## Chapter 1: Introduction

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A] The Prologue

"What a piece of work is man! How noble in reason! How infinite in faculty! In form, in moving, how express and admirable! In action how like an angel! In apprehension how like a God! The beauty of the world! The paragon of animals!"

Shakesspeare,

Hamlet - Act II Scene II

Further Hamlet says: "And yet to me, what is this quintessence of Dust? Man delights not me."

'Human nature' may not have changed since Shakespearean era. But the world today we are living in is even more complicated, complex and crowded. "About the first thing we do to identify people today is to find out the principal organisation of which they are members."1 It is no exaggeration to say that we are living in the age of the organisational man.2 A man who accepts the organisational goals as the value premises of his decision, tending to make their behaviour 'organisation'. In recent years it resulted into the study of behaviour and attitudes of persons working in them. The enormous growth and impact of science and technology has been further complicated the administration.

An organisation is a unique living organism whose basic component

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is the individual. Organisation is a structure of decision makers. All the administrative functions boil down to one point that is decision making. The behaviour of the respective organisation/administration depends upon the decision making skills of an individual. Decision making is the act of determining own mind upon an opinion or course of action. It is selection based on criteria of one behaviour alternative from two or more available alternatives. If there is no choice or one choice there is no decision to be made the decision is based on some criteria or basis believed important in particular situation. It represents a choice from a group of alternatives which one feels best for particular situation or state of affairs. It is simple to state that alternatives are evaluated in terms of their probable outcomes but to determine the relative merits is usually difficult. The requirement is to make comparison based on values be they economic, social, psychological or political. Conflict among this values is quite likely. There are normally both desirable and undesirable aspects in every alternatives but these conflicting values must be reconciled in some satisfactory manner.

A man's impulses affects his choice of values. His impulses are not fixed from the beginning by his native disposition. They are profoundly modified by his circumstances and his way of life. Impulse is at the basis of man's activity. It is nor any purpose but merely an impulse that prompts
such actions as quarreling boasting, etc. We all believe many things which we have no good reason for believing, because subconsciously our nature craves certain kinds of action which these belief would render reasonable if they were true. The unfounded beliefs are the homage which impulse pays to reasons; and thus it is with the beliefs which opposite but similar make men believe it their duty to act.

"A man's choice of the job, the determinants of his work place, the interaction of personal and organisational goals has decision premises". Maharashtra has a rich heritage with glorious politico - administrative legacy. It provides a good scope to undertake the study of relativity and impact of impulse on decision making in administrative setting of the state.

B] Basic Premises

1) Reorganisation of state of Maharashtra

It was on May 1st. 1960. The state of Maharashtra took its present shape when the bilingual state of Bombay was divided into Gujarat and Maharashtra. Its present territories, prior to the wide spread reorganisation of states in 1956 were included in three different states. Western Maharashtra in the state of Bombay, Vidarbha in the state of Madhya Pradesh and Marathwada in the state of Hyderabad.

The reorganisation of 1956 was preceded by a long process of terri-

3) Simon, Herbert A. Quoted in Singh, R. N., Management Thought and Thinkers; Sultan Chand and Sons, New Delhi, 1984.
torial changes which may be said to have started in 1919 when the Montague-Chelmsford reforms came into operation. Prior to 1919 western Maharashtra formed part of the Bombay presidency, which consisted of an extensive geographical region comprising areas administered direct by the government of Bombay as well as hundreds of Indian states, of which the most important were Baroda and Kolhapur. The directly administered areas were Sind, Gujarat, Khandesh, Konkan, Desh and Karnataka, consisting of Kannada speaking four districts. Aden situated on the southern tip of Arabian peninsula was administered from Bombay presidency as its part. Indian states were self-governing entities in subordinate relation to the government of Bombay, which functioned as the government of India's agent. The officials immediately responsible for the supervision over the states were residents at Baroda and Kolhapur, an agent to the governor at Rajkot for the Kathiawar states (Saurashtra) a political agent for the group of states in Gujarat called Mahikantha, and collectors of adjoining districts for individual states or groups of states with the designation of political agent. In 1920, the Kathiawar states of western India and Baroda were placed in direct relation with government of India and ceased to be the responsibility of the government of Bombay. Aden was separated from the Bombay Presidency in thirties and was administered
from the centre as a separate territory. The government of India about the same time took over direct responsibility for the conduct of relations with the remaining Indian states within the geographical limits of the Bombay Presidency and officers of the provincial government ceased to be political agents. Sind was detached in 1936 from Bombay Presidency and made an independent province in preparation for the coming into operation of provincial autonomy under the government of India Act 1935. The state of Baroda and Kolhapur which were under Bombay Presidency were integrated with the directly administered area in the year 1948.

On the eve of the reorganisation of states in 1956 the state of Bombay comprised nine districts in north which were predominantly Gujarathi speaking, Twelve district in the centre and greater Bombay were predominantly Marathi speaking and four districts in the south were predominantly Kannada speaking, Vidarbha formed part of the central provinces and Berar, which become in 1950 the state of Madhya Pradesh, and Maharashtra formed part of the Indian state of Hyderabad which became in 1950 the part B state of Hyderabad.

The new state of Bombay formed in 1956 comprised

- All the area of the old state of Bombay with the exception of one taluka of Sabar Kantha district which was transferred to Rajasthan state
and the four Kannada speaking district which were transferred to Mysore state after detaching one Marathi speaking taluka from one of the district.

- Vidarbha consisting of eight Marathi speaking district from the former Madhya Pradesh state,

- Marathwada consisting of five Marathi speaking districts from the former Hyderabad state,

- The whole part B state of Saurashtra which comprised four Gujarathi speaking district.

- The whole part C state of Kutch constituting a single Gujarathi speaking district.

In 1960 all the Gujarathi speaking area were separated to form the state of Gujarat leaving Bombay state now Maharashtra with the

- twelve Marathi speaking districts and greater Bombay which collectively known as Bombay state or western Maharashtra.

- eight districts collectively known as Vidarbha and,

- five districts collectively known as Marathwada.

