Chapter VII

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Modern states are welfare states. This necessitates looking after the welfare of the people and providing all types of facilities and opportunity to the people for their advancement and development. Putting this in mind the governments in these countries have been formulating and implementing various kinds of programmes and policies. Also the nation building and nation development are the main objectives of every developing and under developed countries in the world. With the increase in the range and nature of activities undertaken by the modern state, the role complexity and importance of bureaucracy has increased everywhere. Today the civil service is a key instrument not only for repressive and extractive activities of the government, but also for their efforts to transform and develop societies. In India, despite alternatives which have been suggested here and there, public bureaucracy retains the central place in the politico-administrative set-up of the country. Both as an organization and as an instrument of management, the administration in India handles the bulk of the country's programmes of development and policy implementation.

In India, at all levels, the allocation of values is more precisely, the allocation of benefits which is mostly done by political elites in convenience with bureaucratic elite\(^1\). In the contemporary world, rapid changes are taking place because of scientific, technological and social revolution. These changes are radically affecting development ethos and strategies. In the transformation of the modern democratic state to the "welfare oriented" society, political power is structural and there are three essential features to such structure; first, there is a

\(^1\) Naresh Kumar, Deputy Commissioner in H. P.- A Study in role analysis in Development Administration, Ph. D. Thesis (unpublished), Department of Public Administration, H. P. U. Shimla, 1997, p. 5.
system for exercise of political power; secondly, there have to be decision making organs viz., legislative, executive and judiciary, through which the will of the people is transformed into action and thirdly, there is an administrative apparatus, bureaucracy for the execution of policies laid down by the decision making organs. In a democratic system interaction between politics and administration is that one between ends and means.

Development structures need to articulate and aggregate social interests, to perform the tasks of political socialization, to link together the heterogeneous people by establishing pipelines of information and network of mass communication. For development the politico-administrative structure need to be viable and effective and must establish a functional relationship with other non-political or socio-cultural and traditional structures. It is worthwhile to examine that the administrative and political elites are involved in the nation building, structural innovation, reorganization and reconstruction.

The present problem entitled relationship between "politicians and administrators at the district level" with special reference to two districts of Himachal Pradesh, Chamba and Una is an effort in this direction.

Politicians and administrators perform the important functions of maintaining societal stability and of goal attainment. The relation and interaction between these two sectors, politics and administration has an important role in the sphere of role perception and performance. In the present study the relationship between politicians and administrators at district level in Himachal Pradesh will be studied. It is very difficult to study all the districts of Himachal Pradesh due to constraints of time and resources. That is why the study has been confined to only two districts of Himachal Pradesh, namely, district Una and Chamba. All the types of relationships between politicians and administrators were studied.
Endeavour has been made to contact the respondents personally, to know their opinions, perceptions and viewpoints about the interaction between them.

The selection of the problem of studying specific area of field where citizens of today come in contact with administration and politics is important. In the democratic set up the role of political leadership in policy formulation is considered essential. But no policy can be formulated without the advice of the experts and implementation of policy formulation is considered essential. To perform its function administration must be both "passive" as well as "active". Thus, it is essential that original research, specific for politicians and administrators be conducted.

The main objective of the present study was to study the relationship between politicians and administrators at the district level, especially with special reference to Chamba and Una District in Himachal Pradesh. The following were the other objectives of the present study:

1. To study the existing pattern of administrative set up.
2. To analyze the socio-economic backgrounds of politicians and administrators in two districts of Himachal Pradesh viz. Chamba and Una districts.
3. To workout the relationship between politicians and administrators with special reference to the perception and performance of both the elites at the district and block level.
4. To pinpoint the mutual understanding and interaction between the politicians and administrators in taking policy-decision and its proper implementation.
5. To examine the attitude of both the elites towards the institutionalized norms and role in the field of administration and politics.
6. To evaluate the impact on the working process and give suggestions to improve the relationship.
To achieve the above objectives, present study was based on the hypothesis that relationship between the administrators and politicians at the district level is not cordial. The major hypothesis was, further, divided into sub-hypothesis:

1. There is lack of mutual understanding between administrators and politicians.
2. The political leaders of the district level do not cooperate and provide unhealthy environment to the administrators which hampers the basic tasks of the administration.
3. The district administrators and political leaders have a poor perception that undermines their performance.
4. Continuous political interference and rigidity in rules and regulations affect the relationship between both.

