development agencies in the district.<sup>43</sup>

District Collector is a multi-purpose functionary around whom revolves the entire administration of the district.<sup>44</sup>District Collector has been a ruler and a guardian for over 150 years of British administration till 1947 and even thereafter for a number of years.<sup>45</sup>Evolution of the office of the Deputy Collector has been described below:

The first ever systematic organization of territories for administrative purpose was done by the Maurayas.<sup>46</sup>In MauryaPeriod“Rajuka” was appointed as district collector over “many hundred thousand men”, having powers of “awarding rewards or

Gupta Empire was divided into Provinces, known as Desas, Provinces into Ghuktis, Ghuktis into Visayas, roughly corresponding to a modern district. The Visaya was presided by Visayapati who was responsible for maintaining law and order and collecting taxes and revenues.<sup>47</sup>

During the Hindu Period, chief head of a district was called“Sirdasmukh” in chargeof80-100 villages or some similar group. The Hindu system of territorial organization wasgenerally preserved by the Mughals.<sup>48</sup>

Mohammedan rulers under the Delhi Sultanate divided the Empire into a number of Provinces. Provinces were further divided into Shiqs which were put under Shiqdars. SherSheh divided the Empire into Sarkars, and Sarkars into Parganas. The Parganaswas administered by an Amil, a revenue official, who was assisted by a Faujdar, a treasurer, and a Shiqdar who was a military officer.<sup>49</sup>

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<sup>42</sup> HaridwarRai, “Local Government, Local Administration and Development: Role Adaptation of the District Officer in India”, *Indian Journal of Public Administration*, Indian institute of Public Administration, New Delhi, Vol. XIV, No.1, Jan-March, 1968, pp. 89-93.

<sup>43</sup> M. Laxmikanth “District Collector: Changing Role”, *Public Administration*, Tata McGraw-Hill Publishing Company Limited, New Delhi, 2006, p. 518.

<sup>44</sup> M. Gopala Krishnan, “Role of District Collector: Changes”, *Dynamics of District Administration: A New Perspective*, Kanishka Publishers, New Delhi, 1996, p. 59.

<sup>45</sup> Professor Manjeet Singh Sodhi, “The Mauryan Empire”, *Modern Approach to History of India*, Modern Publishers, Jalandhar, 2003, p. 114.

<sup>46</sup> R.K. Mukherji “Ashoka the Great”, *The History and Culture of the Indian People*, VharatiyaVigyanBhawan, Bombay, 1953, p. 79.

<sup>47</sup> HaridwarRai and SakendraPrashad Singh, *Current Ideas and Issues in Indian Administration: A Development Perspective*, Uppal Publishing House, New Delhi, 1979, p. 66.

<sup>48</sup> S.S. Khera, *op. cit.*, 3-4.

<sup>49</sup> B.B. Mishra, “Evolution of the Office of the Collector”, *Indian Journal of Public Administration*, Indian institute of Public Administration, New Delhi, Vol. XI, No.3, July-Sept. 1965, pp. 245-246.

The chief revenue officer of a district (Sarkar) under the Mughals was called an Amalguzar or Amil. He exercised a certain degree of judicial authority and performed certain functions related to law and order. The main executive functions of Sarkar were performed by Faujdar who could directly report to the Central Government in any difficult time.<sup>50</sup>

East India Company obtained the Diwani of Bengal, Bihar and Orissa in 1765. Administratively speaking, the company's first serious effort at reform in the Diwani provinces was the appointment of Covenanted Servants as Supervisors. In 1769-70, they were appointed to the several existing districts.<sup>51</sup> The office of the Collector of today was thus for the first time created by the Government of Warren Hastings under the regulations of May 14, 1772 which provided for the appointment of such an officer in each district. In 1773, the post of District Collector was abolished. There followed a period of Centralization of revenue administration. However, this system did not work properly and the Collector had to be brought back in 1781, but with reduced authority. Finally, in 1786, a rational scheme was adopted according to which districts were organized into regular fiscal units, each under a Collector. In 1787, "leaving aside a few districts, the Collectors were also vested with magisterial powers and could try criminal cases within certain limits."<sup>52</sup>

Lord Cornwallis (1793) did not favour condition of judicial and executive functions in one hand and placed them in different hands. Henceforth the Collector was only a collector of land revenue and the District judge and Magistrate became the head of the district.

The Collector, under the Munro system, became the real and effective head of the district and was responsible for the general administration and the welfare of the people in his charge. In 1833 and 1843 respectively, the non-covenanted posts of deputy collectors and deputy magistrates were created to provide participation to the Indians.<sup>53</sup>

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<sup>50</sup> M.S. Mann "Establishment of British Government in India: Administration and Policies", *History of India from 1526-1947 A.D.*, Bharat Prakashan, Jalandhar, 1992, pp. 488-517.

<sup>51</sup> Haridwar Rai, *op. cit.*, p. 17.

<sup>52</sup> Ramesh K. Arora and Rajini Goyal, *Indian Public Administration: Institutions and Issues*, Vishwa Prakashan, New Delhi, 1995, p. 243.

<sup>53</sup> S.N. Mishra, "The District Collector: The Changing Role", *Development Policies and Administration in India*, Uppal Publishing House, New Delhi, 2000, pp. 287-288.

## **Position of Collector in the Period of 1857-1947**

The Collector-Magistrate system which had kept changing from time to time came to stay as a permanent feature of District Administration in 1859. This position continued upto 1919. With the introduction of diarchy in 1921, the institution of District Officer had been reduced and his powers and authority limited. The inauguration of provincial autonomy in 1937 under the Government of India Act of 1935 diluted the Collector's authority. He ceased to be representative of British Government and came to be an agent of the popular Government. With the introduction of several schemes for rural development during 1937-39, the Collector was put in charge of these schemes in the villages. Besides, the problems created by the Second World War (1939-45) added new dimensions to the functions of the Collector. Thus we see that on the eve of independence, in 1947, the Collector had become something of a jack of all trades.<sup>54</sup>

## **Changes after Independence**

The office of the District Collector "admirably survived the historic role of change from an alien regime to a national one". There was an increase in the powers of the District Collector. Apart from maintaining law and order and revenue administration, the District Collector became the king-pin of all developmental activities right from the district to the ground level. In actual sense he was the Maibaap (parents) of the districts, as well roads led to the district headquarters.<sup>55</sup>

## **The Mukarji Proposal<sup>56</sup>**

The Mukarji proposal on district government may be stated in terms of the following attributes:

1. District government should form a third tier of India's federal polity, with proper constitutional backing.
2. Its powers should be constitutionally specified and, in the domain so marked out, it should have functional autonomy.

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<sup>54</sup> Edwin Eames and Saran Parmatma, *District Administration in India*, Vikas Publications, Delhi, 1989, p. 177.

<sup>55</sup> Sweta Mishra, *Changing Pattern of District Administration*, Mittal Publications, New Delhi, 1996, p. 29.