2) Maharashtra\(^4\) at a glance

a) Area

Maharashtra is the third largest state in India both in respect of area and population. It covers an area of 3,07,690 sq. km. extending between

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\(^4\) The Statistics in this chapter are based on a) Handbook of basic statistics of Maharashtra and b) Economic survey of Maharashtra by C. S. D., 1997.
latitudes 15° 80' and 22° 10' North and longitudes 72° 6' and 80° 9' East. The area of the state is 9.36 percent of the area of India.

b) Geography

Geographically, the area of the state can be divided into three parts

- The narrow coastal plain on west coast bounded by the Arabian sea in the West and the Sahyadri range in the east.
- The Sahyadri and the Western ghat area, and
- The eastern plateau.

The main river of Maharashtra are Godavari, Bhima and Krishna rising in Sahyadri and flowing eastwards. The Wardha and wainganga which rise in the Vindhyas and after flowing through Vidarbha joins the Godavari. The Tapi on the northern boarder of the state flows westwards to join the Arabian sea at Surat in Gujrat. The western side of Maharashtra is gifted with 720 k. m. long coast line of Arabian sea.

c) Population

The population of Maharashtra as per 1991 census was 7.89 crore. The population growth rate in the state during 1981-91 decade was 25.73 percent. The estimated population of the state as on October 1st, 1996 was 8.80 crore.
### Population Statistics/ census 1991

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<th>Sr No.</th>
<th>Item</th>
<th>India</th>
<th>Maharashtra</th>
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<td>a)</td>
<td>Population (In crore)</td>
<td>43.92</td>
<td>4.08</td>
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<tr>
<td></td>
<td>Male</td>
<td>40.71</td>
<td>3.81</td>
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<tr>
<td></td>
<td>Female</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Total</td>
<td>84.63</td>
<td>7.89</td>
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<td>b)</td>
<td>Growth rate (%) for decade</td>
<td>23.85</td>
<td>25.73</td>
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<td></td>
<td>1981-91</td>
<td></td>
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<td>c)</td>
<td>% of urban Population to total population</td>
<td>25.71</td>
<td>38.69</td>
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<td>d)</td>
<td>Sex ratio (No. of females per Thousand males)</td>
<td>927</td>
<td>934</td>
</tr>
<tr>
<td>c)</td>
<td>Density of Population (No. of persons per sq. km.)</td>
<td>$274^5$</td>
<td>257</td>
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d) Agriculture

The soil, Topography, rainfall and climate in Maharashtra is not very conducive to agriculture. However the area under good grains in the state is nearly 140 lakh hectares, which is 11 percent of the corresponding area for India, But the annual output is only about 7 percent of total out

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put of food grains in India. This is because,

- Nearly 1/3 area of the state falls in the rain shadow region, where the rains are not only scanty but also erratic.
- Large parts of the state are hilly.
- Except for the Konkan and three eastern districts of Vidarbha, the annual rainfall is between 600-875 m.m. and restricted to a single monsoon season of four months.
- Only about 12% of the cultivated area is under irrigation.

The main food crops are rice, Jawar, Bajra and Maize. Maharashtra has also valuable cash crops like cotton, groundnut, tobacco and sugarcane. The yield per acre in sugarcane is highest in Maharashtra.

e) Natural Resources

The area under forests in Maharashtra is 64.3 thousand sq. k.m. which accounts for 20.9 percent of geographical area of the state, of this 56.1 thousand sq. km. area was managed by the forest department 5.2 thousand sq. k.m. by revenue department an 3.0 thousand sq. k.m. by forest development corporation of Maharashtra (FDCM).

The main minerals of the state includes coal, Iron ore, lime, bauxite, Manganese ore and salt.
f) Industries and commerce

Maharashtra is one of the most industrialised state in India inspite of its poor natural resources. In terms of various measures of economic development Maharashtra has

- Nearly 24% of joint stock companies in India
- 17% of productive capital in the country.
- 17% of the electricity consumed in the country
- 11% of the total factories in the country.
- 23% of the value added by manufacture.

Against per capita income of Rs. 9,321 for the whole of India at current prices, the per capita income in Maharashtra is Rs. 15,244 at current prices for the year 1995-96.

g) Literacy

The percentage of literacy in Maharashtra is 64.87 (76.56 for males and 52.32 for females) is higher than that for India as a whole \(^6\). which is 52.21 percent (64.13 for males and 39.29 for females)

In Maharashtra number of students in primary and secondary schools per thousand population is 211 which is greater than 182 for India for the year 1995-96.

h) Languages

More than 75 percent of total population have Marathi as their mother tongue. The other important linguistic minority groups are Urdu, Hindi, Gujarati, Kannada, Telugu, Sindhi etc.

i) Administrative divisions and districts

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<td>Raigarh, Ratnagiri, Sindhudurg.</td>
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<td>ii)</td>
<td>Nashik division</td>
<td>Nashik, Dhule, Jalgoan,</td>
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<td>Ahmednagar, Nandurbar</td>
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<td>iii)</td>
<td>Pune division</td>
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<td>Sangli, Satara</td>
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<td>iv)</td>
<td>Aurangabad division</td>
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<td>Nanded, Latur, Osmanabad, Hingoli</td>
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<td>v)</td>
<td>Amravati division</td>
<td>Amravati, Yeotmal, Akola,</td>
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<td>Buldhana, Washim</td>
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<td>vi)</td>
<td>Nagpur division</td>
<td>Nagpur, Bhandara, Wardha,</td>
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<td>Chandrapur, Gadchiroli, Gondiya</td>
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At present Maharashtra is divided into six revenue divisions with 34 districts. These districts are further divided into subdivisions with talukas.
j) Urbanisation

The urbanization in Maharashtra according to 1991 census was 38.7% as compared to the 25.7% for India. In Maharashtra the cities over one lakh population was 33. It is projected that because of rapid urbanization and industrialization 45% of population will be urban in Maharashtra by 2000 A.D.

3) Structure of government and administrative machinery of the state

a) Constitutional Position of State.

