Chapter-I

INTRODUCTION

The developing countries are distinguished from the developed ones by the fact they are set upon a course of planned rapid social change. This statement may seem to be a truism; nevertheless it emphasizes a very significant aspect of the change to be brought in these countries. It is of course true that all societies are subject to change, but it is only in the developing countries that change on such a large scale and in such a short span of time is sought to be brought about. This is what distinguishes the developing countries from the developed ones and underlines the immensity of the task that confronts the people in the developing countries. After independence nation building is the main objective of the national development planning. To achieve the objective of nation building politico-administrative structure is crucial.

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

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1 Shanti Kothari and Ramashray Roy, Relations between Politicians and Administrators at the District Level, Indian Institute of Public Administration, New Delhi, 1969, p. 1.
bureaucratic elite. 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 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.

Indeed the role of policies in the administrative system is great because there is a close interaction between political policies and administration. Administration is generally a sub-system of the political system. Administration is an important aspect in the political process. Almost all government and administrative functions are to the certain extent political. A great deal of legislation originates in the executive departments where administrators formulate the policies of the government of the day. According to the Paul Appelby, all administration and policy making within the government are political. He discussed clearly about the relationship between politics and administration, hence asserting that society has certain needs and demands and government is the only institution in the society to meet these demands and needs. Government today has both preventive function, like maintenance of law and order and collection of revenue, as well as welfare oriented functions, like providing education, transport and sanitation. Politics is the means by which society responds to these issues and decides how to resolve them. Politics

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involves a choice among alternative values, philosophies and goals\(^7\). Policies are an area of change and indeterminacy and administration is one of stability and routine. Manheim's destination is a broad one and there appears to be a large gray area between politics and administration\(^8\).

Administration is now so vast an area that a philosophy of administration comes close to being a philosophy of life. Today, there is a rapid increase in the function of the state under an ideological obsession of a welfare concept. Today there is increasing infiltration of politics into administration. While, the policy is in the stage of formulation, it is government alone which considers it and gives concrete shape. Parliament comes in picture only after the proposals are placed before parliament for approval. With the increase in the activities of the government in the field of economic and social well being of the people, the responsibilities of the government have greatly expanded. Therefore, the three organs, namely, parliament, cabinet and the administration, are constantly helping one and other in the process of arriving at decisions.

Administration works intimately with the council of Ministers and is in fact its tool for carrying out the policies of the Government approved by parliament, it is through the council of Ministers that their accountability to parliament is discharged. Government officials, who form part of the administrative apparatus, have positive role to play. They are instruments in helping the government to arrive at policies and then to see that policies are implemented successfully. They have to speak and write in the name of the government. Their accountability is to the government, if their statements or actions are criticized in parliament, it is the ministers, who have to defend the official and if things go wrong, it is he who has to pay the penalty. But if an officer assumes to himself the responsibility of making a pronouncement or makes his statement which is contrary to the government decisions or

\(^7\) Karl Mannheim as quoted in Peter Self; Administrative Theories and Politics, George Allen and Unwin, London, 1979, p. 151.

parliamentary policies, he can be censured by parliament by name and the government may be directed to suitable disciplinary action against him.9

Like the administrators, the leadership in the developing countries constitute an important link between society and polity and is responsible for the diffusion of those norms that give sustenance to a democratic political order, mobilizing support for the political regime, creating a sense of legitimacy in the public towards the government, and resolving the crisis of participation thereby promoting a structural shift in power distribution. Both these structures, - that is, administration and leadership- contribute in their own different ways to the system maintenance and performance of the basic function of the system.10

1. Politicians and Administrators

Earlier writings on public administration made a clear distinction between the ‘politics’ and ‘administration’ as two distinct and separate kinds of activities. The distinction was made in terms of ends and means. Politics being essentially concerned with the processes connected with the shaping and uses of state power has been understood as the fount of value laden policy decisions. Administration is the means for the fulfillment of policy objectives. It is basically an activity concerning the execution of policy decisions in practice.11 A crucial difference between the two is that the politician is mainly concerned with the manipulation of power, that is, how to win power, keep it, and dislodge his opponents from it, while the administrator has power granted or assigned to him by virtue of his position and his task is to use it for the production of certain goods or services for the people. Although like light and shade, politics and administration imperceptibly shade off into each other, especially at the higher levels, where the politician-minister formulates policy as well as broadly supervises its

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implementation and the higher officials' advice in formulation of policy and are also responsible for carrying it out\textsuperscript{12}.

The merger of local government units with the administrative set up brings the political executives i.e. the elected office bearers of local government in distinct contact with the professional public servants, the permanent executives who provide the staple of the administration. In common parlance, they have often been dubbed as 'non-officials'. They are lay leaders who come to assume positions of responsibility in the administrative hierarchy by virtue of their success in election. Since they are elected representatives of the people, they symbolize the 'demos' and therefore assume a mantle of higher accountability to the people who vote them to power and when a non-official hold office, he or she becomes a part of the administration and is both an official as well as non official\textsuperscript{13}.

The politician is primarily responsible for forging a consensus. When this consensus has been forged and programmatic strategies worked out, the administrator steps in to give practical shape to policy decisions and are held responsible for the implementation of policies without any reference to his own value preferences\textsuperscript{14}.