<sup>56</sup> Abhijit Datta, "Dynamics of District Administration – A New Perspective," *Some Thoughts on the Proposed District Government*, Kanishka Publishers, New Delhi, 1996, p. 45.

3. Its representative character should be ensured by a system of direct elections, to be held at regular intervals, under the overall supervision of the Election Commission.
4. Supersession should be constitutionally barred.
5. Finances to match functions should be assured, through state finance commissions or other means.
6. District government should replace the Collector pattern, the district bureaucracy coming squarely under its control.

### **Alternative Forms of District Government**

Mukarji suggests that replacement of the District Collector and the Zilla Parishad by an elected district government is necessary from three angles: (i) democratic, (ii) federal, and (iii) local control. However, it is possible to show that an 'independent' system of local government could also substantially meet requirements of the Mukarji proposal. Table brings out the basic structural characteristics of three alternative models of district government – coordinate, independent and autonomous.

<b>Sr. No.</b>	<b>Structural Aspects</b>	<b>Coordinate</b>	<b>Independent</b>	<b>Autonomous</b>
(1)	(2)	(3)	(4)	(5)
1	Constitutional placement	7 <sup>th</sup> Schedule (separate list)	7 <sup>th</sup> Schedule (List III)	6 <sup>th</sup> Schedule (generalized)
2	Nature of powers	Plenary	Delegated	Devolved
3	Election	Direct	Indirect	Direct
4	Supersession	Barred	Subject to judicial review	State discretion
5	Finance and Functions	Finance to be earmarked in the national tax-pool and awarded by the state finance commission; functions to be reallocated from Lists I & II in the 7 <sup>th</sup> Schedule	Taxes and functions to be delegated from Lists I-III in the 7 <sup>th</sup> Schedule	Taxes and functions as provided in List II in the 7 <sup>th</sup> Schedule
6	Personnel system	Separate	Various (except all India)	Various (including all India)
7	Executive Functionary	Political	Political	Bureaucratic

*Source:* Deputy Commissioner Office Shimla

### **Constitutional Status**

All the three models of district government indicated in Table would require constitutional changes to bring them about – substantial in the case of a coordinate,

somewhat for the independent, and least for the autonomous districts. Among the three models, only the independent district government is organically linked with a system of sub-district local government. While there may not be a need for additional units of local government in a system of coordinate district would presumably be the responsibility of the state government and these two sub-state government – district and local – would operate in parallel to each other.

A coordinate district government would exercise the plenary powers of the state, while the other two forms would subsist under the delegated or devolved powers of the Union and the States. Therefore, the success of the coordinate district government would depend on the fine-tuning of the 7<sup>th</sup> Schedule items in the Constitution in a manner that all the three levels of government may be distinct and separate from each other.

### **The Concept of ‘District Government’**

The concept of ‘District Government’ is relatively a new concept. It is still confined to conceptual level, though the foundation stone of a District Government was laid by the then Chief Minister Digvijay Singh in the state of Madhya Pradesh in April 1999. This could be termed as a preliminary effort in the direction of District Government. The ‘District Government’ signifies a form of government which can accomplish certain acts in a definite territory as demarcated by the state government. From the point of view of administration convenience, the states in India have been divided into districts and their administration is carried out at the district level by a team of district level officials, headed by the District Collector. This district administration is an important territorial and functional unit of administration in India, formed by the East India Company in 1772, to realize its imperial colonial interest by carrying on administration at the local level. It subsequently contributed in no small measure to the strengthening and stabilizing of the British rule in the country. Since then, it has been functioning as an important executive or administrative unit of state governments in India. Since its very inception it has acted as a very powerful and important institution and continues to be so in post-Independence era. It has maintained its strength and importance intact in Indian polity in the last six decades or so.

A worthwhile change in administration and governance needs a strong political will. The pronouncement of Digvijay Singh to bring about administrative and political reforms through decentralization of power at district level unleashed a new wave which is now sweeping all over the country.

The 73rd and 74th Constitutional Amendments to the Indian Constitution are the indicators of real revolution. They have ushered in a new era in Indian politics, administration and government. The students of Political Science and Public Administration have been studying two-tier systems of traditional federal governments - the Union government and the state governments of the federating units. Like all conventional federations, the Indian Constitution has a provision for two-tiers of governments, i.e. the Union or Central government and the state (unit) governments. But the provisions of 73rd and 74th Amendments, under Article 243 and 11th and 12th Schedules of the Indian Constitution enshrine certain rights and powers to local bodies, which indicates that the Central government is inclined to establish "Local Governments" in place of "District Administration" at the local level. The new additions to the Constitution tend to show that a "government" at the local level be formed and rights related to framing of the policies and taking of decisions about matters of local importance, development and public welfare be transferred to the newly constituted "Local Government". The state government should transfer the responsibility of policy-making and its execution regarding subjects of local development and welfare to these local bodies. Attempt has been made to confer the status of 'Autonomous government' to Panchayati Raj and Municipal bodies by giving them subjects of local importance in the 11th and 12th Schedules of the Constitution. This local government has been referred to as "District Government" in this article at several points "Local Government" or "District Government" is a remarkable achievement of the Indian Union Government as a novel concept and an important innovation to the traditional federal governments.

The subjects offered to the local bodies under the 11th and 12th Schedules, however, do not form a part of the subjects falling under the central control. The division of powers in the Indian Union has been made through the system of lists. There are three lists enumerating the subjects falling under the power of the Central government, those forming the subjects of purely state control and the third list, known as concurrent list wherein both the Central government and state government

have a common share. Though 73rd and 74th Amendments do not alter the division of these lists yet the subjects allotted to the local bodies under the 11th and 12th Schedules and bearing local importance, signify the intent towards awarding the status of "Local Government" to the local bodies. As soon as these bodies become somewhat strong and get trained in the art of administration, a fourth list as "Local List" could be added in due course of time after making a suitable amendment in the Constitution and likewise provision can be made in the Constitution for 'District Government' and allied matters. This fourth list may incorporate the subjects allotted to the local bodies in the 11th and 12th Schedules of the Constitution. This would be another novel contribution of the Indian Constitution to the Theory of Federalism in Political Science and Public Administration. The Madhya Pradesh (M.P.) Government took an important step in this direction and opened a new chapter by establishing a 'District Government' in the state on April 1, 1999. The responsibility of conducting the governance of the district was handed over to the "District Planning Committee" by empowering it through legislation to discharge the responsibility of governing the district. To this end, requisite amendments were made by the State Assembly in the District Planning Committee Act 1995 in March, 1999. In fact M.P. was the first state in the country to implement the provisions of the 73rd and 74th Amendments to the Constitution and carried out relevant amendments to the Acts pertaining to Panchayat Raj, Municipal boards, Committees and Corporations. Verily, the 73rd and 74th Constitutional Amendments have proven themselves to be important milestones on the way to rejuvenation and vitalization of Panchayati Raj Institutions and other civic bodies. These bodies, which were the outcome of the recommendations made by Balwant Rai Mehta, Ashok Mehta, Sadiq Ali Committees and Community Development Plans, had become anaemic and tottering by the advent of the 80's. However, the 73rd and 74th Amendments to the Constitution have raised fresh and high hopes that now the state governments, sooner or later, will have to give due rights and powers to panchayati Raj and other local bodies as provided in these amendments.