With a view to achieving the objective and testing the hypotheses, present study was based on both primary and secondary data. Primary data was collected through a sample survey. For the collection of primary data well prepared schedules, which consisted of both open-ended and close-ended questions, were administered to the respondents selected through sampling method. For the collection of first hand data in the present study multi stage random-cum-purposive sampling was adopted. At the first stage, two districts were selected to represent Himachal Pradesh. There are 12 districts in Himachal Pradesh. Out of 12 districts two districts, namely Chamba and Una were selected purposively. The selection of district was made due to the reason that Chamba was part of old Himachal and Una became part of the State after reorganization of the state. Moreover, both districts have same number of constituencies, that is, 5 each. At the second stage, two blocks, one from each district, were selected purposively. These blocks were Chamba and Haroli. At the third stage, panchayats were selected. Out of total panchayats in the selected blocks, 25 per cent of panchayats were selected from each selected block (see Table 1.1). There were 39 gram
panchayats in Chamba block, out these 39 panchayats, 10 gram panchayats (25 per cent of the total gram panchayats) were selected. In Haroli block, out of total 43 gram panchayats, 11 gram panchayats (25 per cent of the total gram panchayats) were selected. At the fourth stage, a total of 220 respondents, which includes 116 politician (56 from Chamba district and 60 from Una district) and 104 administrators (51 from Chamba and 53 from Una district) were selected. Secondary data for the present study was obtained from the government records, news papers, books, journals and articles or memorandums having direct bearing with the problem in hand.

7.1. Major Findings

The major findings of the present study have been discussed chapter-wise in the following paragraphs.

First chapter provides a significant detail of research design. In it many things have been discussed, such as, importance of study, scope and limitation of study, objectives and hypothesis of the present study and the methodology of the study. The socio-economic profile of study area, that is, Himachal Pradesh and selected districts, has also been discussed.

Himachal Pradesh is predominantly a rural state. As per the Census of India 2001, 90.21 percent population is living in rural areas. Himachal Pradesh is a hilly state. During early times, it was known as ‘Dev Bhumi’ (The Land of Gods). It extends over an area of 55,673 square kilometers. According to Census 2001, the total population of the state is 60,77,900 with a density of 109 persons per square kilometer. The highest density, that is, 369 persons per square kilometer is in Hamirpur district and the lowest, that is, 2 persons per square kilometers is in Lahaul Spiti district. The economy of Himachal Pradesh is predominantly dependent upon agriculture and in the absence of strong industrial base, any fluctuation in the agricultural or horticultural production causes significant change in economic growth also. During 2007-08 about 18.15 per cent of state income has been contributed by agriculture sector alone. Himachal Pradesh has a vast hydel power potential. The state has a potential to generate
20,386 Mega Watt hydel power, out of which state has harnessed only 6,045 Mega Watt power so far. It was found that as per 2001 Census, 32.31 percent of the total population of the Pradesh was classified as main workers, 16.92 percent as marginal workers and rest 50.77 percent as non-workers. Of the total workers (Main + Marginal) 65.33 percent were cultivators, 3.15 percent were agricultural labourer, 1.75 percent were engaged in household industry and 29.77 percent were engaged in other activities. Presently there are 3 Divisions, 12 districts, 75 developmental blocks, 75 Tehsils and 34 Sub-tehsils in Himachal Pradesh.