An administrator is consequently one who directs, co-ordinates and controls the activities of others. It is a dynamic art, taking the human and physical resources available in a system of administration and bending them to achievement of some required goals\textsuperscript{15}. The administrator is primarily concerned with what is called 'output' function of the political system. It should however, be noted that output functions have a great bearing on input functions because they determine, to a great extent, public orientation towards the government, the

\textsuperscript{13} P. N. Parashar, \textit{History and Problems of Civil Services in India}, Sarup and Sons, New Delhi, 2003, p. 114.
\textsuperscript{14} Shanti Kothari and Ramshray Roy, \textit{loc. cit.}, p. 9.
expectations that the public has form the government and the demands that are channeled into the political process. Each of them occupies a different set of roles with its own normative referents a behavioural code. But in actual practice there are many conflicts contact points and many occasions when both the administrators and the politicians have to interact and influence the behaviour of each other. The determination of policy goals, supposedly an exclusive preserve of the politician. Here also administrators influence the behaviour of the politician by their virtual monopoly on collections of facts as bases of policy decisions, determining policy alternatives. Implementation of policies is supposed to be the exclusive concern of the administrator. But in actual situations behaviour of administrators is much more influenced by political leaders with whom he comes into contact in the process of programme implementation. Political leaders are primarily concerned with the functions of interest articulation and interest aggregation and not frequently political leaders represent particular interests and endeavour to obtain preferential treatment for the interests they represent. However, the nature of political process compels them to rise above giving expression to particular interests and work for the broader, general and aggregated interests. Administrators on the other hand, do not perform such functions. They have to deal with particular interests, to be sure, but in such dealings their behaviour is guided by the legal rational norms of bureaucracy. It is contrary to their legitimate functions to have partisan identification with particular interests.

2. Relationship between Politicians and Administrators

Politics-administration relationship has been an old theme since the beginning of intellectual inquiry into the structures and processes of administration. The relation between politics and administration – and especially the distribution of power between the two spheres - is a classic theme in political science since the writings of Max Weber, Woodrow Wilson and

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16 Shanti Kothari and Ramshray Roy , op. cit., p. 7.
17 Kothari and Roy, op. cit., p. 10.
18 Mohit Bhattacharya, loc. cit., p. 211.
several other prominent writers. Today, it seems as if the idea of a total separation between a political and an administrative sphere has been abandoned. Rather than a dichotomy, politics and administration is today seen as two overlapping spheres. In practical terms, this notion implies that administrators most probably are important political actors. An overlapping between politics and administration also opens up for the possibility that there may be both conflict and co-operation between politicians and administrators.¹⁹

In a country like India with a parliamentary form of government having the Cabinet system, the relationship between the political and permanent executives is of great importance for its smooth and effective functioning.²⁰ The conventional concept of the relationship between the administrator and politician visualizes such a relationship purely in terms of a neat division of labour between the two. The politician formulates the policy and the administrator executes them. In the process of decision-making and implementation-collection of facts, formulation of policy alternatives, etc., the administrator is supposed to be objective, impartial and neutral. The conventional maxim insists that ultimately determination of public policy is the responsibility of political leaders. It aims to hold administration to an instrumental role.²¹

A developing democracy cannot function properly when harmonious relationship between politicians and administrators are strained and if there is lack of mutual respect and absence of any identity of goals.²² The relationship between politics and administration has evolved over a fairly long period of time. It seeds were perhaps sown by Montesquieu in 1748 when he postulated the need to separate legislative and executive powers and their union would militate against individual liberty. But with time the complexities of the governmental functions increased and the concentration of politicians, administrators and academicians started over the separation and relationship between the

¹⁹ http://www.essex.ac.uk/ECPR/events/jointsessions/paperarchive/grenoble/ws21/jacobsen.pdf
²¹ Shanti Kothari and Ramshray Roy, op. cit., pp 11-12.
administration and politics. The study of relationship between politics and administration became a very important aspect to define an identity in the field of public administration.

If politicians and civil servants are held in low esteem, if their work is derided, if abuse and invective is poured on them continuously, if loose and unsubstantial allegations are made about incompetence, dishonesty, laziness and indifference to the public interest, it is unlikely that officials will develop or display qualities of integrity, industry and public spirit.^^

S.C. Dube points out, "what we need then is an accurate diagnosis of the present situation and possible trends, a clear definition of the objectives of state policy and a set of possible alternative course of action with their estimated costs and benefits. The administration should not only identify the present day needs and future trends, but it should also contribute towards reshaping the environment. This has to be done within a strong political frame-work."^^

The relative weakness of the political sector endangers not only the representative political processes but also affects the efficiency and effectiveness of public administration. Pye, therefore, suggests that, ....... the authoritative organs of government, weak as they are, tend to overshadow the non-bureaucratic components of the political system. Until these components have been strengthened, the new countries will have neither effective administration nor the bases for stable political processes."^^

The necessity of an effective administration and a coherent political mobilization demands the maintenance of the autonomy of both the systems as well as forging of a relationship between the administrator and the politician which allows both of them to work in conjunction in such a way that does not jolt the system.^^

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The role of administration is important in the field of policy formulation though politics plays a pivotal role in the policy in the modern democracies, the distinction between politics and administration is not water-tight, is in fact often overlapping, even though the two processes, political and administrative have different roles to play in a governmental system, despite inter locking and interfering of politics and administration, they do retain their separate values and styles.