The constitution provides for a federal government having separate administrative systems for union and its units, namely states (exclude J&K). Provision for governance of both are contained in the constitution. The VII schedule to the constitution laid down distribution of powers/functions between union and the states which contains three lists, viz.,

List I or the union list includes 99 subjects, Defence, foreign affairs, banking, currency, and coinage, communication, etc.

List II or the state list comprises 61 items, which includes public order and police, local government, prisons, public health and sanitation, agriculture, state taxes and duties, fares and markets, etc.

List III or the concurrent list gives the subjects on which both union
and state legislature can legislate. The 52 subjects include criminal law and procedure, civil procedure, marriages contracts, torts, economic and social planning, family welfare, education, electricity, etc.

b) Centre - State relationship

i) Legislative relations

• The distribution of power between the union and states through lists I, II, III as mentioned above.

• The residual power under the constitution i.e. subjects not included in any of the list is vested in the union legislature (Art. 248).

• There are certain circumstances under which parliament's powers is extended over state subjects.

  - If the Rajya Sabha passes a resolution by 2/3 majority, that it is in national interest to do so for six months and can be extended by one year (Art. 249).

  - During time of emergency it ceases to have effect on the expiration of a period of six months after the proclamation has ceased to operate (Art. 250).

  - Parliament can make laws with respect to state subjects if legislatures of two or more states resolve that it shall be lawful to parliament to do so (Art. 252).
Parliament can legislate on a state subject for implementing treaty or international agreements and conventions (Art. 253).

ii) Administrative relations

- The states are expected to comply with laws made by Parliament and are not to impede the exercise of the executive power of the union.

- The union can issue directions and instructions to the states regarding construction and maintenance of communications of national or military importance for protection of railways. The union reimburses the expenses incurred by the state in this regard.

- The President may entrust to officers of the state certain executive functions of the union relating to any matter extra cost will be met by the union government (Art. 257).

- The Supreme court and High Court Judges are appointed by President, so is the Governor, the removal of these officials rests with the union.

iii) Financial Relations

- The union and the state government will respectively collect the taxes falling within their legislative powers.

- Duties levied by the union but collected and appropriated by the states. Excise duties on Medicinal and toilet preparations, stamp duties on bills of exchange etc. (Art. 268)
• Taxes levied as well as collected by the union, but assigned to the states within which they are leviable. Duties on succession to property other than agricultural land, estate duty, terminal taxes, taxes on inter state consignment of goods, etc. (Art. 269)

• Taxes levied and collected by the union and distributed between union and the states. Taxes on income other than agricultural income (Art. 270). Duties of excise as are included in union list excepting medicinal and toilet preparations may also be distributed. If Parliament by law provides (Art. 272).

• The states have their receipts from forests, irrigation and commercial enterprises and industrial undertakings.

• The principle for the distribution of these taxes is decided by the Government of India on the recommendation of the finance commission appointed under Article 280.

• State government also gets plan assistance. (Art. 282)

c) The Executive

The 18th century French Political Theorist Montesquieu divided the political system into three distinct elements. The legislature, the Judiciary and the executive. The executive is defined as the part of a governmental system which takes decisions as opposed to making laws, although
modern political system in fact allow their executives to legislate both in
the sense of determining which laws ought to be passed and as in France,
allowing them some autonomous law making capacity. We have cabinet
form of executive.

The state executive consists of the Governor, council of ministers
and the Advocate General
d) The Governor

The executive power of the state is vested in the governor and is
exercised by him either directly or through officers subordinate to him.
Art. 166 stipulates that the executive actions of the state are to be taken in
the name of the Governor, by Art. 163, he can exercise discretion in some
cases.

Governor can call for any information. He is kept informed of all
decisions of the council of ministers. All major appointments of the state
are made by the Governor. He has the ordinance making power during the
recess of state legislature. No demand for grant can be made except on the
recommendation of the Governor. By Art. 161, he can grant pardons, re-
prieves, remission of punishment to persons convicted under state laws.
As chancellor of various universities he appoints vice chancellors.
e) Council of Ministers

Article 163 states that there is to be a council of ministers to aid and advise the Governor. The real executive authority of the state is vested in the council of ministers. It is constitutionally required for the states of Bihar, M.P. and Orissa to have a minister in charge of tribal welfare. Chief Minister determine the strength of council of ministers.

Article 164 further provides that the council of ministers is collectively responsible to the Legislative Assembly of the state and individually responsible to the Governor.

f) Advocate General

He is the first law officer of state government. He is to give advise on legal matters and performs duties of legal character as may be assigned to him by the Governor. He can speak and take part in proceeding of the legislature of the state but has no right to vote in it.

g) Cabinet Sub - Committees

The Cabinet often works through sub committees either as substitute for consideration of a matter by the whole cabinet or as a preliminary to such consideration. Such sub committees may by constituted on ad-hoc or standing basis.
h) Nature of Business in Mantralaya

The main functions of the Mantralaya consist of the formulation of policy, framing legislation, statutory rules, regulations and orders, the exercise of supervision, direction and control over the executive departments, assisting the minister in legislature work. All correspondence with the central government and other state governments is usually done by the Mantralaya.

i) Organisation of Mantralaya

At present there are 21 Mantralaya Departments. They are General Administration Department, House Department, Revenue and forest Department, Agriculture and Cooperation department, education and employment department, urban development department, finance department, industries, energy and labour department, rural development department, food and civil supplies department, planning department, social welfare cultural affairs sports and tourism department, legislative affairs department, housing and special assistance department, public health department, medical education and drugs department, tribal development department and environment department.

j) Unitary Structure of Mantralaya

Despite the division of work among the departments of the
Mantralaya. The Mantralaya functions as a unitary organisation. This is best illustrated by the manner in which matters concerning more than one department are handled. There is only one file on a subject for which the department mainly concern is responsible this file circulates to other departments concerned. They record there respective views and single order for the decision is issued. This system is called ‘unofficial references’ and the record of one department is normally available to the other department. There is also common recruitment and interchangeability of personal at higher levels.

k) Special Character of Certain Departments

- The General Administration Department which deals with service matters and administrative reforms.

- The finance department which deals with financial and budgetary matters.

- The planning department which deals with the five year plans and some of the anti poverty programmes like the ‘EGS’ which concern more than one department.