The initiative and the steps taken by the M.P. government to reinforce and invest local bodies with new rights have made it conspicuous as an upcoming ideal state in the entire country. The other states, have also tinkered with their laws related to local bodies in conformity with the 73rd and 74th Amendments and most of them

have conducted elections of urban and rural panchayati raj bodies. M.P. Government has left other states far behind by taking more tangible and swifter steps in this direction. The inauguration of “District Government” by Digvijay Singh in his state added a welcome chapter in the history of statutory systems of India. The M.P. Government transferred important powers of policy making, enacting laws and rules and taking decisions about matters and functions of district level administration from the state government to the district government. The objective of Digvijay Singh government was the decentralisation of powers from the upper centre to the lower centers more and more so as to involve the common man in the process of administration, policy formation and decision-making and to execute policies and decisions with their cooperation and participation

### **DISTRICT ADMINISTRATION IN HIMACHAL PRADESH**



*Source:* India, govt. in images Google Earth.

Himachal Pradesh is situated in the heart of the Western Himalayas. It was called “DevBhumi” (The abode of Gods) by the ancients.<sup>57</sup> Himachal literally means

<sup>57</sup> JagmohanBalokhra, *The Wonderland of Himachal Pradesh*, H.G. Publications, New Delhi, 2007, p. 5.

“land of snowy-mountains”.Himachal,now known as ‘the country’s orchard’, ‘nature’s paradise’ and an abode of peace, represented in ancient times the Himalayasit self, with Nepal,Koormachal,Kedar, Jalandhar and Kashmir as its five natural divisions.<sup>58</sup>The state of Himachal Pradesh nestling in the lap of the Himalayas was born on 15<sup>th</sup> April 1948.<sup>59</sup>At that time state had only four districts viz. Chamba, Mahasu, Mandi and Sirmour and its areawas 25,839 square kilometers.<sup>60</sup>

## LOCATION

Himachal Pradesh is situated between 30°22’ to 33°12’ North latitude and 75°47’ to 79°4’ East longitude.<sup>61</sup>It is surrounded by Jammu and Kashmir in the North, Tibet in North-East, Uttrakhand in East, Haryana in South, and Punjab on West.<sup>62</sup>

## ADMINISTRATIVE STRUCTURE OF HIMACHAL PRADESH

The total area of Himachal Pradesh is 55,673 square kilometers which is divided into 12 administrative districts. Presently there are 12 districts, 52 subdivisions, 109 tehsils and sub-tehsils and 16,997 villages in Himachal Pradesh. From development point ofview, the Pradesh is divided into 75 Development Blocks. The smallest unit for development-cum-administration is Panchayat and their number is 3243. The state has a three tier Panchayati Raj structure comprising of 12 ZilaParishads, 75 PanchayatSamities and 3243 Gram Panchayats on the rural side; and 1 Municipal Corporation, 20 Municipal Councils and28 NagarPanchayats on the urban side besides 7 Cantonment Boards. The population of28 Nagar Panchayats on the urban side besides 7 Cantonment Boards. The population ofthese urban settlements is 5, 95,581 as per 2001 Census. The largest one is the Shimla town with a population of 1, 42,161 and the smallest one is Narkanda with a population of 712.<sup>63</sup>

The total population of Himachal Pradesh is 60, 77,900 (2001 Census), which gives density of population as 109.The overall literacy percentage of Himachal Pradesh was 76.5% (2001 Census).Today, Himachal Pradesh is one amongst the top

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<sup>58</sup> A.S. Rawat, *Alternative Farming Systems in Dry Temperate Zone of Himachal Pradesh*, Indus Publication Company, New Delhi, 2002. p. 26.

<sup>59</sup> RajenderAttri, “Steps towards the Formulation of Himachal Pradesh”, *Introduction to Himachal Pradesh*, Sarla Publications, Shimla, 2000, p. 100.

<sup>60</sup> Jag Mohan Balokhra, “The Beautiful Land” *The Wonder Land Himachal Pradesh: An Encyclopedia*, H.G. Publications, New Delhi, 2005, p. 7.

<sup>61</sup> M.S. Ahluwalia, *History of Himachal Pradesh*, Intellectual Publications, New Delhi, 1998, p. 2.

<sup>62</sup> 11<sup>th</sup> Plan 2007-2012 and Budget Linked Annual Plan: 2008-2009, Planning Department, Government of HP, Shimla, pp. 1-5.

<sup>63</sup> Draft Annual Plan: 2009-2010, Planning Department, Government of HP, Shimla, pp. 1-7.

10 states of Indian Union. Chief Secretary is the head of all departments headed by a Secretary (an IAS or senior servant recruited by State Public Service Commission). At the division level, there is a Divisional Commissioner for each division and a Resident Commissioner for Pangi sub-division. The administrative unit called district is headed by District Collector or Commissioner or Deputy Commissioner, assisted by a number of subordinates at various levels to discharge his functions. Superintendent of Police (SP) has been assisting in the maintenance of law and order at the district level (either IPS or HPS). Block is the lowest tier of administrative hierarchy headed by Block Development Officer (BDO). The smallest unit for development-cum-administration is Panchayati Raj Institution.<sup>64</sup>

### **DISTRICT SHIMLA**

Shimla which is a headquarter of the state of Himachal Pradesh and had been the summer capital of India during British Rule.<sup>65</sup> Present Shimla district comprises of six sub-divisions namely- Shimla (Urban), Shimla (Rural), Theog, Chopal, Rohru, Dodra-Kawar, and Rampur and five sub-tehsils namely- Chetta (Kupvi), Nankhari, Tikkar, Junga, Nerwa for administrative purpose. For development purpose the district is divided into 10 blocks namely- Kasumpti, Sunni, Thoeg, Chopal, Jubbal, Kotkhari, Rohru, Chhohara, Kumarsain and Rampur. There are 273 Gram Panchayats in the district.

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<sup>64</sup> SukhDev Singh Charak, *Himachal Pradesh*, Light and Light Publishers, New Delhi, 1978, p. 320.

<sup>65</sup> Jag Mohan Balokhra, *Himachal Pradesh: General Knowledge*, H.G. Publications, New Delhi, 2009, pp. 73-74.

## Distt. Shimla Map



*Source:* Shimla District - Government's Official Website

### **LOCATION**

Shimla district lies between the longitudes 77°0' and 78°19' East and latitudes 30°45' and 31°44' North. It is bounded by Mandi and Kullu in the North, Kinnaur in the East, the state of Uttar Pradesh in the South, and Solan district in the West. The elevation of the district ranges from 300 to 6,000 metres.