The relationship between the permanent and political executives has been a subject of debate ever since Panchayati Raj was started. It has also been found that in several places the unholy alliance between them had made the local government bodies dysfunctional thus resulting in increasing corruption, nepotism and opportunism in a raw form. But it is strange that in the post-independence era of the country which is devoted to the ideals and principles of liberty, equality and social system, the qualities of administration as well as those of political leadership both have declined disastrously.

However, continued differentiation between the administrative and political aspects of the government is essential for the protection of the national and public interests. So there is dire need to conduct an original research on the relationship between administrators and politicians.

3. Socio-Economic Profile of Study Area

At this point it is important to discuss the socio-economic profile of the study area. The present study was conducted in three districts of Himachal Pradesh. So first of all the socio-economic profile of Himachal Pradesh has been discussed and then of the three districts.

3.1. Profile of Himachal Pradesh

Himachal literally means 'Land of Snowy-Mountains'. During early times, Himachal was known as 'Dev Bhumi' (The Land of Gods). Now, it is

known as 'the Country's Orchard', 'Nature's Paradise' and an 'Abode of Peace'. Himachal Pradesh is almost wholly mountainous with altitudes ranging from 350 meters to 6,975 meters above the sea level. Its majestic mountain ranges, lofty snow covered peaks, mighty rivers, deep gorges, enchanting slopes, scenic beauty.

Its location is between 30°22'40" to 33°12'40" North latitude and 75°45'55" to 79°4'20" East longitudes. Physiographically, the state can be divided into five zones, namely, (i) wet sub-temperate zone, (ii) humid sub-temperate zone, (iii) dry temperate (alpine high lands), (iv) humid sub-tropical zone, and (v) sub-humid sub-tropical zone. To East, it forms India's border with Tibet, to the North lies State of Jammu and Kashmir, Uttarakhand the South-East, Haryana in the South and Punjab on the West.

3.1.i. Area and Population

Himachal Pradesh 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, i.e., 369 persons per square kilometer are in Hamirpur district and the lowest, that is, 2 persons per square kilometers are in Lahaul & Spiti district. About 90.21 percent of the population lives in rural areas.

3.1.ii. Administrative History

Himachal Pradesh came into being as a Chief Commissioner Province of the India Union on 15th April 1948 as a result of merger of 30 erstwhile princely states of Punjab and Shimla hills. At that time, there were four districts viz., Chamba, Mahasu, Mandi and Sirmaur with an area of 27,169 square kilometers. In 1951, it was made a Part ‘C’ state under a Governor with a 36 Member Legislative Assembly and a three members cabinet. On July 1st, 1954, the neighboring Part ‘C’ state of Bilaspur was merged with Himachal Pradesh. In 1956, it was made a Union Territory under an administrator designated as

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Lieutenant Governor and its assembly was abolished. In 1960 a new border district of Kinnaur was carved out of Mahasu district. Then in 1963, Assembly was revived and a popular Ministry was formed. On 1st November, 1966, the Punjab state was reorganized with the formation of Haryana as a separate state and merger of then Kullu, Kangra, Shimla and some hilly areas of Hoshiarpur District and Dalhousie of Gurdaspur District into Himachal Pradesh constituting four new districts viz., Kullu, Lahaul-Spiti, Kangra and Shimla. With this merger the total area of Himachal Pradesh increased to 55,673 square kilometers. On 25th of January 1971, Himachal got full statehood. On 1st September, 1972, two more districts viz., Hamirpur and Una were created by trifurcation of Kangra district and the Mahasu and Solan districts were reorganized as Shimla and Solan districts. The strength of the Legislative Assembly of Himachal Pradesh is 68. Four Members represent Himachal Pradesh to Lok Sabha and three Members to Rajya Sabha. Presently there are 3 Divisions, 12 districts, 51 sub-divisions, 77 developmental blocks, 75 Tehsils and 34 Sub-tehsils in Himachal Pradesh.

3.1.iii. State Income

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.

State domestic product is the most important indicator for measuring the economic growth of a state. According to quick estimates, the total State Domestic Product at 1999-2000 prices increased to Rs. 24,817 crore in 2007-08 from Rs. 22,854 crore in 2006-07, thereby registering a growth of 8.6 per cent at constant prices (1999-2000). The total State Domestic Product of the Pradesh at current prices is estimated at Rs. 32,220 crore in 2007-08 as against Rs. 28,603

29 Ibid., p. i.
croc in 2006-07, thereby registering an increase of 12.6 per cent\textsuperscript{32}. Another indicator of the economy is per capita income. According to quick estimates based on new series, that is, 1999-2000 series, the per capita income of Himachal Pradesh at current prices in 2007-08 stood at Rs. 40,134. This shows an increase of 9.1 per cent over 2006-07 (Rs. 36781). At constant prices the per capita income during 2007-08 is estimated at Rs. 30,586.

3.1.iv. **Agriculture and Allied Activities: 

Agriculture is the main occupation of the people of Himachal Pradesh and has an important place in the economy of the state. It provides direct employment to about 69 percent of the total workers of the state. Agriculture happens to be the premier source of State Income (GSDP). About 18.15 percent of the total Gross State Domestic Product comes from agriculture and its allied sectors. Out of the total geographical area of 55.67 lakh hectares, the area of operational holdings is about 9.79 lakh hectares and is operated by 9.14 lakh farmers. The average holding size comes to 1.1 hectare. Distribution of land holdings according to 2000-01 Agricultural Census shows that 86.4 per cent of the total holdings are of small and marginal farmers, 13.2 percent of holdings are owned by semi-medium/medium farmers and only 0.4 percent by large farmers\textsuperscript{33}.