- The law and Judiciary department which deals with legislation and legal matters from all departments and apart from administrative organ the state has independent set up of judicature.
• The legislative affairs department which coordinates and advises in regard to the work relating to the legislature.

The departments are concerned with matters which affect the whole business of Government.

The departmental hierarchy of posts

Secretary of each department
   ↓
Joint/Deputy Secretaries
   ↓
Under secretaries
   ↓
Section Officers (Group B)
   ↓
Assistants (Non-gazetted)
   ↓
Clerks
   ↓
Peons etc.

1) The Chief Secretary

The Chief secretary who heads the General administration department is ex-officio Secretary to the cabinet. He is in overall incharge of the administration of the State government. He presides at meetings of secretaries and reconciles interdepartmental differences. He is the Development commissioner for the state.

m) Executive Departments

The work of executing the policies and programmes of the govern-
ment is carried out by executive departments which are maned by specialist officers. The heads of these departments usually called Directors or controllers or Chief Engineers. There are some exceptions like the cooperation Department or the land records Department which are headed by officers from the I. A. S. Most of these executive departments have offices at Divisional, Districts, Taluka levels and sometime even below that level.

i) Role of District- Administration

In India there is a bicameral Parliamentary system. Further there is a decentralisation of power and administration on the state level again at the state level in some states there are two houses of the legislature namely Legislative assembly and Legislative council. Maharashtra is one of the states where there are two houses of legislatures. Executive powers are vested into the government official, it is impossible to run the administration with these officials so the decentralisation of the power and of the administration is necessary. For that again there is a creation of the district by the bifurcation of the divisions.

District is the place, where the plans and the programmes of the state take operational shape. Where all the people come into direct contacts with the district officials.

The District administration deals with various duties e.g. revenue
collection, development administration, law and order, implementation of government schemes, etc.

- Public Safety

As District administration deals with the public affairs, Public safety is assigned to the district administration. Protection of the citizen and rights assured by the constitution and maintenance of law and order is its prime duty. The other important function is related with the administration of the civil and criminal justice.

- Revenue administration

Revenue collection is the foremost function of the district administration. It includes, Land revenue, Irrigation dues, excise duties, agricultural income etc.

Beside that the responsibility of the treasury, land revenues, Land records, Land acquisition, is the major function of revenue administration. In these matters the proper administration is required especially in the rural areas and district administration deals with this very carefully. For the welfare of the people, Government starts various programmes, Land reforms is one of them. As it is dealt by the district administration, it has a special position in the three tier administrative system. Because district is the place from where the government executes the programmes.
- Development activities

Government starts the development works for the people in the different fields such as agriculture, cooperation, Industry etc. The motto behind the development activities is to improve the economic condition of the people. Government launches the schemes of the development for the districts specially for the those parts of the districts which are weak because the district administration executes and implements the programmes.

- Welfare Activities

District administration engages in the welfare activities of the society, though a number of welfare programmes which government launches for the people. District administration is the intermediator of the government and the people. It directs the allied agencies for the completion of the programme successfully. Such as community development, public health, education, welfare of the women, children, handicapped people, etc.

- All Embrasive Nature

This is one of the characteristics of the district administration. It performs the multiplicity of roles for the people. The importance of the public administration can be realised from the fact that there is hardly any activity of the people which is in some way or the other not affected by the
district administration which includes the administration of local self government. It is this all embracive nature of district administration which is of particular significance in the study of public administration in India.

ii) The District Collector

District Collector is the chief agency which is responsible for the coordination of the various government official agencies which functions in the district.

District is an important factor of the administration where the various schemes of the central as well as the state government gets implemented.

District Collector is the chief agent of the government who at the district level provides the schemes, new programmes, introduced by the government. As he is the agent of the state government, he works as the highest administrative officer in the district. The district is a unit of administration for various other departments of the state government.

District Collector is a member of Indian Administrative Service (IAS). He is known as District Magistrate as well as deputy commissioner in some states.

District collector performs the role of the spokesman of the government. He receives the guidelines from the government and suggests to the various officials to perform the duties assigned to them.
As district collector is charged with numerous powers and functions, his powers and functions have been classified under six different heads. The designation has the multi dimensional functions. The functions of the District Collector as a

- Collector
- District Magistrate
- Executive
- Development Officer
- Emergency powers, Contingency powers
- Miscellaneous powers

The detail functions of the district collector are as follows:

- As a Collector - The district collector performs the duty as the revenue collector, revenue collection is the prime function of the district collector, he is the head of the revenue department of the district. It is the function of the collector to assess and collect the land revenue with it he is empowered to collect taxes and dues also. The collector performs the functions, as the subdivisional officer or Tahasildar performs their duties. The difference between collector and SDO is that the district collector has empowered to inspect the work system of SDO and tahasildar. The collector's chief function is to collect the land revenue, while doing so
various government officials assists him in his work.

Talathi is the subordinate official who works as the agent of the district collector at the village level in the revenue department.

Beside collection of land revenue the district collector is responsible for the maintaining the account of the collection of the land revenue with it, it is his function to maintain land records of the district. He has empowered to check the land records, maintenance of the land records and the correction of the land records time to time. He can tour over the district which is his jurisdiction. He inspects the reports of the SDO, Patwaris and he has power to suggest them in their working. He receives the various reports from time to time about the revenue from SDO to talathi

He sends the statistical information regarding the land records to his authorities, time to time. He maintains rapport with the subordinate staff, he always keep in touch with them, by that he gets regular information of the conditions. On which he can take remedial action.

District collector is empowered to comments on the functioning of the paragana's under his jurisdiction. Agricultural matters are the part of the revenue administration. The district collector has to keenly observe the situation of the natural calamities, such as drought, floods, cutting back of revenues, soil erosion, cattle diseases, etc. Every year these prob-
lems emerges and the district collector has to look into these things by taking remedial actions.

The point discussed here are related with the revenue administration. The actual functioning of the land revenue departments at various levels is discussed as under.