### **GEOGRAPHY**

Shimla is located in the north-western ranges of the Himalayas. At an average altitude of 2397.59 meters (7866.10 ft) above mean sea level, the city is spread on a ridge and its seven spurs. The city stretches nearly 9.2 km from east to west.<sup>66</sup> The highest point in Shimla, at 2454 meters (8051 ft), is the Jakhoo hill. Shimla is a Zone IV (High Damage Risk Zone) per the Earthquake hazard zoning of India. Weak construction techniques and increasing population pose a serious threat to the already

<sup>66</sup> <http://shimlamc.org/mcshimla.htm>.

earthquake prone region.<sup>67</sup>There are no bodies of water near the main city and the closest river, Sutlej, is about 21 km (13 miles) away.<sup>68</sup>Other rivers that flow through the Shimla district, although further from the city, are Giri, and Pabbar (both are tributaries of Yamuna).The green belt in Shimla planning area is spread over 414 hectares(1023 acres).<sup>69</sup>The main forests in and around the city are that of pine, deodar, oakandrhododendron.<sup>70</sup>Environmental degradation due to the increasing number of tourists every year without the infrastructure to support them hasresulted in Shimla losing its popular appeal as an ecotourismspot.<sup>71</sup>Another rising concern in the region are the frequent number of landslidesthat often take place after heavy rains.

### **AREA AND POPULATION**

The total area of district Shimla is 5,131 square kilometers and its population as per 2001 census is 7, 22,502. The density of population is 141 persons per square kilometers.

### **CLIMATE**

The climate in Shimla is predominantly cold during winters and moderately warm during summers. The temperatures range from 3.95°C (39.11°F) to 32.95°C (91.31°F) over the year.<sup>72</sup>The average temperature during summer is between 14°C and 20°C, and between -7°C and 10°C in winter. Monthly precipitation varies between 24 mm in November to 415 mm in July. It is typically around 45 mm per month during winter and spring and around 115 mm in June as the monsoonapproaches. The average total annual precipitation is 1520 mm (62 inches). Snowfall in the region, which usually took place in the month of December has lately (over the last fifteen years) been happening in January or early February every year.

By October, nights and mornings are very cold. Snowfall at elevations of about 3000mtrs is about 3mtrs and lasts from December to March. About 4500mtrs, is perpetual snow. The main season is the spring from mid- Feb to March-April. The air is cool and fresh. Colourful flowers adorn the valleys, forest slopes and meadows. In the hill stations, the climate ispleasant and comfortable.The rains start at the end of June. The entire landscape becomes green and fresh.

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<sup>67</sup> Indiainfo.com. <http://news.indiainfo.com/2005/10/14/1410quake-shimla-vulnerable.html>.

<sup>68</sup> <http://hptdc.nic.in/trans.htm>.

<sup>69</sup> <http://himachal.nic.in/tcp/ShimlaHeritageReport.pdf>.

<sup>70</sup> <http://hpforest.nic.in/>.

<sup>71</sup> [http://www.journal.au.edu/abac\\_journal/2001/sep01/article3.pdf](http://www.journal.au.edu/abac_journal/2001/sep01/article3.pdf).

<sup>72</sup> <http://www.world66.com/asia/southasia/india/himachalpradesh/shimla/lib/climate>.

There are three main seasons in Himachal Pradesh:

- a) Cold - October to February
- b) Hot - March to June
- c) Rainy - July to September

Streams begin to swell and springs are replenished. The heavy rains in July and August cause damage to erosion, floods and landslides. Dharamshala has the highest rainfall of 3400mm. Spiti is the driest area (below 50mm rainfall) being enclosed by high mountains on all sides.<sup>73</sup>

### ADMINISTRATIVE STRUCTURE

Administratively Shimla district has been divided into 7 sub-divisions namely- Shimla (Urban), Shimla (Rural), Theog, Chaupal, Rohru, Dodra-Kawar, and Rampur. 12 Tehsils namely- Shimla (Urban), Shimla (Rural), Theog, Rampur, Chaupal, Rohru, Dodra- Kawar, Sunni, Kotkhari, Jubbal, Chirgaon, Kumarsain and 5 Sub-Tehsils namely- Chetta (Kupvi), Nankhari, Tikkar, Junga and Nerwa.<sup>74</sup>

**Table 1.1**  
**Administrative Profile of Shimla District**

<b>Sub-Divisions(7)</b>	<b>Tehsils(12)</b>	<b>Sub-Tehsils(5)</b>
Shimla(Urban)	Shimla(Urban)	Chetta(kupvi)
Shimla(Rural)	Shimla(Rural)	Nankhari
Theog	Sunni	Tikkar
Rampur	Theog	Junga
Chaupal	Kotkhari	Nerwa
Rohru	Rampur	
Dodra-Kawar	Kumarsain	
	Chaupal	
	Rohru	
	Dodra-Kawar	
	Chirgaon	
	Jubbal	

*Source:* Deputy Commissioner Office Shimla

The former summer capital of the British in India, and the present capital of Himachal Pradesh, Shimla has been blessed with all the natural bounties which one can think of. It has got a scenic location, it is surrounded by green hills with snow capped peaks. The spectacular cool hills accompanied by the structures made during the colonial era creates an aura which is very different from other hill.

<sup>73</sup> [http://www.himachalpradesh.us/geography/himachal\\_climate](http://www.himachalpradesh.us/geography/himachal_climate).

<sup>74</sup> *Ibid.*, pp. 73-74.

Bulging at its seams with unprecedented expansion, Shimla retains its colonial heritage, with grand old buildings, among them are the stately Viceregal Lodge, charming iron lamp posts and Anglo-Saxon names. The Mall, packed with shops and eateries, is the centre of attraction of the town, and Scandal Point, associated with the former Maharaja of Patiala's escapades, offers a view of distant snow clad peaks.

Shimla is ideally located, and though there is an air service to the town, it is best reached by road that takes in the charms of the HIMALAYAN countryside at its best. There is a sense of nostalgia about SHIMLA, with its old bungalows and their gabled roofs and beautiful gardens.

The Shimla back to the 19th century when it was founded by the British in the year 1819 after the Gorkha war. During that period, it was most popular for the temple of Hindu Goddess Shyamala Devi. In 1822, the first British summer home was constructed by Scottish civil servant Charles Pratt Kennedy. Shimla became the summer capital of the British Raj during the latter half of the 19th century and the soldiers of the British army, merchants and civil servants dropped in here to get relief from the scorching heat of the plains. Presently, it is the state capital of Himachal Pradesh, with its population around 1.6 lacs (Shimla town only) having Altitude 2202.00 meters above sea level, Languages Pahari, Hindi and English, Best time to visit October to November & April to June and STD Code is 0177. Shimla has seen many important historical events such as the famous Shimla Pact between India & Pakistan which was signed here. The place is also famous for its natural beauty, architectural buildings, wooden crafts and apples.