The rich diversity of agro-climatic conditions, topographical variations and altitudinal differences coupled with fertile, deep and well drained soils favour the cultivation of temperate to sub-tropical fruits in Himachal Pradesh. The region is also suitable for cultivation of ancillary horticultural produce like flowers, mushroom, honey and hops. This particular suitability of Himachal has resulted in shifting of land use pattern from agriculture to fruit crops in the past few decades. The area under fruits, which was 792 hectares in 1950-51 with total production of 1200 tones increased to 2,00,502 hectares during 2007-08. the total food production in 2007-08 was 7.13 lakh tones. Apple is so far the most

\textsuperscript{32} *Loc. Cit.*, p. 11.
\textsuperscript{33} *Ibid*, p. 25.
important fruit crop of Himachal Pradesh, which constitutes about 47 per cent of total area under fruit crops and about 83 per cent of the total production\textsuperscript{34}.

3.1.v. Industries

Himachal Pradesh has made significant achievements in the field of industrialization in the past few years. With ushering in the liberalization economy and consequently delicensing and notification of special package of incentives for the state, the flow of investment has increased manifold resulting in very good response for setting up new industrial venture in the state. As on December 2008 there are 401 medium and large-scale industries and about 35,427 small-scale industries with a total investment of about Rs. 7737.73 crore working in the state. These industries provide employment to about 2.24 lakh persons\textsuperscript{35}.

3.1.vi. Power

Power provides the basic infrastructure for economic development; it is vital for agriculture and industry. There are various sources, from which energy can be obtained viz., burning coal, oil, gas, wood waste and nuclear materials. However, the most vital source of energy, which man found, is the power of water when it falls from a height. Himachal Pradesh has a vast hydel power potential\textsuperscript{36}. The state has a potential to generate 20,386 MW hydel power through various major, medium, small, mini and micro projects on the five river basins. This capacity projection does not include projects that have very high cost of power generation and several mini or micro projects. In view of the technological advancement and environment-friendly techniques, total potential of the state of Himachal for power generation can go up to 25,000 MW. The state has accorded top priority to this area from Sixth Plan onwards as Himachal can bridge the gap in the demand and supply in the entire northern region. The state has harnessed only 6,045 MW power so far. Out of this the Himachal Pradesh State Electricity

\textsuperscript{34} Ibid., p. 33.
\textsuperscript{35} Ibid., p. 44.
Board is generating 329.5 MW\textsuperscript{37}. Himachal achieved the goal of 100 per cent electrification in year 1998 and all houses have electricity even in the remote and inaccessible areas.

3.1.vii. Employment

As per 2001 Census, 32.31 percent of the total population of the Pradesh is 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 are cultivators, 3.15 percent are agricultural labourer, 1.75 percent are engaged in household industry and 29.77 percent are engaged in other activities. The employment assistance/ information service to job seekers in the Pradesh is rendered through the 3 regional employment exchanges 9 district employment exchanges, 2 university employment information and guidance bureau, 55 sub-employment exchanges, one special cell for physically handicapped, one central employment cell in the Directorate and Vocational Guidance Centres at Mandi, Shimla and Dharamshala. Besides this, the State Government has also set up a Foreign Employment and Manpower Bureau at Shimla for desired workmen seeking jobs abroad\textsuperscript{38}.

3.1.viii. Government Employees

The total number of employees as on 31.3.2008 stood at 225211 out of which 182746 i.e. 81 percent were regular employees and 42465 or 19 percent were non-regular employees. The numbers of Adhoc employees were 225, Tenure/Contract employees 6074, Part time employees 13168, Work-charged employees 5904, Voluntary employees 2270 and Daily-paid employees were 14824\textsuperscript{39}.

3.2. Socio-economic profile of Selected Districts

The present study was concentrated on two districts of Himachal Pradesh, namely, Chamba and Una. It is important to have an idea about the socio economic profile of these districts. Thus the socio economic profile of these districts has been discussed as under.

3.2.1. Socio-economic profile of Chamba District

The district 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 district touches the boundaries with Jammu and Kashmir on the North West and West, Ladakh area of Jammu and Kashmir and Lahaul and Bara Bangahal on the North-East and East. Kangra on the South-East and Gurdaspur district of Punjab on the South. The territory is wholly mountainous with altitudes varying from about 2000 feet to about 21000 feet above mean sea-level\(^{40}\).

3.2.1.i. Area and Population

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.

3.2.1.ii. Agriculture

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. The period of sowing and harvesting of crops depends upon the elevations. In the district the total cropped area is 66.3 thousand hectare. Out of total cropped area, net sown area is 41.9 thousand hectare and 26.3 thousand hectare is sown more than once.

3.2.2. Profile of Una District

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 76°28’. Una district is in Himalayan foothills zone bounded by plains of Punjab in the West and Solahasinghi Dhar in the East. The altitude vary from mere 350 metres to over 1200 meters on the Solahasinghi Dhar.

3.2.2.1 Area and Population

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.