**The structure of the land revenue**

```
Collector (district)  
↓                
Subdivisional Officer (A group of Tahasil)  
↓                
Tahasildar (Tahasil)  
↓                
Naib Tahasildat (Part of Tahasil)  
↓                
Girdhawas (Patwari)  
↓                
Talathi (Village level).
```

Collector - The revenue functions are vested into district collector, there are various officers who assist him in the work at various places.

Sub division - The revenue collection of the subdivision is under the charge of sub divisional officer, his immediate boss is the district collector hence SDO is responsible to the district collector. SDO supervises the tahasildars under his jurisdiction. Naib Tahasildar, Patwari and Talathi as-
sists him in his work. SDO is empowered to hear appeals against the revenue cases.

Tahasil - Subdivision consists of one or two Tahasils. At every taluka there is a tahasil which deals with the general administration, land revenue, land records and treasury work through sub treasury. Tahasildar is the officer incharge of the tahasil who comes from Maharashtra Public Service Commission and is actually responsible for revenue collection. Beside revenue collection he is assigned various other duties for example sub treasury officer tahasildar performs the functions of treasury officer at taluka level, hence he is a sub treasury officer and responsible for accepting the payment of the revenue.

Circle - The next lower unit in revenue administration is known as 'Circle'. The head of the circle is called as circle inspector who is incharge of revenue administration and land records of every village within his area. He is the first line supervisor in the chain of revenue administration in the states.

Village - Village is the lowest unit for all administrative and financial purposes in the Indian administration. Talathi is the officer who deals with the revenue administration on behalf of the district collector, as representative of the government.
This type of structure of the revenue administration we may find at the district level. The collector performs following duties:

- Collection of land revenue.
- Collection of canal dues.
- Distribution of ‘taqavi’ dues.
- Assessment of losses to crop and recommendations of relief.
- Matters relating to land records.
- Land acquisition work.
- Supervision of treasury and sub treasuries.
- Enforcement of the stamp act.
- Management of government estates.

• As a District Magistrate - The district collector preforms as a district magistrate through this agency, he maintains law and order in his district, in this function the police of the respective district assists him. The other agencies also helps district collector.

The Collector deals with the prevention of breach of peace and maintenance of law and order. He performs the functions of the district magistrate which are as discussed below:

- Promulgation of orders whenever there is any danger of breach of public peace and tranquility.
- Submitting an annual criminal report to government.
- Appointment and punishments to village chowkidar.
- Recovery of repatriation charges.
- Grants and cancellation of many kind of licences.
- Recommendations for the issue of passport and visa.
- Sanction of temporary electric connection including enquiries regarding breaches.

These are some of the functions of the district collector as a district magistrate. Under normal circumstances, the law and order is maintained by the district magistrate with the help of normal district police. But in more serious cases the district magistrate can seek assistance of special armed forces (SAF) or the provincial armed constabulary (PAC) maintained by the IGP. If the civil police fails to control the law and order situation, the district magistrate can call the army. Generally he calls army to control law and order in extreme cases.

- Executive powers - District collector is the chief executive of the district. Policy formation is the most important function of the government weather central or state, district is a place where the policies get implementation. District collector as a representative of the government publishes the programmes of the government. There may be number of poli-
cies such as:

- National savings
- Grow more food campaign
- Panchayat schemes
- Packages for the backward society
- Schemes related to primary schools, hospitals, etc.
- Schemes related to rewards for good farmers

The government may start the work of rehabilitation for the refugees, it may launch a policy of prohibition\(^7\) and so on. Every policy and programme is executed by the district collector and his staff with the assistance of departments concerned. Collector is empowered to utilise his powers for the execution of the programme.

On behalf of the government, the district collector works as the publishing officer at the district level, it is his one of the functions to publish the government’s view regarding any administrative and welfare work, as he is the representative of the government, he keeps in touch with the government, he receives the orders from the government and he gives feed back to the government after complying the orders. He is the direct link between the people and the government.

The district collector has power to advice the government on all

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\(^7\) J. D. Shukla, *State and District Administration in India*: Indian Institute of Public Administration, 1976, P. No. 139.
new schemes. Furthermore he has some functions regarding the local self government.

• Development officer - The district collector is welfare officer of the district. The collector and his subordinate staff were the first who take upon themselves welfare activities. The collector’s role in development is an effective role because he motivates his subordinates for the development of his district, after the acceptance of the ‘development planning’ for India, the role of the district collector also changed, it become centralized.

The central government launched various schemes related to health, education, employment special programmes were started for women, children. The aim of these programmes was the eradication of the poverty and the another aim was to improve the standard of living of the people.

In these programmes, the district collector was given the key role because the government wanted to send these schemes up to the rural area through the district administration. The collector was not only the representative of the government but the leader of the district administration for the development of the district as well as the rural sector of the district.

In Maharashtra, on the basis of the planning commission, the DPDC District Planning Development Council was started. The aim behind the formation of the DPDC was to make the plan for the development of the

8) J. D. Shukla, State and District Administration in India; Indian Institute of Public Administration, 1976, P. No. 133.
district.

The DPDC is a body of government and non government officers. The parent minister (Palak Mantri) for the district is the chairman of the DPDC. Whereas the district collector is the member secretary. The council deals with the development of the district in the agriculture, animal husbandry, cooperative bodies, education, health, public works, local self government and other related fields.

- Emergency powers - When plague or cholera breaks out or cattle disease upset rural life or agriculture calamities visit any track of the district, it is the collector and his revenue staff who coordinates the activities of the various department. If there occurs the drought, flood, earth quake it is collector’s duty to meet out the situations, he has to organise the rescue operations.

- Miscellaneous powers - The district collector has a wide range of powers. The district collector is associated with various government and non government advisory bodies, usually the collector preforms as the chairman of various non official committees. The district collector is charged with the press act and he is the publishing (govt.) officer at the district level.

The other functions of the district collector are:

9. J. D. Shinde, State and Dist. Administration in India; Indian Institute of Public Administration, 1976, P. No. 140.
- He conducts a census operation once in ten years, and census of beast once in five years.

- He acts as the chief returning officer for election to parliamentary and state legislative assembly and the election to the local self bodies.

- Protocol - He acts as the official representative of the government during the ceremonial functions.