District Chamba is located between North Latitude 32°10’ and 33°13’ and East Longitude 75°45’ and 77°33’. Lying mostly astride the main Himalayas, and touching on the fringes at one corner of a bit of the Shivalik, before plains commence on the other side of the border. The territory is wholly mountainous with altitudes varying from about 2000 feet to about 21000 feet above mean sea-level. The area of Chamba district is 6,528 square kilometers. According to Census of India 2001, the total population of the district is 4,60,887 persons with the population density of 71 person per square kilometers. Out of total population of the district, 92,359 persons are scheduled castes and 1,17,569 persons are scheduled tribes in the district. The population of male and female as per Census 2001 is 2,35,218 and 2,25,669 respectively. The sex ratio is 959 females per 1,000 males in the district. The majority of population in the district lives in rural areas. As per Census of India 2001, rural population of the district is 4,26,345 persons and the urban population of the district is 34,542 persons. Agriculture is the mainstay of the majority of the population in the district. Generally two crops are taken from the land. Maize is the main crop of Kharif season and potato and paddy are also sown, where the conditions so permit. Wheat and barley are the major Rabi crops. There are six sub-divisions, seven blocks and ten tehsils in the district. Five members represent the district in state legislative assembly.

Una district is in the South-Western part of Himachal Pradesh. It is bounded by Kangra, Hamirpur and Bilaspur districts of Himachal Pradesh in the North, East and South respectively, by Hoshiarpur district of Punjab in the west. It lies within North latitude 31°21’ and 31°50’ and East longitudes 71°55’ and
 Una district is in Himalayan foothills zone bounded by plains of Punjab in the West and Solahasinghi Dhar in the East. The altitude varies from mere 350 metres to over 1200 meters on the Solahasinghi Dhar. According to the Surveyor-General of India the area of the district is 1,540 square kilometers. According to the Census of India 2001, the total population of the district is 4,48,273 persons with the population density of 291 person per square kilometer. Out of total population of the district, 1,00,588 persons are scheduled castes and 51 persons are scheduled tribes in the district. The population of the male and female as per the Census of India 2001 is 2,24,524 and 2,23,749 respectively. The sex ratio is 996 female per 1000 male in the district. The majority of population lives in rural areas. As per the Census of India 2001, rural population in the district is 4,08,849 persons and the urban population is 20,800 persons. The predominant crops of the district are wheat, maize, barley, paddy, gram, sugarcane, urd, pulses etc. The Department of Agriculture has set up a seed multiplication farm at Rekhubella. As per the Census of India 2001, out of the total population of the district, 3,36,649 persons are main workers, 2,52,345 persons are marginal workers and 7,50,036 persons are non-workers in the district. Out of total workers (main + marginal workers), 56.94 per cent are cultivators, 6.71 per cent are agricultural labourers, 3.28 per cent are engaged. There are two sub-divisions, four tehsils, one sub-tehsil, five developmental blocks, 235 panchayats, five local urban bodies and five assembly segments in the district.

Second chapter deals with discussion of administrative setup at the district level. The success of an organization depends upon its organisational structure. Organisation is basic to the administrative process, but it should nevertheless be kept in its proper place, and should not be allowed to dominate all other aspects of administration. Organised structure is essential for exercising leadership. The district is the main unit of administration as well as political organized functions. At this level all the governmental policies are made law and order is maintained, developmental activities are continued. It is the district which provides opportunity to political parties and leaders to mobilize political support, to know the opinion and interests of the public. At this level the administrators and
politicians came into direct contact to each other frequently when both the interacting groups perform their different tasks and duties. Apart from this the politicians are related with the various developmental plans, in this way the interaction between both the elites revolves around the various aspects. The elected representatives represent the problems of the people whereas administrators need political support in implementation of the developmental programmes, plans and policies. District administration includes all the agencies of government, the individual officials and functionaries, public servants, including a public servant who is a government servant and equally one who is not. For the term public servant includes many who are not government servants as such. It comprehends all institutions for the management of public affairs in the district; all the bodies corporate such as the panchayats of different kinds, the gram sabhas, the nyaya panchayats (which are courts of law), the panchayat samitis, the Zila parishads, municipal committees and local boards of every kind. It includes all advisory bodies associated with the administration, as well as individuals serving in such ways as assessors and jurors in the trial of cases. District as a territorial unit has been the most important level in the governmental hierarchy of line organization. District administration is described as a multiple unit of administration representing a concentrated collection of public functionaries for managing the affairs of the government.