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41 Ibid., p. 285.
42 Ibid., p. 563.
3.2.2.ii Agriculture

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. This farm has gone a long way in providing the latest package of practices in agriculture in the district. The Horticulture Department has been laying emphasis on the growing of citrus plants in the district, namely, Kagzi lemon, Kinnoo, Malta, Santra, Orange, Baramasia Lime and varieties of Mangoes like Sageda, Dussehri, Chausa, Langra and Warmalika. In the district the total cropped area is 73.2 thousand hectare. Out of total cropped area, net sown area is 37.5 thousand hectare and 35.8 thousand hectare is sown more than once.

4. Research Design

A research design is the arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to the research purpose with economy of procedure. In fact, the research design is the conceptual structure within which research is conducted; it constitutes the blueprint for the collection, measurement and analysis of data. As such the design includes an outline of what the researcher will do from writing the hypothesis and its operational implications to the final analysis of data. The research design for the present study has been discussed as under:

4.1. Review of Literature

Review of literature is an important aspect in the process of research. It is imperative to analyze the relevant studies, which already have been conducted on various aspects of the problem in hand, so as to understand the problem and find out the inadequacies of earlier research. Here review of available literature is being presented to give a direction to the present study.

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43 Ibid., p. 568.
Appleby (1970) produces a different type of political and administrative environment of the American society. He discusses the role of political leaders whose main responsibility is in the making of policies and establishing political supremacy over the administration to effectuate.

Self (1972) discusses the political environment and managerial efficiency of administration in the light of political administrative relationship which remains intrinsically important as well as fascinating. According to self, there is not only the question of balance of capacities and influence between the two groups, but also that of the nature of their influence upon each other.

Dev (1980) in article ‘Collector: Today & Tomorrow’ has given the role of Deputy Commissioner in relation to Panchayati Raj institutions and reached to the conclusion that Panchayati Raj institutions have introduced the germ of diversity in district administration. District level co-ordination is also studied and role of Deputy Commissioner was found important in co-coordinating the activities of various departments.

Singh (1980) explains the role perception and role performance of public servants of the block reveals that the role of administration is very negligible and rigid in the field of rural development. Further, he states that it becomes important to study the bureaucracy’s role and attitude towards the development of rural fields.

Hargopal (1980) studies the role of leadership in Panchayati Raj Institutions particularly at the Panchayat Samiti level. The author says that the failure or success of any organisation mainly depends upon the role of the leadership. Whenever socio-economic programmes are launched in any field, there is a great need of strong leadership. He clearly mentions that in the rural development there is tremendous gap between promise and performance. This

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gap could be either because of wrong public policies or policies may be good but their implementation may not be effective. In this respect the author studies the various factors which affect the implementation of the Panchayati Raj Programmes.

Chaturvedi (1980)\textsuperscript{51} has also laid a great deal of emphasis on district administration with the help of selected essays and articles. The relationship of administrators and politicians attracted the attention of the empirical research scholars. Various studies have been conducted at the village, block, tehsil, district, state and central levels.

Roy (1981)\textsuperscript{52} in his study of the real experiences of administrators shows that there are numerous cases of interaction and conflict between the administrators and politicians which tend to be far more pronounced in a mixed polity than in a representative polity and an administrative polity. In a mixed polity (in India), the line of distention between the duty of a politician and duty of an administrator remains largely blurred. He makes an effort to discuss the social structures and the role perception of the administrator.

Singh (1982)\textsuperscript{53} tries to explore some important facts of politics in administration. In the democratic set-up the role of politics and administration is of great importance. Infact, both the administrative and political fields are related with the development perspectives. In this book author presents a thematic view of Indian politics. Whereas the second part of this book covers the role of administration in the different operational areas.

Jain (1983)\textsuperscript{54} examines the role and relevance of public services in the context of a developing and democratic society where the administrator shared power with his/her political master in the governance of the country. This book is a good attempt to study the norms of administrative behaviour in the context of

\begin{itemize}
\item T. N. Chaturvedi, District Administration, Indian Institute of Public Administration, New Delhi, 1980.
\item Jayanta Kumar Roy, Administrators in a Mixed Polity, Mac Millan India Ltd., New Delhi, 1981.
\item S. P. Singh, Perspectives in Indian Politics and Administration, Uppal Publishing House, New Delhi, 1982.
\item R.B. Jain (ed.), Public Services in a Democratic context, Indian Institute of Public Administration, New Delhi, 1983.
\end{itemize}
democracy and argues for raising administrative standards to achieve the national objectives.

**Avasthi and Rao (1983)** discuss the role of administrator and politician in crisis such as droughts, agitations etc. and find that they generally adopt a pattern of mutual understanding co-operation or co-ordination.

**Khanna (1983)** presents behavioural inquiry into the attitudes and perceptions of the higher civil servants of India. The study analyses the bureaucratic structure and evaluates its features. The study emphasizes the need for a general improvement in the social milieu of the higher civil services and efforts to identify the organizational problems.

**Srivastava (1985)** explains the critical aspects of social-economic political and administrative structures of India. He strongly favours an overhauling of the political system, to suit the present circumstances. Indian politics according to him has to be shaped on the basis of a broad consensus and a ‘concurrent majority’ and that in order to be effective, it has to reflect the national problems, needs and policies.

**Sudan (1985)** defines the importance of effective interpretation and co-ordination of rural development programmes for their effective planning and implementation at the local levels. For rural development adequate decentralization of financial and administrative powers at the district and block levels are of great importance. Political good will, administrative reforms are very important for the implementation of the rural programmes.