A remarkable event took place in the history of Shimla when the Kalka-Shimla railway line was constructed in the year 1906 that significantly added to its quick accessibility and it gained immense popularity. Apart from this, Shimla was declared as capital of the undivided state of Punjab in the year 1871 and remained so until Chandigarh (the present-day capital of Punjab) was given the status of the region's capital. Himachal Pradesh got separated from undivided Punjab in the year 1971 with Shimla becoming its capital. You will come across several British structures in Shimla such as the Viceregal lodge, Auckland House, Gorton Castle, Peterhoff house, and Gaiety Theatre that are the reminders of the colonial times. Some of the most prominent things to watch in Shimla are the Himachal State Museum & Library, Viceregal Lodge, Botanical Gardens, Indian Institute of

Advanced Studies, The Ridge, The Mall, Summer Hill, Glenn and Taradevi Temple. Everything in this quaint town has a unique appeal and never fails to impress even the most demanding tourists.<sup>75</sup>

## **EVOLUTION OF THE OFFICE OF DISTRICT COLLECTOR IN SHIMLA DISTRICT**

In 1829 Governor-General, Lord William Bentick changed the Political Assistant of Subathu to that of Principal Assistant to the Resident of Delhi; and Captain Kennedy became the first occupant of the new post. The Shimla district Gazetteer of 1888-1889 mentions that the settlement in Shimla grew with tremendous speed, from 30 houses in 1830, it increased to 100 in 1841, 290 in 1866 and the number of occupied houses in 1881 was 1,141. The growing size of Shimla made government to introduce certain administrative changes in 1841. The Political Agent was redesignated Deputy Commissioner of Shimla and Superintendent of the Shimla Hill States, subordinate to the Resident of Delhi (and after 1911, Ambala).

As per the Imperial Gazetteer of 1887, the first foreigner sent to impose rule over all classes of the hill population was one Captain Charles Pratt Kennedy who in 1822 was appointed Superintendent of the Shimla Hill States, with instructions to receive tribute from 1847 till 1852. Edward introduced Western schools in the hills and for this purpose he collected funds from local rulers. By a proclamation of 7<sup>th</sup> April 1848, he abolished the institution of Commission agent. After Edward, Lord William Hay became the Deputy Commissioner of the region. In 1850's, District and Provincial administration moaned their head-quarter to nearest hill station in the summer. In June 1851 William Edwards, Shimla's Deputy Commissioner convened a meeting of property owners of the 'Kutcherry' to discuss various issues to be dealt with under the new body's jurisdiction. At a meeting held in July 1852, seven members were elected by Commissioner, while the Deputy Commissioner was nominated ex-officio chairman of Shimla's Municipal Committee. In 1902, the Deputy Commissioner of Shimla also became the ex-officio President of the Municipal Committee.

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<sup>75</sup> <http://hpshimla.nic.in/>

**Table 1.2**  
**Hierarchical Chart of District Administration**

<b>Deputy Commissioner</b>	<b>District</b>
<b>Sub-Divisional Officer</b>	A Group of Tehsils
<b>Tehsildar</b>	Tehsil
<b>Naib-Tehsildar</b>	Part of a Tehsil
<b>Qanungo</b>	A Group of Patwaris(Circles)
<b>Patwaris</b>	Group of Villages

**Administrative setup of Distt. Shimla**

Collectorate	D.C. Shimla A.D.C. Shimla A.D.M. (Law and Order) A.D.M. (Protocol) A.C. to D.C. P.O. DRDA Distt. Revenue Officer
Sub-Divisions	S.D.M. Shimla (Urban) S.D.M. Shimla (Rural) S.D.M. Theog S.D.M. Rampur S.D.M. Rohru S.D.M. Chopal S.D.M. Dodra-Kwar
Blocks	B.D.O. Mashobra B.D.O. Basantpur B.D.O. Rampur B.D.O. Narkanda B.D.O. Chauhara B.D.O. Jubbal B.D.O. Theog B.D.O. Rohru B.D.O. Chopal B.D.O. Nankhari
Tehsils / Sub-Tehsils	Tehsildar Shimla(Urban) Tehsildar Shimla(Rural) Tehsildar Sunni TehsildarKumarsein TehsildarJubbal Tehsildar Rampur TehsildarKotkhai TehsildarJubbal TehsildarChirgaon TehsildarRohru TehsildarChopal TehsildarDodra-Kwar Naib-TehsildarTikkar Naib-TehsildarNankhari Naib-TehsildarNerwa Naib-TehsildarKupwi Naib-TehsildarJunga Naib-TehsildarDhami

Source : Deputy Commissioner office Shimla

This undoubtedly added to the efficiency of the Municipal Committee's functioning. In 1921, the Government gave in and beggar was abolished in Shimla district. The Deputy Commissioner served as an important official at the district level before and after independence. The Deputy Commissioner is the kingpin of the district administration.

## **REVIEW OF LITERATURE**

It is quite essential that a beginner should acquaint himself with the whole of available literature in the concerned field before he embarks upon the field of investigation. The thorough grasp of the existing literature is an essential prerequisite for the researchers. Some of the books and articles on District, Administration District, Historical Background of District and District Administration, Role of Deputy Commissioner and Problems of District Administration are being reviewed in the proceeding paragraphs.

### **Books**

**Sharma(1971)**<sup>76</sup>In this book special emphasis has been given on the Collector and his duties and responsibilities regarding the District Administration within the District. In the Sub-Division the Sub-Divisional officer performs the revenue functions of the Revenue Assistant. Each Tehsil is divided into a number of Kanungo (Circles) each under the charge of field Kanungo, who is to supervise a number of Patwar Circles each of which is under the charge of a Patwari. To aid Deputy Commissioner in the maintenance of records of revenue and to advise the Financial Commissioners and government on these matters and on measures for the promotion of agricultural efficiency, an official known as the Director of Land Records is appointed. His appointment is in no way intended to set aside the powers and responsibilities belonging to Collectors.

**Dev(1980)**<sup>77</sup>This book contains a detailed study of the District Administration. The author has described the role of Deputy Commissioner in relation to Panchayati Raj Institutions. He has reached to the conclusion that Panchayati Raj Institutions have introduced the germ of diversity in District Administration.

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<sup>76</sup> S.K. Sharma, "Deputy Commissioner in Punjab", *The Indian Journal of Public Administration*, Indian Institute of Public Administration, New Delhi, 1971.

<sup>77</sup> R.K. Dev, *Collector: Today and Tomorrow*, New Delhi, 1980.

**Sadasivan(1988)**<sup>78</sup>The book brings out the systematic study of the District Administration from multi-disciplinary and multi-dimensional perspective. Every aspect of the District Administration has been taken up for intensive analysis in order to determine its strength and weaknesses. The Collector is critically approached both as an institution and as an office and its utility in the context of democracy is assessed. There are of course, suggestions to carry out reforms and alternative models to the existing structure of District Administration in India.