The district being the basic unit of administration in India, the Deputy Commissioner occupies a unique position in the country's administration. Each district has been placed under the charge of a district officer called Deputy Commissioner who virtually acts as the eyes, ears and arms of the state government. Deputy Commissioner with developmental activities has been greatly strengthened with the inception of community development programme. Deputy Commissioner is the Chief Executive of the programme and as such he is acknowledged as the head of district administration. He has been made the leader of the team of district level officers of the departments concerned with the programme; agriculture, horticulture and animal husbandry, co-operations, irrigation, Panchayats, education, health, social welfare and many others. District
level officers work under direct control of their superiors; the Deputy Commissioner gives them general direction and plays a coordinating role in implementing the programmes.

The administration of the selected districts for the study is headed by the Deputy Commissioner with headquarters at Chamba and Una. The Deputy Commissioner is responsible for general administration, law and order, treasury, land revenue, and civil supplies. He is assisted by magistrate, a treasury officer, a revenue assistant, a compensation officer and an assistant, district planning development officer. The district administration can be bifurcated into two component parts, the general administration which comes under direct control of the deputy commissioner and secondly various functional departments, which also have link with their corresponding departments at the district level and have personnel with definite tasks which are performed with in procedural frames. Apart from above mentioned functions of Deputy Commissioner has other miscellaneous functions to perform such as functions concerning treasury, grant of old age pension, protection of ancient monuments etc. He is the census officer for the live stock. The Deputy Commissioner is also responsible for such works as the national savings or the state loans floated from time to time contribution to the National Defence fund is also made through his office. He is also the chairman of a number of official committees such as the district land development committee, soldiers welfare board, Family Welfare Committee, and Public Grievances Committees. He is also involved in socio-cultural activities at president or chairman. The Deputy Commissioner is assisted in his work by a functionary who belongs to the State Administrative Service, and is known as Assistant Commissioner. Apart from this, there is one post known as Additional District Magistrate who also helps him in day-to-day functioning. The District Collector also writes the character rolls of a number of district functionaries working in the different department, and having a rather close functional relationship with him. Most district level departments are represented in the subdivision and the most conspicuous and the oldest is the generalist functionary.

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called sub-Divisional Magistrate (SDM) who is the head of the revenue hierarchy in his jurisdiction and writes the character rolls of all the functionaries under him. To maintain law and order in the district the Superintendent of Police (S.P.) D.S.Ps and Inspectors also assist the district Administrators. While in this administrative set-up the role of district Medical Officer is also of great importance who assists the district collector in the prevention and control of epidemics and in organizing family planning campaigns, etc. All these district level officers' work under the general guidance and control of the District Commissioner, But in financial and administrative matters, they are controlled by higher authorities of their respective departments.3

In addition to the district community development pattern the block is evolved as the main unit of all the development and welfare activities, and has considerable significance as an administrative unit. At the Block level, the head of the administration is the Block Development Officer. He is assisted at the Block level by a group of specialist called extension officers who are deputed from different technical departments as the state government to work at the Block level. Developmental staff works under Block Development Officer includes, Extension officers in Agriculture, horticulture, Panchayat- Junior Engineer, Social Education and Block Primary Officer, (S.E.B.P.O.) Gram Sevika, Village Level Workers (V.L.W.), Mukhya Sevika, and other ministerial staff for maintaining the establishment.

In third chapter socio-economic profile of sample respondents has been discussed. Socio-economic conditions of selected respondents have been analyzed on the basis of variables like, age, sex, educational qualification, rural/urban background, monthly income, job satisfaction etc. It was found that majority of respondents (43.97 per cent of politicians and 49.04 per cent of administrators) were in the age group of 46 years or above. Sex-wise classification showed that 69.83 per cent of politicians and 76.92 per cent of administrators were male, revealing that both the fronts, that is, politics and administration, were dominated by the male only. The percentage of female was

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very low, which was 30.17 percent in case of politicians and 23.08 per cent in case of administrators.