**Bava (1985)** discusses the role after independence, its achievements and failures of the bureaucratic system to deliver the goods are attributed to the

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strained and dysfunctional relationship between the bureaucrats and politicians. The two systems are not working in tandem. The paramount need of today is to take remedial measures to restore confidence in national institutions and to reestablish the credibility of policies and administration.

Dwivedi and Jain (1985) explain the problem in administering the state today is not merely in terms of arrangement of organizational relations but in terms of poor accountability and responsibility. The administrative state, according to them, is also affected by the inherent tensions between the efficiency, objectives of management science and participatory demands of democracy. They demand mutual understanding between the administrators and politicians but non-interference and stepping up efforts to achieve concrete objectives.

Seshadri (1986) lights upon the various aspects of Indian polity in which he covers the period from 1885 (era of National Awakening) to the leadership of Mrs. Indira Gandhi. He mentions the pattern of political leadership, changing political alignments and crisis in Indian politics. Excepts this he studies the politics of centre-state level, the role of different languages and regionalism. By the end of his book he focuses upon the destination of future past problems and future prospects.

Singh (1987) explores the antecedents and correlates of political orientation and their impact upon the rural people, rural progress and development. The author also studies the nature and genesis of the rural factions and factional conflicts.

Banerjee (1987) attempted an impressionistic analysis of political culture of Calcutta. He observed petty bourgeois opportunism and elitism in today's political culture of Calcutta. Besides he also found militancy which is a

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62 Arun Kumar Singh, Political Orientation of People in Rural India, Mittal Publications, Delhi, 1987.
peculiar product of high idealism, infantile, emotional and economic backwardness.

Eriklane (1987)\textsuperscript{64} characterized the institutional entities of bureaucracy. He identified two distinct modes of modeling bureaucracy, one is the organizational framework and second one is the public choice approaches. With in these two basic frameworks a good attempt is made to cover the variety of theories and hypotheses.

C.A. Perumal (1988)\textsuperscript{65} discusses the Indian bureaucratic system and its attitude towards the respective government. He asserts that after independence, India is rejected the classical and Marxist versions of the use of power, adhered instead to the anarchist tradition implicit in the liberal notions of democracy.

Chaturvedi (1988)\textsuperscript{66} makes a valuable attempt with the study of different administrative agencies involved in delivering various services to the client at the district level. It becomes important to study such aspects which provide help in the understanding of inter-agency systems, structures, plans and attitude that promote co-operation and a sense of unification and also help in examining a fundamental question about such agencies, their pattern of interaction and co-operation among the organizations.

Sadasivan (1988)\textsuperscript{67} reveals a few aspects for the study of district administration in which the role and effect of the political environment which determines the effectiveness of the district administration. A laudable venture towards over coming the dearth of literature of district administration and widening the horizons of its study and scope.

Hazary (1988)\textsuperscript{68} discusses the changing scenario of the Indian administration system after the independence. The role of the administrative system changed in the context of three major factors namely, democracy,

development and decentralization. He discusses the role of principal functionary, the fulcrum and the pivot of the district administration.

Sadasivan (1988)\(^6\) has divided this book into two parts, the first part consisting of 11 essays and the second, seven largely processed by the editor out of the discussion. They cover district level co-ordination, political pressures on district administration, alternative models, the role of the collector, district level planning law and order, emergency administration and reforms and innovations.

Markandan (1990)\(^7\) discusses that there is no dearth for literature in general or in particular aspects of Indian polity. But this affecting is of a different sort, in its conception, approach and the purpose it seeks to serve. The book makes a departure from the conventional manner of the treatment of the subject. It seeks to offer something new, something useful and relevant for those desiring to understand and appreciate our polity.

Kaur (1990)\(^8\) traces the political ideas of the ten Sikh Guru’s. The work delves deep into the political ideas of the Sikh Guru’s and brings out the various developments in their political thought and orientations. It attempts to prove the relevance of their teaching in the context of the present day degeneration of moral values.

Das & Chaudhary (1990)\(^9\) discusses the federal and state politics in India in an endeavour to provide an integrated perspective to the study and understanding of the subject. The book embodies two major streams of our political system-federal and state politics and concentrates the focus on various analytical and critical aspects of these two major segments of Indian politics with emphasis on a happy blending of broad uniformities and mutual respect for separate spheres of activity and identity.

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\(^7\) K. C. Markandan, *Aspects of Indian Polity*, Losmic Printers, N. G. Road, Jalandhar, 1990.


23
Vajpeyi (1990) defines that Local Govt. in the Third World continues to suffer from archaic management structure, hopeless degree of functional competence, limited powers, absence of inter-sectoral co-ordination among development agencies, and finally, vulnerable constitutional position. The book is a welfare addition to the available literature on the subject because it provides a comparative perspective to the study of local governments in Third World countries.

Verma (1990) in his book on decentralization in administration has dealt mainly with one type of decentralization. But in that context he examined and analysed the political decentralization also. He dealt with the role of bureaucracy in relation to the political executive in the field of rural development. He also analysed the different programmes and politics of rural development which largely depends upon the cordial relations between civil servants and political executives not only at the top level but at the bottom also.

Misra (1990) studied the concept of spatial planning, district development schemes, basic issues involved in district planning and re-vitalizing Panchayati Raj. The functioning of developmental departments at the district level have been studied in detail. The material of this book perhaps, constitutes the foundation of district planning process in India.