- He handles the visits of the VIP’s.

- He is incharge of the supervision of the working system of the municipalities in the district.

- He sends the Annual Report of the district to government.

- The district collector is related with other works. Pest control, House allotment schemes, Industrial disputes, Cinemas and entertainments, Chairman of the various committees, School committees, etc.

The District collector is a king pin of the district administration. Various departments are there under the district collector some of them are discussed here-

- Rationing - Rationing department came into existence due to scarcity of food and other necessary commodities for daily needs after the second world war. Due to scarcity, it was impossible to provide the daily needs commodities to everyone. So it was the necessity for the government
to rationing the goods by that everyone got something. Speculators were held at bay and prices maintained at reasonable level.

Government provides schemes by fixing a fair price shops in the various areas of the towns. By that, though there may be scarcity of the food grains, people gets their daily needs fulfilled. Rationing is a part of district administration. The government is involved in the scheme of the rationing, the scheme consists of various steps.

First the government conducts a survey by the district officer and decide whether any area should be put on rationing in respect of a commodity. The district officer takes the survey, they checks the general condition of the people, condition of the food grains, etc. With these factors government decides the areas that should be rationed.

District collector deals with the ration department, beside him there is a District Rationing Officer who looks after the functioning of the ration department. The department has to perform the duty for town level and for the rural level. Inspectors and the other staff helps the rationing officer. The department deals only with the storage and stores of the food grains. The District rationing officer is charged with the inspection of the account and to check whether it is maintained properly or not.

- Civil Supplies Department- The articles which are not rationed
but controlled and supplied by the civil supplies department. The articles such as Cement, Kerosene, Bricks, Paper, Iron and Steel. The article discussed are of short supply categories, the government tries to ensure that it should reach upto the needy people at the reasonable prices.

Government arranges for the delivery of goods to various consignees in the district and the collector arranged the distribution of these to retailers who were licensed by him to retail these articles 10 by supporting these, government kept the prices fixed the motive behind this is to control the black marketing.

- District Soldiers, Sailors and Airmens board- At the centre there is an Indian soldiers, Sailors and airman's board at the state level also this agency is formed. Governor at the state level is the Chairman and the civil servants are the members. At the District Level, District Collector is charged with the Presidentship. The other members comes from the district offices and the from the services who are working and retired.

The aim of the board is to promote the recruitment of the ex-servicemen. It also looks after the families of the ex-servicemen by fulfilling the interest. The meetings of the board are organised at various places. The board may arrange for legal service. If the retired soldier, sailor or Airmen faces any difficulty, the board tries to solve their problems by providing

10) J. D. Shukla, State and District Administration in India; Indian Institute of Public Administration, 1976, P. No. 149,150.
employment, legal help etc. Besides this, the board meets from the time to
time it decides the plans, it sanctions the grants for the expenditure. It
considers the complaints of the retired officers and soldiers. The meeting
is organised by the District collector.

- Excise - Excise department at the state level is headed by an excise
commissioner. State is divided into regions at every region there is an assis-
tant commissioner of excise. The excise revenue comes from the liquor,
opium, Charas, Ganja. The excise revenue is collected by the revenue staff.\textsuperscript{11}

- Treasury- In every district there is a treasury and a sub treasury at
the every taluka. The incharge of the Treasury is the Collector of the dis-
trict and the Tahasildar on behalf of the District Collector at taluka level
acts as the Sub-Treasury Officer.

The immediate charge of the treasury is with the treasury officer. (Treasury and Accounts Officer) belongs to the cadre of the Accounts and
the Finance department or he may be a Dy. Collector and the immediate
charge of the Sub treasury is with the Dy. Tehasildar (Naib Tehasildar).

Though there are the incharge of the treasury the collector is only
responsible to the government for the administration of the treasury. The
Collector is only responsible to the government for the administration of
the treasuries. The disbursing powers of the treasury are related to the Dis-

\textsuperscript{11} J. D. Shukla, \textit{State and District Administration In India}; Indian Institute of Public Ad-
trict Collector though he is not acquainted with the daily routine of the treasury business he must count the cash from time to time and must discharge personally certain functions which belongs to him.

The treasury at the district is the only treasury which is authorised and headed by the District Collector. All the expenditure gets sanctioned here practically. All receipts of the expenditure are paid here on behalf of all the departments. The salaries and the pensions of all the government servants as well as retired officers are paid by the district treasury and the sub treasury.

The Treasury deals with the other functions such as- Treasury balance and the currency, Chest Stamps of Various Kinds, Court Fee, Revenue, Postal. The post offices gets the postal stationary through the treasury and Sub treasury respectively at the district level and the Tehasil level.

n) Quasi-Government organisations

Due to rigidity of governmental procedures and rules, it is more convenient for government to undertake various industrial and commercial activities through independent organisations outside the machinery of Government rather than through departments of government. These organisations are of four types, viz.

- Statutory corporations which are set up under specific laws en-
acted for the purpose,

- Government companies whose capital is in most cases subscribed entirely by government.

- Cooperative societies and

- Societies under the societies Registration Act, 1860.

o) Local Self Government

The local self government authorities viz. Zilla parishads, Panchayat samities, Village panchayats, Municipal corporation and Municipal councils are bodies with elected representatives of the people in a local area to carry out certain local services or functions of civic nature.

p) The legislature

Legislatures are the official rule making body of a political system. The Indian constitution has adopted the parliamentary system of government- A system in which the executive is responsible to an assembly or parliament. The primary function of assembly or parliaments s to legislate both in the sense of scrutinising the detail of laws and in the sense of authorising or legitimising the passage of laws. Maharashtra subscribes for bi cameral structure.

q) The Vidhan Sabha
The legislative Assembly is the popular house of the state legislature consists of 289 members out of which 288 are directly elected on the basis of adult suffrage from territorial constituencies and one member nominated by Governor to give Representation for Anglo-Indian community in the state. The term of lower house is five years. It can, however, be dissolved earlier and in an emergency its term can also be extended by a maximum period of one year. Money bill can originate only in the Vidhan sabha. The executive i.e. The government is fully responsible and accountable to the legislature and it can hold office only so long as it can command the support of the lower house viz. Vidhan Sabha. It exercises supervision over the work of the executive by keeping a close watch on the work of the executive in two ways-

i) Legislative devices such as questions and debates etc.

ii) Committees of the legislature- Estimates committee, Public accounts committee, Public undertaking committee, Subordinate legislation committee, assurances committee etc.

r) The Vidhan Parishad

This is the upper house of state legislature with the 78 members. The house is composed of

i) 1/3 members elected by members of local self-government insti-
tutions in the state,

   ii) 1/3 of its members elected by the legislative assembly
   iii) 1/12 elected by graduates of at least three years standing.
   iv) 1/12 elected by teachers in secondary schools,
   v) The rest nominated by the Governor from amongst persons with
      special knowledge in literature, art, science, social service etc.