As far as the educational level of respondents is concerned, it was observed that among the administrators majority of respondents were graduate, while among the politicians a large number of respondents were educated up to matric or intermediate/10+2. The percentage of politicians having post graduate or above was very low. With regard to the schooling of respondents, it was found that majority of administrators (79.81 per cent) as well as politicians (87.93 per cent) have got their education in government schools. District-wise position in this regard also reflected the same trend. Majority of respondents (75.00 per cent of politicians and 68.27 per cent of administrators) belonged to rural areas. With regard to the education level of respondent’s father it was found that majority of politicians’ father (that is, about 61 per cent) were educated primary/middle or matric or intermediate/10+2. While, about 50 per cent of administrators’ father were educated up to primary/middle or matric or intermediate/10+2 and 26.92 per cent were graduate. It was found that majority of politicians and administrators prefer to choose government job for their children.

Fourth chapter deals with the analysis of role perception, performance and image of the administrators and politicians. To perform the task of organization administrator has to follow bureaucratic rules and regulations. To 75.00 per cent of administrators adherence to rules and regulations is the primary concern in performing the functions of administration. Out of total selected administrators, 56.73 per cent of administrators were found agreed that that administrative procedure should be strictly observed even if it delays implementation of programmes.

Administrators may face situations where the existing rules and regulations are confusing or do not exist at all. In this regard it was found that when there exist either confusing rules or do not exist any rule at all, 49.04 per cent of administrators tried to use their judgement to deal with a problem. There found a contradiction of opinion among the administrators about the following
rules and regulation when majority of administrators (67.31 per cent) prepared to ignore rules and regulations if this facilitate solution to certain problems.

As far as the adequacy of administrative methods are concerned it was found that most of the administrators, that is, 32.69 per cent (partly agreed) and 21.15 per cent (agreed), found the methods of administrative system were inadequate which is a matter of concern. It indicates that there is something wrong with the methods and need improvement so that functions of administration can be performed in a good manner. As administrator felt that rules and regulations have become obsolete and outdated. As per them these rules and regulations must be improved, refreshed and reframed putting in mind the contemporary conditions. Some administrators believe that though the methods of administrative system are, by and large, adequate but there is lack of delegation and cordial relationship between the different units of administration. Also excessive workload according to majority of administrators harms their efficiency and effectiveness. Administrators believed that superiors don’t want to delegate. Instead they want more and more control in their hand so that they can maintain their superiority in administrative system. This very tendency harms the commitment on the part of subordinates towards their tasks and duties.

Authority with responsibility is one of the main principles of administrative system. Authority without responsibility leads towards autocracy. Thus responsibility is an important aspect in administration. It ensures efficiency and effectiveness. In this regard it was found that 86.54 per cent of administrators realized the importance of responsibility in dispensing off the defined duties and functions. They felt that responsibility must be there.

It was also found that administrators considered superiors’ satisfaction paramount. Administrators considered it important that they should keep their superior satisfied. As much as 65.38 per cent of administrators showed their agreement in this regard. This satisfaction may mean either act according to superior’s instructions in the implementation of public policies or establishment of personal relationships with the superiors. The obedience of superior’s instruction has a great relevance for administrative behaviour. But when these instructions prove inadequate in certain local situations, majority of
administrators (55.77 per cent) were willing to reject these instructions. On the other hand the attitude of superiors towards their subordinate's new ideas and suggestions was not found to be healthy one. They ignore the new ideas and suggestions furnished by the subordinates. In this regard it was found that in 42.31 per cent of cases superior do not take interest at all and in 50.96 per cent of cases superiors sometimes take interest in better methods of work and methods suggested by the subordinates. Majority of superior administrators provided co-operation, support and guidelines to the subordinates in performing the difficult tasks.

Administrators gave highest priority to follow administrative procedures than to implement the programme with pace and without delay. The percentage of partly agreed (29.81 per cent) and agreed (18.27 per cent) administrators with the statement that administrators are not aware about problems and difficulties in the faced during the implementation of programmes. This indicates the fact that administrators, while implementing a development programmes, are not doing any kind of homework to find out what problems could be there and how we could solve those. Moreover, administrators' unawareness about the problems and difficulties may lead to either wrong implementation or it may lead to delay in implementation. Both the situations are not good for the successful implementation of development programmes. To majority of administrators goals and objectives of development programmes have not been clearly defined which results in delay and ineffective implementation. In this regard data reveals that 50.96 per cent of administrators were found partly agreed and 8.65 per cent of administrators were fully agreed. But to 40.39 per cent of administrators goals and objectives of development programmes have been clearly defined.