**Chaturvedi(1989)**<sup>79</sup>This book basically deals with the District Administration in the British System as well as in the Present System. In the past the dominated function of District Administration was maintenance of law and order and collection of revenue, the scope of development activities were narrow but dominated District Collector was responsible for them. Today District Administration is responsible to common man and has a variety of functions to perform. It is not only concerned with law and order problems but it has important role to play in the developmental functions also.

**Sharma(1990)**<sup>80</sup>This book gives extensive account of District Administration. His study is macro as well as micro. On the one side he has discussed about certain problems of District Administration and on the other side it discussed about specific states like, Bihar, Rajasthan, Himachal Pradesh and in general district Shimla gives an account of District Administration. In the end factors affecting the working of district administration have been identified and suggestions are given to remove them.

**Shastri(1990)**<sup>81</sup>He gives the complete picture of the development of District Administration in India after independence. The study covers the introduction, structure and functions and critical review of the district administration 'in the study' all round role of the Deputy Commissioner is given and his position is considered important under each circumstances. It is a good book for the study of District Administration.

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<sup>78</sup> S.N. Sadasivan, "District Administration in India: A National Perspective", *IIPA*, New Delhi, 1988.

<sup>79</sup> T.N. Chaturvedi, "District Administration in India", *Indian Journal of Public Administration*, Indian institute of Public Administration, New Delhi, Vol. XI, No.3, April-June., 1989.

<sup>80</sup> R.D. Sharma, *Problems of District Administration in India*, H.K. Publications, Delhi, 1990.

<sup>81</sup> K.N.V. Shastri, *District Administration in India*, Metropolitan Book Co., New Delhi, 1990.

**Goel and Patson(1991)**<sup>82</sup>They have analysed the actual position of the role of the Deputy Commissioner in District Administration in India. The findings of the study show that the scope of the role of the District Collector has become more complex and difficult. They have to work within a vast network of interdependent organizations and political structures which requires substantial leadership and management skills. To be effective in their job, they have to set priorities, establish methods of developing cooperative working relationships, manage complex organizations and they will have to acquire skill in managing crises.

**Maheshwari(1992)**<sup>83</sup>This book is devoted to analyzing the functions of District Collector and District Administration. Many structural and functional changes have been taken place in administration at District level. The district collector has over-burdened with these new responsibilities which are new and most important function of Deputy Commissioner in the District. In short, we can say that the book provides very good material on District Administration and Deputy Commissioner.

**Dubey(1995)**<sup>84</sup>The book deals with-district administration in India in a detailed manner. The author described the District Administration, Land and Revenue Administration. But he described Land and Revenue Administration in detailed manner in spite of District Administration. Land and Revenue Administration have traditionally been two of the main functions of the Deputy Commissioner. In post independence era too, various control orders with regard to edible items and essential commodities have been enforced in which, the Deputy Commissioner has distinct role to play. In short, we can say that the book contributes significantly for the study of Deputy Commissioner and district administration.

**Jayapalan(1998)**<sup>85</sup>The book offers a comprehensive overview of the Indian Administration from its evolution in the ancient times to the present day mammoth Indian Administration system. It covers the political, social, economic, cultural and constitutional environment, important features of Indian polity, political executive, Central Secretariat, Central ministries and departments, executive agencies, Boards and Commissions, Constitutional authorities, administrative reforms, accountability of

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<sup>82</sup> AnuragGoel and Richard Patson, "District Magistrates in India" *The Administrator*, Vol. XXXVI, No. 4, October- December, 1991.

<sup>83</sup> S.R. Maheshwari, *Indian Administration*, Orient Longman Publications, New Delhi 1992.

<sup>84</sup> A.K. Dubey, *District Administration in India*, Uppal Publishing House, New Delhi, 1995.

<sup>85</sup> N. Jayapalan, *Indian Administration*, Volume II, Atlantic Publications, New Delhi, 1998.

Public Administration and citizen and administration in detail. Moreover, a clear exposition is given of public service, fundamental issues in Indian Administration, Centre-State relations, financial administration, State administration, district administration, role of special agencies, state services, planning at the district level, Local Self-government including urban and recent thinking on Local Self-government. The last Chapter illustrates a clear picture of the summary of the Administrative Reforms Commission Report. The book is designed to meet the requirements of the students of today the statesmen and administrators of tomorrow.

**Maheshwari(2001)**<sup>86</sup>This edition of Indian Administration is completely revised and updated text. Chapters have been enlarged and rewritten. Fresh chapters have been added on Planning and Audit, making this the most comprehensive treatise on Indian administration today. This is a recommended text for undergraduate students of both political science and public administration.

**Arora and Goyal(2004)**<sup>87</sup>The book has been organized into nine interdependent parts. Part one discusses the evolution of Indian administration Kautilya, Mughal and British influence on Indian administration. Part two explains the Indian Constitutional setting like value premises and parliamentary democracy. Part three highlights the constitutional responsibilities of the President, Prime Minister and functions of Council of Ministers and Cabinet Secretariat. Part four is devoted to state administration involving Governor, Chief Minister, Council of Ministers, Chief Secretary and functions of Secretariat. In Part five District Administrations have been discussed in details with a focus on the role of collector, urban local bodies and Panchayati raj. Part six elaborates the structure of civil services, public service commission of union and state and the civil service training.

Aspects of development administration have been discussed in Part seven which covers the planning system, administration of public sector and rural development programmes. It also covers control over finance through parliament and Comptroller and Auditor General of India in Part eight. Its last part describes the Generalists vs. Specialists administrative reforms in India. Hopefully, this volume will meet the needs of the students preparing for the preliminary and main

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<sup>86</sup> Maheshwari, *Indian Administration*, Eastern Book Company, Jalandhar, 2001.

<sup>87</sup> Ramesh K. Arora, Rajni Goyal *Indian Public Administration*, New Age International Pvt Ltd., New Delhi, 2004.

examination of the Indian Civil Service. It will also prove a valuable textbook for the postgraduate students (Public Administration and Political Science). M. Phil, Honors' students and Civil Service Trainees.

**Dutt and Hooja(2008)**<sup>88</sup>The book deals with-district administration in India in a detailed manner. The author described theCollector, Today and Tomorrow, the Emerging Role of the Collector, District Officer in India: Agent for Change, District and State Administration: A NewLeadership Role for the IAS, Administering a District in India: Reviewing Collector's Institution, Whither District Government?, the Changing Role of the District Officer (1860-1960), the Collector in the Nineteen-Sixties in Uttar Pradesh, the Evolution of the Office of Collector (1770-1947), Politico-Administrative Base of Indian Field Administration, Changing Role of the District Magistrate, Decentralizing Administrative Machinery for Development Needs: A Case Study of Andhra Pradesh, District Collector and Decentralized Health Planning, New Pattern of District Administration in Andhra Pradesh and Changing Pattern Development Administration in the District Index.