Shastri (1990) gives the complete picture of the development as district administration in India after independence. The study covers the introduction structure and functions. Principles and standard techniques and critical review of the district administration. In the study, all round role of the Deputy Commissioner is given and his position is considered important under each circumstances.

76 K.N.V. Shastri, District Administration in India, Metropolitan Book Co., New Delhi, 1990.
Goel and Paton (1991) have analyzed the actual position of the role of Deputy Commission in district administration in India. The findings of the study show that the scope of the job of district collector has become more complete and difficult. They now, have to work within a vast network of interdependent organizations and political structures which require substantial leadership and management skills. To be effective in their job, they have to set priorities, establish methods of developing co-operatives working relationship, manage complete organizations and they will have to acquire skills in managing crises.

Mukherjee (1991) attempted a study of political leadership pattern in West Bengal. The study is based on sophisticated statistical methods. It is an empirical study of a select group of political leaders of four major political parties which were in dominance in West Bengal politics during late 1970s and early 1980s based on the analysis of leadership composition in terms of the background variables and attitude complexes of the leader respondents.

Sood (1992) in his book administrative problems of rural development in India has dealt in the book with the concept of development and socio-economic profile of Himachal Pradesh. The study is a comprehensive study of two districts of Himachal Pradesh which represents the old and the new Himachal. After examining and analyzing the various issues related to rural system he concluded that the caste and class were dominating factors in the rural power structure. Even the elected members of Panchayats work on the advice of upper caste people and dominating class.

Khanna (1994) has given a national as well as state perspective of Panchayati Raj status, models and their working mechanism. He has also evaluated the performance of the system. But he has not mentioned the system of two states, Rajastahan and Madhya Pradesh which have implemented Panchayati

78 Bharati Mukherjee, Political Culture and Leadership in India, Mittal Publications New Delhi, 1991.
Raj system in 1959 enthusiastically. The book is an extensive volume on Panchayati Raj, it also gives a good knowledge of the practical problems of Panchayati Raj. According to him the change of government is necessary for the efficient working of the Panchayati Raj.

Narang (1996)\(^1\) adopts a developmental and policy approach, the purpose is to provide the reader with some clues to understand and appreciate Indian politics in a proper and meaningful perspective rather than a narrative of institutional arrangements, constitutional forms and legal debates.

Ram (1996)\(^2\) defines that district administration has a vital role in the history of Indian administration, particularly so, in the recent days with emphasis on decentralization of planning at the grass-root level. The central purpose of this book is to examine the changing post-independence perspectives on reforms in administration, planning and welfare which pinge on district administration.

Majumdar & Singh (1996)\(^3\) discuss a critical analysis of Panchayat politics and community development in India. The title has been studied in comprehensive chapters including two appendices. Economic growth and social justice within the framework of parliamentary democracy and secularism raised new issues with giving new dimensions to the old problems.

Kamrava (1996)\(^4\) examines current and past approaches to the study of comparative politics and proposes a new framework for analyses. This book is invaluable for any student of comparative politics who wishes to go beyond a straight forward institutional analysis and comparison of a small group of countries. This book traces the evolution of comparative politics is a discipline and points to the strengths and weaknesses of past and present comparative methodologies.

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\(^{2}\) D. Sundar Ram, *Dynamics of District Administration, A New Perspective*, Kanishka Publishers, New Delhi, 1996.


Amaladass (1998) discusses how the Indian thinkers turned to the traditional religious literature from English translation and analysis to awaken the present-day India. It is not merely the interest in pure scientific research but it is a matter of religious nationalism. The orientalist research carried on by the westerners and Indians serves for strengthening of cultural and religious nationalism.

Arora (1999) discuss the present anthology on the environmental, structural and behavioural aspects of Indian public administration contains diverse perceptions, perspectives and orientations on the critical issues pertaining to the Indian bureaucratic system. The volume helps in understanding the roots of Indian administrative behaviour and explores the factors that influence its effectiveness in achieving its multiple goals.

Bava (1999) in his book asserted that produces that public policy the core area of the study and practice of public administration has emerged as a critical challenge of good governance everywhere. Planners, policy makers, administrators, managers, chief executives, scholars and researchers all concerned with public policy in any manner have to keep the normative and ethical concerns at the centre-stage of their pursuits. This book precisely highlights those normative and ethical concerns of public policy and administration on which good governance is based.

Palanithurai (1999) discusses that governance is redefined economy is globalized, and power is decentralized with an objective of accelerating economic growth and achieving equity. Government is not a provider but a facilitator. Multifaceted activities are carried on to integrate the micro unit of democracy with National Political System to achieve economic development and social justice. All the aspects of local bodies have been deeply examined.

Mishra's (2002)\(^9\) book is the outcome of painstaking research of the author on finance and local self government depicting the Indian experience. People's welfare depends on the efficient functioning of local bodies. The need for local government is not only theoretical but is also the means of effectively providing certain services which cannot be done by the central government.

Kumar (2003)\(^{10}\) in his book traces the beginning of political thought right up to the present day. It analyses the various ideologies that contribute to the entire subject of political science. It highlights the differing schools of thoughts that went to make it a whole entity. It deals in depth with the various personalities and original thinkers of the western world who have contributed in some way or the other to the political procedure and protocol of today.