It was found that majority of administrators (that is 49.02 per cent in Chamba, 54.72 per cent in Una and 51.92 per cent overall sample) showed their agreement with the statement that politicians interfere in the implementation process. Political interference in the implementation of development plans and policy harms the very spirit of the programmes and administrators found it difficult to implement the programme fairly and squarely. In this regard
administrators thought that the implementation of programmes is the sole area of administrators and politicians have no right to interfere in it and also need not to be consulted.

On the other hand, the analysis of role perception of the politicians reveals that the majority of politicians believed in democratic principles. They showed their rigid attitude in following democratic principles even if it delays development. They found agreed that those political parties who involve in dividing the country should be banned. But it is somewhat ridiculous when about 81 per cent of politicians responded that one should not act according to the principles of democracy with those who themselves do not believe in democracy. But it is also noteworthy that politicians don’t want to follow democratic principles when the unity of country is at stake. In this regard the percentage of agreed politicians was 79.31 per cent. Politicians do wanted to work independently to some extent but they thought that implementation of public demands and expectations should be their first priority. Majority of politicians thought that a political leader has to fulfil the wishes and aspirations of the community even if he thinks the people are misguided. As much as 51.72 per cent of politicians were found agreed with it.

Politicians give more preference to autonomous role of the representative to a subservient one. It is clearly indicated by their response patterns. Politicians are not intensely partisan; their commitment to the party does not blind them to the necessity of drawing a line between what is fair and what is foul. For them partisanship is not a legitimate value. They also expressed themselves against the adoption of unfair means even for the purpose of strengthening one’s party. Thus there found lack of intense partisanship among majority of politicians. They believed that election to a public office create an obligation for them to stand by the government, thus realized the importance of functioning as a team in managing public affairs. Furthermore, it was found that 67.24 per cent of politicians realized the importance of protecting administrators from public demands and unreasonable criticism.

It was also found that politician don’t want to let the administrators free to work as their own. It was found that 87.07 per cent of politicians thought that
political intervention is necessary when administrators ignore people’s demands. This indicates that administration is not free from political intervention which according to administrators harms the functioning of administration. It was also found that politicians realized that administrators be guided in their actions by the advice given by the politicians. As much as 35.34 per cent of politicians realized that administrators must be guided by the advice given by politicians. But the percentage of those politicians who were of the opinion that administrators must not be guided by politicians’ advice was 43.97. Though the percentage of ‘must do’ was low, even then it can be concluded that politicians want their sway in the day-to-day working of administration. In order to bring pressure on the administrators to what politicians think the administrators ought to do, they would not hesitate to approach politicians at higher levels for correcting administrative ills and lapses at the district level.

The data related to reciprocal image of politicians and administrators reveals that majority of politicians felt that administrators are corrupt, efficient and have rigid attitude, concerned with improving their own prospects and do whatever they like. Politicians also suspected administrator’s fairness and impartiality. Politicians have a tendency to label administrators as committed to less work and more safeguarding their vested interest in administrative structure. Administrators give more priority to rules and regulations while performing their jobs and duties. It was found that majority of politicians believed that administrators do not pay attention to the proposals and demands of politicians. The percentage in this regard was 44.83 per cent.

On the other hand, majority of administrators (that is, 60.58 per cent) felt that politicians at the district level are more concerned with the attainment of their self interest and furthering the interest of their relatives and castemen. Further, they do not care of people welfare. Even then, administrators recognized that politicians perform some useful functions. But when it comes to assisting administrators in significant areas of policy formulation and support mobilization for government policies, administrators do not consider politicians performing any useful function. It was found that 53.85 per cent of administrators realized that politicians do nothing but create problem for the administration. Further, majority
of administrators (that is, 54.81 per cent in overall sample) were of the opinion that politician are not co-operative with administrators.