   It is a permanent house and is not subject to dissolution. The mem-
   bership term is six years, but one third of its members retire every two years.

s) Legislature Secretariat

   The legislature has its own secretariat called the Maharashatra legis-
   lature secretariat which is independent of any control of the government.
   The secretaries are drawn from judiciary or from practising Advocates or
   senior officers already working in secretariat.

   The coordination between the secretariat and the legislature is en-
   sured by the legislative affairs department.

t) The Judiciary

   Along with the legislature and the executive, the judiciary is one of
   the three basic organs of the state. It has a vital role in the functioning of
   the state and more so in a democracy based on rule of law. Since times
   immemorial, law and Judiciary have played a vital role in Indian polity. Its
importance has been recognised in the ancient scriptures. The constitution accords a place of pride to the judiciary by conferring the power of judicial review of legislative and administrative action and entrusting it with the task of enforcement of the fundamental rights guaranteed under the constitution. If the law be dishonestly administered the salt has lost its flavour if it be weakly and fitfully enforce. The guarantees or order fail for it is more by the certainty than by severity of punishment that offenders are repressed. If the lamp of justice goes out in darkness how great is that darkness?

It was in 1951 that the last vestige of executive intrusion in the judicial filed i.e. the judicial powers exercised by the District magistrates and their subordinates were removed.

The highest court in the state is high court at Mumbai and it has three benches. One at Nagpur and other two situated in Panji and Auran-gabad. It has jurisdiction in the state of Maharashtra and Goa, Dadra Nagar Haveli and Diu Daman.

The Judges of the high court are appointed by the president of India by warrant under his hand and seal after consultation with the Chief justice of India. The Governor of the state and the chief Justice of the state in case of Judges other than chief justice of the state high court. The judges of

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high court are appointed from

- among citizens of India

- who have for at least held ten years of a judicial office in the terri-
tory of India or

- Who have for at least ten years been advocates of a high court or of
two or more such courts in succession provided that an advocate who has
held judicial office after he become one may count the period during which
he has held such office in computing the qualifying period as advocate.

In practise certain number of judges are appointed from among
members of judicial service and the rest from among the practising adv-
cates. Judges hold office till the age of 62 years. They can be removed
before it by an order of President of India passed after an address by each
house of parliament, supported by a majority of the total membership of
that house and by a majority of not less than two thirds of the members of
that house present and voting has been presented to President in two same
session for such removal on the ground of incapacity and proved
misbehaviour.

The power to determine questions about its own jurisdiction and
the power to punish for contempt of itself comes under its power of court
of records.
The high court is vested with the jurisdiction to interpret the constitution. High courts have original as well as appellate jurisdiction as provided for in civil procedure code. The high court is the highest court of Justice in the state on question of law. The high courts entrusted with the powers to issue writs for the enforcement of fundamental rights, the power to issue such writs for any other purpose. This power to issue writs under Article 226 extends to all persons or authorities including governments within the jurisdiction of the Highcourt. The subordinate judiciary is under the administrative control of the high court.

The administrative work of the high court is controlled by a registrar and an additional registrar on the Appellate side and by prothonotary and senior master on the original side the administrative work of two benches is administered by the special officer.

u) Subordinate Judiciary

For the administration of civil justice in the state of Maharashtra the area is divided into districts which correspond to the revenue and general administration districts and for the administration of criminal justice the area of state is divided into sessions which normally concedes with the general and revenue district. Though it is open to government to constitute one or more judicial district into one sessions division Districts and
sessions courts

District Judge presides over district court in a judicial district. The district can hold district court anywhere within district by taking previous permission or sanction from High court. The district court is the court of appeal from all decrees and orders passed by the subordinate civil courts from which an appeal lies under any law for the time being in force except when express provision is made for an appeal direct to the high court. The district judge has full original civil jurisdiction. All the civil courts and their establishments in the district comes under the general control of the district judge.

The judge of the district court is judge of courts of sessions with the designation of sessions judge. The sessions Judges tries criminal cases-

- Which are committed to him by judicial magistrates of the first class after preliminary enquiry and framing of charges as beyond their powers to try.

- He also passes sentences in cases tried by judicial magistrates of first class and referred to him by them because in their opinion sentences beyond their powers are called for.

- He also hears appeals against sentences passed by Assistant ses-
sions Judges or by Judicial Magistrates of the first class, Unless the sentence is one of imprisonment for a term exceeding four years of transport when appeal lies direct to high court.