**Jayapalan (2009)**<sup>89</sup>The book offers a comprehensive overview of the Indian Administration from its evolution in the ancient times to the present day mammoth Indian Administration system. It covers the political, social, economic, cultural and constitutional environment, important features of Indian polity, political executive, Central Secretariat, Central ministries and departments, executive agencies, Boards and Commissions, Constitutional authorities, administrative reforms, accountability of Public Administration and citizen and administration in detail. Moreover, a clear exposition is given of public service, fundamental issues in Indian Administration, Centre-State relations, financial administration, State administration, district administration, role of special agencies, state services, planning at the district level, Local Self-government including urban and recent thinking on Local Self-government. The last Chapter illustrates a clear picture of the summary of the Administrative Reforms Commission Report. The book is designed to meet the requirements of the students of today the statesmen and administrators of tomorrow.

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<sup>88</sup> Sunil Dutt and RakeshHooja, *District Administration : Redefining The Development Role*, Kanishka Publishers Distributors, New Delhi, 2008.

<sup>89</sup> N.Jayapalan, *Indian Administration*, Atlantic publications, New Delhi, 2009.

## REPORTS AND ARTICLES

**Hazary(1999)**<sup>90</sup>This book described District Administration in the changing scenario. India is organized administratively into Unions, States, Districts, Sub-Divisions, Blocks and villages. The basic territorial unit of administration is District. He also describes the Collector with his multiple roles. He also gives a brief account of District Administration at work. In short, we can say that it is a very useful writing for District Administration.

**Mishra(2000)**<sup>91</sup>In this chapter the author has described the historical background in a very detailed manner. He has also described the Office of the Collector in detail. The Collector as Representative of State Government has also been described like-He acts as the chief grievance officer in the District.

**Bedi, Singh Srivastava(2001)**<sup>92</sup>This article presents the new aspects of District Administration. The district community is the ideal unit for meaningful governance that is close to people. Its administration, therefore, is of vital importance. The present chapter involves a narrative of an imaginary village harnessing the opportunities like-how does the district administration plan this in this new kind of governance, how do the villagers really benefit, and how are their conditions of living alleviated, what back-room thinking needs to go into planning these initiatives has been discussed in this chapter in a detailed manner. District Administration: Connecting to the People, Government at your Doorstep, the Online Enterprise, and IT calls for Imaginative Administration; Village-to-Village Information Corridors are presented in a very effective way. They cover all new dimensions related to District Administration and present them very beautifully.

**Fadia and Fadia(2006)**<sup>93</sup>In this chapter District Administration, History of District Administration, Administrative Organization of District, District Collector Administration, Models of District Administration, the Office of the Collector, the Collector: Appointment and Service Conditions, Functions and responsibilities of the

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<sup>90</sup> Narayan Hazary "District Administration in India: Perspectives on Change" Aalekh Publications, Jaipur, 1999.

<sup>91</sup> S.N. Mishra, *The District Collector: The Changing Role*, Uppal Publishing House, New Delhi, 2000.

<sup>92</sup> Kiran Bedi Parminder Jeet Singh and Sandeep Srivastava, *A District Online*, Government @net: New Governance Opportunities for India, Sage Publications, New Delhi, 2001.

<sup>93</sup> B.L.Fadia and Kuldeep Fadi, "District Collector in India: Changing Role", *Indian Administration*, Sahitya Bhawan Publications, Agra, 2006.

Collector, decline of importance and need of an effective coordinator has been discussed in a very effective and easy manner. He described in a detailed manner the changing role of District Collector in India.

**Mishra(2006)**<sup>94</sup>This article deals with the role and responsibilities of the office of District Collector (DC). District Collector (DC) has undergone considerable change since the independence. From enforcement of law and order, and collection of revenue for his administrative unit the office has grown as an important arm for implementing national and state policies on welfare and planned development. He also gives a brief introduction of Office of the Collector, tasks and responsibilities of DC, challenges being faced by the DC and concluding observations.

**RakeshHooja(2008)**<sup>95</sup>This article presents the district as a planning unit. We find that the adoption of the multi-level planning framework in India has led to the formation of, among others, National, State, District, Command Area and City Plans. It is the sub-state level units, especially the district and the economic area, that this article is chiefly concerned. He beautifully described that when independent India went in for Planning, Panchayati Raj and Community Development, it decided to base all the three on the district. He described the Planning Process in the district in a very detailed manner. To sum up, our developmental needs necessitating more comprehensive planning and a switch to real planning from below (the district thus becoming the basic unit of planning), it has become imperative that the district boundaries be redrawn along economic, geographical and social lines so that all sorts of regions (administrative, economic, metropolitan and resource development) can start in India.

**H. Rosenbloom (2010)**<sup>96</sup>Any set of “big questions” in public administration would include “what can public administrative theory tell us about how to promote optimal level of performance and accountability?” the special issue of Administration & Society addresses that question using comparative perspectives. They also look at performance and accountability at different levels of government and with different

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<sup>94</sup> D.S. Mishra, “Administering a District in India: Reviewing Collector’s Institution”, *IJPA*, New Delhi, January-March, .Vol. LII, No.1, 2006.

<sup>95</sup> RakeshHooja, “The District as a Planning Unit: Style and Focus”, *Development Administration and Multi-Level Planning*, Kanishka Publishers, Distributors, New Delhi, 2008.

<sup>96</sup> Public Administrative Theory, Performance and Accountability : Problems and Prospects in Diverse Political Environments David H. Rosenbloom and Sung DeukHahm, Supplement to Administration and society Vol. 42, Supplement-1 April 2010

theoretical lenses. The field of comparative administration has moved well beyond the idea that administrative techniques and processes are readily transferable among jurisdictions with different political structure, cultures, and economic condition.

**Walker (2011)**<sup>97</sup> Much has been written about implementation in the public sector, but little is known about organizational implementation styles and their consequences for performance. The authors evidence shows that implementation style matters but only in combination with appropriate strategic choices. None of the established styles of implementation by themselves are likely to lead to better performance. However, when the authors incorporate the strategic orientation of organization, they find that it has an important moderating effect on the relationship between implementation style and service performance.

**Newswander (2012)**<sup>98</sup> In response to the increased complexity that comes from a shift away from government and towards governance public administration programs need to adjust their traditional curriculum and encourage, interdisciplinary perspectives in students even the proper mind set administration can be better prepared to face the challenges of governance in highly integrated real life setting by having the capacity to integrate competing viewpoints, which includes a reintroduction of interdisciplinary theories methods and best practices to the classroom.

**Lseni-Saban (2013)**<sup>99</sup> Recent studies on disaster resilience policies focus on government and administrative short coming that prevent affected communities from improving their life circumstances this articles affairs to break this cycle of disadvantages through greater utilization community capacity building among disaster affected groups that meet social justice principles in various regional settings. It is suggested that central role of public administration is based in developing empathetic relationships and facilitating collaborative action and a more.