Above discussion lead to the conclusion that there is lack of mutual understanding between administrators and politicians, thus approving the first sub-hypothesis of the present study. The second sub-hypothesis has also been proved that political leaders at the district level do not co-operate and provide unhealthy environment to the administrators which hampers the basic tasks of the administrators.

Chapter fifth discusses the interaction between administrators and politicians. Administrators and politicians are the two component of government system which continuously interacts with each other. Politicians bring various kinds of problems and demands to administrators which provides avenue for interactions. Majority of administrators tend to dissociate their role performance from any necessity on their part to give consideration to what politicians think or desire. It indicates that administrators do not perceive their role as subservient to politicians. Administrators wanted to work without the advice of the politicians in disposing his duties and functions. While one third of politicians wanted that administrators must be guided by the advice of the politicians. Majority of administrators at the district level don't want to consult the politicians and to get their help in carrying out the different tasks and functions. Politicians, on the other hand, have recognized the need and necessity of consultation, so that they can extent their help.

Policy formulation is one of the main areas which bring administrators and politicians closer to interact and formulate policies. Both, administrators and politicians, recognized that policy formulation is the concerned area of politicians. But it is also true that administrators are intimately associated with policy formulation process. This association takes the form of collecting relevant information and formulation of alternative strategies and their comparative costs. With regard to fixing of priority of programmes there found lack of consensus between politicians and administrators. 50 per cent of administrators felt that fixation of priority for programmes is the responsibility of politicians, while,
40.38 per cent of politicians believed that it is the responsibility of both. After formulation a policy has to be implemented so that desired result could be achieved. In this respect majority of administrators as well as politicians recognized that implementation is the concerned area of administrators and they are responsible for successful implementation of policies and programmes. It can be concluded that in regard to those decision areas which should legitimately fall under the jurisdiction of administrators, politicians claim the right to make decisions.

Politicians take to administrators various kinds of problems and demands. These include problem of administrative delays, law and order problem, problem concerning implementation of government plans and policy and economic problems of the people. Administrative delays concern most to politicians. More than 85 per cent of politicians contacted administrators in this respect. Implementation of government plans and economic problem ranked second and third. These are not the only areas when politicians contacted administrators. Other problem area in which politicians approached administrators include: problems concerning politicians personal benefits, problems concerning the interest of their relative and family members, problems concerning interests of their friends and close supporters and problems concerning interests of certain caste or religious groups in the community. In this regard it was found that the politicians give considerable importance to the pursuit of parochial interests both for themselves and others and accordingly, seek help of administrators in either furthering or safeguarding such interests.

Politicians also contacted the administrators to seek their help in satisfying partisan and universal interests. In this regard it was found that majority of politicians opined that they never contacted administrators to satisfy the interest of certain political group or party. As much as 57.76 per cent of politicians were of the opinion that they never contacted administrators to satisfy interest of particular political party. But administrators opined differently. Most of the administrators were of the opinion that politicians either frequently (26.92 per cent) or sometime (33.65 per cent) contacted them in this regard. As far as the
universal interests are concerned, there found lack of consensus between politicians and administrators.

Thus it is clear that politicians bring lot of problems to the administrators. They approach administrators to satisfy administrative problems, parochial interest, partisan and universal interests. At the time of policy formulation and implementation close relationship is prerequisite. To satisfy these interest politicians try to exert some pressure on the administrators, which lead to conflict between them. This aspect has been discussed in the next chapter.

Chapter six provide a detail discussion about the conflict between administrators and politicians. To fulfil the demands and proposals, politicians contacted administrators. When administrators fail to comply with politician's demands and proposals then there arise situations of conflict between both. In this connection politicians pressurise administrators to attend their demands make necessary efforts to meet them. It was found that politician hold three kinds of viewpoint when they confronted by the refusal of an administrators. First of all, they felt that it is the bureaucratic system that put severe restrains on the capability of the administrator to give effect to the demands of politicians. Secondly, politicians also felt that the administrators are incapable to meet their demands. The refusal according to politicians is due to administrators' prejudice. They favour that the behaviour of administrator's should be exposed in public and also favour the action against administrators as well. Thirdly, there was a feeling among the politicians that the administrators enjoy powerful protection so hardly anything can be done about it.