- He may pass any sentence authorised by law, but a sentence of death passed by him is subject to confirmation by the High court.

```
High court
  ↓
District and session court
  ↓
Assistant civil and session court
  ↓
Court of civil judges Sr/Jr. and court of Judicial Magistrates
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For civil cases below the district court and courts of assistant judges comes the courts of the civil judges (Senior Division) and Civil judge (Junior division) and these are called as subordinate civil courts and for the trial of criminal cases below the level of the sessions courts and for holding committal proceedings in respect of criminal cases triable by these courts are the courts of Judicial magistrates of the first class.

v) Nyaya Panchayats

For the administration of civil and criminal Justice in Petty matters at the village level to the exclusion of the jurisdiction of the normal courts growing resource is being had to Naya Panchayats to settle disputes or try offences locally without the expense and other incidents of court proceed-
w) Tribunals.

A tribunal exercises judicial powers and decides matters brought before it judicially or quasi judicially but it does not constitute a court in the technical sense. It is states inherent judicial function which they discharge. Important Tribunals are the motor accident claims tribunal, the Revenue tribunal, Sales tax tribunal, Maharashtra Administrative tribunal, etc.

C) Research Methodology

1) The Title of study

Impact of Impulse on Decision Making in Administration: A Study of Maharashtra

2) The Area of Study

The Maharashtra Administration. These consists of General administration, Law and Order administration, Development administration etc.

3) Objectives of Study

a) To Know the theory of Impulse.

b) To Know the theory of Decision making

c) To find out the impact of impulse on decision making in admin-
d) To find out problems and obstacles in decision making.

e) To identify the supporting structure for ecology of decision making in the administration.

4) The Nature of the Study

It is descriptive as well as evaluative study.

5) Hypothesis

Hypothesis tested during the course of study

a) The established theories of decision making are generally applied in the emergent problems.

b) The number of main events witnessed prolong evils of faulty decision making policies.

c) The popular cases evident and successful decision making maintains harmony and ecology.

d) Level of proper understanding among the executives and decision makers while working in crucial situation.

e) Public opinion about various factors political responsibilities and social health.

6) Sampling Design
Relevant number of officers concerned with decision making in administration and Governmental policies. Predominantly rural and urban district were taken. The key persons like collector, commissioner of police, Executive officers etc. has been created as a sample unit.

7) Methods of data collection

The direct interview method was used for senior most officers like chief secretaries of state and the questionnaire method was adopted for officers and decision makers in government.

8) Tools of data collection

The required data was also collected from the primary, Secondary sources from the offices concerned i. e. Records and files, Books, Magazines, Journals and use of various libraries are taken.

9) Processing of Data

The collected data is tabulated and analysed. The Data is also supported by Graphics, Flowcharts, Figures cocentric circles, Wherever necessary.

D) Review of Literature

In this research study, both primary and secondary data is based on the literature so collected relating to the topic. The following some books are related and referred in this research work.
1) Davis, Stanly M.


Davis who had taught at Harvard and Columbia, is now research professor at Boston university's school of Management. He has to his credit the first use of 'culture' in organisation. Davis makes a distinction between daily beliefs and guiding beliefs.

2) Fremont E. Kast, James E. Rosenzweig.


The Systems and Contingency concepts in considerations of organisation and management facilitates recognition of the context within which organisations operate and emphasises understanding the interrelationships among the various activities that are required to accomplish goals. It facilitates situational diagnosis that leads to 'action' that is appropriate in specific circumstances.

3) Felix A. Nigro, Lloyd G. Nigro.


The book highlights on Administration and policy, politics, bureau-
cracy, their basic problems, administrative responsibility. It also explains the future of Public Administration.

4) Guyton and Hall.


The beauty of physiology is that it integrates the individual functions of all the body's different cells and organism into functional whole. Life relies on this total function. The goal of this text is to emphasize the effectiveness and beauty of bodies mechanism and discuss their functions.

5) Harold Koontz, Hinez weihrich,


This book discuss principles, concepts and theories, it is a comprehensive introduction to managing. Managerial knowledge is classified according to the functions. These functions are integrated into a system model which links the organisation with its environment.

6) Hersey, Paul and Kenneth H. Blanchard,


This is an ideal tool for organisational behaviour. Leadership and organisational development. This book focus on behaviour within
organisations and not between organisation. It concentrates on the interaction of people, motivation and leadership.

7) Morgan and king


This book explains the science of Psychology, Development of behaviour, Thinking and problem solving, Motivation and conflict, Emotions, Attitudes and prejudice, Social influences on behaviour and behaviour modification.

8) Nicky Hayes


This Book explains basic Psychological processes and how they influence us in all aspects of everyday life. It explores why we human beings are as we are, how we come to be this way and what we might do to change seemingly Fundamental traits. It uses nontechnical language to analyse everyday situation.

9) Ramesh K. Arora

The book- *Comparative Public Administration*, Associated publishing house- New Delhi, 1990

This book elaborates essential elements of the 'Ecological' approach
to public Administration, while analysing the 'Idea of ecology', The 'ecology of ideas' has also been analysed in this book.

10) Stephen P. Robbins


This book contents organisation behaviour responding to Global and cultural diversity, Foundations of Individual behaviour, Decision Making, Values, Attitudes, Power and Politics, Organizational culture, Technology, Work Design and Stress, Organisational change and development, The writing style of this book maintains a conversational tone with a heavy reliance on example to illustrate the application of concept.

11) Shriram Maheshwari


This book is a comprehensive introduction to administrative apparatus and discusses administrative procedure and machinery of government.

12) Padma Ramchandran.

This Book contains the history of Public administration in India from the ancient times to the current Practices. It is based on the insights gained by an professional administrator of thirty five years experience at the state, National and International level.

13) O. Glenn Stahl

The Book- Public Personnel Administration, Oxford and IBH. Publishing company Private limited, New Delhi, 1975.

This book brings together the doctrine and ideas gained from experience and research that apply to administration of the personnel affairs. It seeks to rationalise actions, challenge, define and classify.

14) Mishra and Puri


This book discusses the development issues facing the Indian economy. The population Problem, Strategy of Development, agriculture and Industry were discussed in detail in this book.

15) B. R. Agarwala

The Book- Our Judiciary, National Book Trust, New Delhi, 1996.

This clearly written book provides answer to questions of how Justice is meted out in India. Which court handles which kinds of cases and
so on. This book deals in detail on the layers of Judiciary and issues concerning it.
Notes and References


5) Excluding Jammu and Kashmir


7) J. D. Shukla, *State and District Administration in India*; Indian Institute of Public Administration 1976, P. No. 139.

8) J. D. Shukla, *State and District Administration in India*, Indian Institute of Public Administration, 1976, P. No. 133.

9) J. D. Shukla, *State and District Administration in India*; Indian Institute of Public Administration 1976, P. No. 140.

10) J. D. Shukla, *State and District Administration in India*; Indian Institute of Public Administration, 1976, P. No. 149,150.