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<sup>97</sup> Administration and Society, strategy Implementation and Public Service Performance Rhys Andrews, George A. Boyne, Jennifer Law and Richard M. Walker., Vol. 43 No. 6, September 2011.

<sup>98</sup> Lynita K. Newswander and Chad B. Newswander “Encouraging Cognitive flexibility and interdisciplinary in Public Administration programmes” “Administration & Society” Vol. 44, No.3, April 2012

<sup>99</sup> Liza Lseni-Saban “Challenging Disaster Administration Towards Community based Disaster Resilience “Administration and Society” Vol. 45, No.6, August 2013

**Andrea (2014)**<sup>100</sup> A growing number of state welfare agencies are using the internet to communicate with potential current dents. Although public management benefits are clear little is known about dent perspectives. This mixed methods research project examines the topic of application security, reliability, appropriateness and ease of use, and personal experience of potential users to understand opinions online welfare application focus group finding highlight direct case workers accountable and avoiding unpleasant office conditions. Study participants also identified exceptions like emergencies and applicants with special needs.

### **SELECTION OF THE PROBLEM**

The District Administration is most important line administrative unit of the state administration. The study has been chosen because District is not only the implementer of the public policies but also is an important support and system for policy formulation. The District operates as a basic unit of the public administration and as an agent of the state administration. The study has been chosen to highlight the gap between the performance level and expectation level of the District Administration by studying its organizational structure and functional aspects. District Administration has been introduced as a subject in Schools, Colleges, universities and other educational institutions. Thus, District Administration has vital importance for students, aspirants and entrants to the civil services, teachers, professionals etc. District Administration has also been the subject of personal interest because it can be useful for future studies also. This study would add to the corpus of knowledge in the discipline of public Administration. It is truly the cutting edge of tool of public administration. In short, the actual work is carried out in the district. People judge the government by way the programmes are actually administered in the district.

This topic is also being taught in public administration. Therefore, this research will be helpful for students of public administration to understand the concept of district, district administration and deputy commissioner. Moreover, the study will identify the various issues relating to district administration and deputy commissioner. Research will also be helpful to planners, policy makers, development

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<sup>100</sup> Andrea Helthing, Stevie Watson "We Live in a Technological Era, Wetter for like or Not" :Client perspective and online welfare applications "Administration & SOCIETY" Vol. 46, No. 5, July 2014

agencies, students and researchers in Himachal Pradesh. This topic has also been selected because of the special interest of the researcher in the present topic.

### **IMPORTANCE OF THE STUDY**

District has become a strategic centre of administration before and after independence. District is the most important administrative division in our federal democratic set up where it is expected to play a responsible and beneficial role. Thus District Administration has become the heart blood of Indian federation. The role and responsibilities of the District Collector (DC) have undergone considerable change since the independence. From enforcement of law and order and collection of revenue for his administrative unit the office has grown as an important arm for implementing national and state policies on welfare and planned development. Being the chief executive at the District, his status is like a mini-government-all in one at the district level. It is largely at District level that all agencies of government coverage, policies and programmes find a concrete shape. The main points of contact between the citizens and the administration are considerably determined by the degree of its efficient functioning at district level.

It is truly the cutting edge of tool of public administration. In short, the actual work is carried out at the district level. People judge the government by the way the programmes are actually administered in the district. The importance of District Administration may be realized from the fact that there is hardly any activity of the people which is some or other way not affected by District Administration. Study of District Administration assumes importance because it is the only media which has brought the totality of government machinery nearer and closed to the people at the local level at their door step.

### **OBJECTIVES OF THE STUDY**

The main objectives of the study are enumerated below:-

1. To study the historical background of the District Administration and to discuss the evolution of the institution of the Collector.
2. To study the organizational structure of the District Administration.
3. To study the role of Deputy Commissioner at the District level.

4. To study the functioning of Sugam centre in Deputy commissioner office and analyse the perception of officials about Sugam centre in Deputy commissioner office.
5. To analyse the citizen perception about working of Sugam at Deputy commissioner office.
6. To give suggestions to make the role of Sugam centre & District Administration more effective in State Administration.

### **SCOPE OF THE STUDY**

The present study was conducted in Shimla district of Himachal Pradesh. The particular focus of the study was on district Shimla administration, its organization setup, functions & role of Deputy commissioner. Efforts were made to collect the latest data, facts and figures about working of Sugam centre in Shimla city. The study also focussed to analyse the relationship of masses with Sugam centre.

### **HYPOTHESIS**

The major hypothesis of research study is that

- a) People are satisfied with the working of Sugam centre
- b) Officials functioning at Sugam centre are not satisfied with their working conditions.

### **RESEARCH METHODOLOGY**

Present study is descriptive & analytical in nature & is based on both primary & secondary sources.

### **SELECTION OF THE DISTRICT**

In Himachal Pradesh there are 12 districts and out of these Shimla district was selected for study. Shimla district was specifically selected as the study area on the following consideration:-

The capital of Himachal Pradesh lies in the District Shimla and District Shimla has a long history of District Administration at its disposal. Sugam centre located at Deputy Commissioner Office, Shimla.

### **SAMPLING**

In the present study random sampling was used. The procedure has been discussed as under In the present chapter working of SUGAM Center is analyzed a total sample of 100 customers who visited Sugam centre of Shimla were taken and 13 of the total employees those were presently working in SUGAM Center in Shimla were taken. The SUGAM Centre of Shimla was selected for study because it is located in the capital city and in the premises of Deputy Commissioner Office.

The selection of sample of customer done by random sampling. In order to garner the view of customers about the working of Sugamcentre, a separate structured, schedule was administered to 100 customers selected randomly who visited sugamcentre during study period. Those respondents who faced difficulty in understanding were explained in simple language. Another set of schedule was administered to all 13 employees of Sugam Centre of Shimla city. Alongwith this observation method & informal interviews were also under taken in the SUGAM Centre. The opinions of respondent were analysed & interpreted on the basis of percentage method.

### **Primary Data**

Primary sources included first hand data given by the people. The primary data was collected from the 100 sample beneficiaries who visited the Sugamcentre for getting their work done during the study period. Data was also collected from Deputy Commissioner of Shimla district. Personal observations were also used to collect the primary data. The schedule was prepared and circulated amongst the 100 customer taken on the basis of random sampling, from the people who visited Sugamcentre during the study period for getting their work done. Primary data was also collected from all 13 employees of Sugam Centre of Shimla city with the help of schedule..

### **Secondary Data**

To make the study more relevant and authentic various sources have been consulted. Mainly the secondary data has been collected from the following sources.

- Books and journals
- Research reports
- Magazines, articles and newspapers
- Annual reports

- Administrative reports
- Annual plans
- Records and reference literature published by govt. of Himachal Pradesh

#### **CHAPTERISATION**

1. Introduction
2. Organizational Set Up of District Administration
3. Role of District Collector in Changing Scenario
4. Data analysis regarding working & services of SUGAM Centre in Shimla
5. Conclusions and Suggestions.