When administrators refuse to comply with politicians' demands or proposals, politicians would either cease to cooperate or try to spoil service records or disturb service conditions or tarnish reputation of administrators. Most important pressure which is being put by the politicians is disturbing service conditions by transfers and complaints to higher level (63.46 per cent of administrators and 37.93 per cent of politicians). Politicians can personally try to use inducement or threaten deprivations when administrators fail to comply with their demands. The important pressure which is regularly used by the politicians
is the disturbance of service conditions, followed by promise to take responsibility of consequences on him.

Administrators responded in different ways to the politicians pressures exerted on them. What the administrators usually tend to do when confronted by mounting pressures by politicians is to seek the help of their own superior officers and sometime they used to seek help from other competing political groups as well. It was found that as and when administrators feel pressures from the politicians they try to talk reason to the politicians, refer the matter to higher authority, postpone decisions and sometime seek transfer to some other place. It shows that administrators try to escape from cross pressures.

It is clear that conflict is tending to arise as and when administrators failed to comply with the demands and proposals of politicians. Also when politicians exert pressures on administrators they responded in different ways to relax themselves from the mounting pressures.

The above analysis of relations between politicians and administrators approve the hypothesis that the relationship between politicians and administrators at the district level is not cordial. It also approves the sub-hypotheses of the present study.

7.2. Recommendations

Politicians and administrators are the two pillars of the government. Theoretically they play different roles, for instance, politicians make policies and administrators implement them. But, in practice their roles often conflict and overlap because the line separating development of policy and its implementation is quite blurred and hazy. Bureaucracy is a body of permanent, paid and skilled officials. It aids and advises the government to make plans and carry them out. The role of bureaucracy has changed. It no longer performs only the regulatory functions but actively engages in development and welfare activities. Conventional image of civil servant has been that of an anonymous servant of the minister who is committed to efficient discharge of his duties and who offers his sincere advice to his master, irrespective of his political ideology. This advice
may or may not be accepted by the minister, but once the decision is made, he is duty bound to implement it effectively. This concept of anonymous and neutral bureaucracy was considered impractical and unsuited to meet the goals of social justice. Therefore, Mrs. Gandhi sought a ‘Committed Bureaucracy’. But commitment has degenerated into politicization of bureaucracy and the relationship between politicians and administrators has deteriorated.

The administrators blame the politicians for their irrational, partisan and idealistic approach and for disturbing their service conditions through transfers and promotions. The politicians blame the administrators for their prejudice and flair for creating procedural difficulties. Such irritants have led to deterioration of administrative efficiency. Healthy relationship between the two elite is crucial to the smooth functioning of the government. To develop healthy relationship between administrators and politicians following are the some of the recommendations:

- It is recommended that both politicians and administrators must understand each others’ respective sphere of functioning, and restrain themselves from encroaching others’ sphere.
- There should be little political interference in service matters, for example, posting, transfers, promotions etc.
- Coordination is an important requirement to make administration efficient and effective. It is needed that both the elite should understand the importance of coordination. Both should work in coordinated manner in policy making as well as in policy implementation, so that the objective of both the systems (political and administrative) could be achieved harmoniously.
- There will be agreement between politicians and administrators about the basic objectives of the political system and about how these objectives can best be realized. This would lead to collaboration and coordination in managing the affairs of the district.
- Administrators must be neutral, impartial and depoliticized in performing their duties.
• Politicians should not interfere in the day to day administrative functioning except in cases of grievances, serious defaults or maladministration.

• The role of District Collector as a main coordinating agency should be strengthened.

• Delegation of power should be there to reduce the workload of the administrators at the district level.

• Politicians should orient them to the universalism rather than partisan. They should give more importance to public demands and proposal.

• Conflict arises when undue pressure is put on the administrators by the politicians to comply with their demands and proposal. Only those demands and proposal should be communicated to the administrators which have public welfare.