Rathod (2004)\(^{11}\) in his book attempted to deal with various important issues like the ecology at development administration, planning, public policy, public enterprise, decision making process, people's participation and the maintenance of law and order. Thus, the book Elements of Development Administration has required heightened focus in academic analysis and research.

Samaddar (2005)\(^{12}\) presents a general lesson for post-colonial politics. Infact for democratic theory, which had all along considered autonomy as an exceptional measure to keep the undemocratic constituencies in a democracy happy, and at best, an exotic theme for the philosophical minded people. This volume unearths sufficient evidence to show that autonomy cannot be an exceptional measure to be taken in doses to make democracy acceptable, it must be historical-political ingredient with which democracy is to be built.

Arora (2006)\(^{13}\) discusses that he had tried to interpret the philosophers in the objective conditions of their own times on evolution not just from present day relevance but according to the historical situations. In such a task what becomes imperative is to give each philosopher sufficient space to speak for himself. This

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\(^{10}\) Vijendra Kumar, Current Issues in Modern Political Thought, Pointer Publishers, Jaipur, 2003.

\(^{11}\) P. B. Rathod, Elements of Development Administration, ARD Publishers Jaipur, 2004.


has been strictly adhered to and the author has assessed every philosopher through their various works.

The analysis of research work done on the problem in hand reflects that there is a lack of systematic study on the relationship between politicians and administrators at the district level. In Himachal Pradesh very little work has been done on this issue. As the success of government in making a country progressive and developed depends on the efficiency and effectiveness of the administrators and politicians, it is important that the relationship between two should be cordial and cooperative one. The absence of which would harm the efficiency and effectiveness of both the administrators as well as the politicians. To fill this gap the present study was conducted.

4.ii. Selection of Problem

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.

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.
4.iii. Significance of the Study

The role of the political system in the administrative system is greater because there is close interaction between political policies and administration. Administration is generally a sub-system of the political system. Administration is an important aspect in the political process. The politicians are mainly concerned with the formulation of public policy and defining their broad objectives, while administrators concerned with the implementation of these policies. Administrators are believed to provide help to the politicians in formulating policies through providing data, information, advice and suggestions. In this context, the present study acquires an important place, as it aimed at studying the relationship between politicians and administration at the district level. The importance of the present study has been discussed as under:

The study would provide empirical evidence about the existing relationships between politicians and administrators at the district level.

The study will help to draw the guidelines for the healthy relations between the administrators and politicians at district level to bring about an efficient administrative system.

The study would also help the politicians and administrators mend attitude and behaviour towards each other so that they work in a cordial and cooperative way to fulfill the aspirations of the masses.

The study would also help the academicians, students and research scholars to understand the complexity existing beneath the politico-administration relationship.

4.iv. Scope of Study

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. Endeavors have been made to contact the respondents personally, to know their opinions, perceptions and viewpoints about the interaction between them.

4.v. Objectives of the Study

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.

4.vi. Hypothesis

It is hypothesized that the relationship between the administrators and politicians at the district level is not cordial. The major hypothesis is further divided into the sub-hypothesis:
3.vi.a) **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.

4.vii. **Methodology**

With a view to achieving the objective and testing the hypothesis, the present study was based on the primary data as well as secondary data.

3.vii.a **Primary Sources**

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. The sampling procedure has been discussed as under:

3.vii.a.i. **Sampling Procedure**

Sampling is the act, process, or technique of selecting a suitable sample, or a representative part of a population for the purpose of determining parameters or characteristics of the whole population. A sample is a finite part of a statistical population whose properties are studied to gain information about the whole. When dealing with people, it can be defined as a set of respondents (people) selected from a larger population for the purpose of a survey. For the collection of first hand data in the present study multi stage random-cum-purposive sampling was adopted. The procedure of selection of districts, blocks, gram panchayats and respondents have been discussed as under:

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64 http://www.socialresearchmethods.net/tutorial/Mugo/tutorial.htm
At the first stage, two districts were selected to represent 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 of 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 (see Table 1.1). Distribution of selected respondents has been presented in Table 1.2 and Table 1.3.

**Table 1.1**

**Sampling Procedure**

<table>
<thead>
<tr>
<th>Stages</th>
<th>Selection of</th>
<th>Sampling Procedure</th>
<th>Sample</th>
<th>Selected item</th>
</tr>
</thead>
<tbody>
<tr>
<td>First</td>
<td>Districts</td>
<td>Purposive</td>
<td>2</td>
<td>Chamba and Una</td>
</tr>
<tr>
<td>Second</td>
<td>Blocks</td>
<td>Purposive</td>
<td>2</td>
<td>Chamba and Haroli</td>
</tr>
<tr>
<td>Third</td>
<td>Gram Panchayats</td>
<td>Purposive-cum-random</td>
<td>21 (10 from Chamba and 11 From Haroli block) 25 per cent of the total.</td>
<td>Gram Panchayats</td>
</tr>
<tr>
<td>Fourth</td>
<td>Respondents</td>
<td>Purposive-cum-random</td>
<td>220 (116 Politicians and 104 Administrators)</td>
<td>Politicians and Administrators</td>
</tr>
</tbody>
</table>
## Table 1.2
### Distribution of Selected Politicians

<table>
<thead>
<tr>
<th>Selected respondents</th>
<th>Number</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Member of Parliament</td>
<td>2</td>
<td>one from each district</td>
</tr>
<tr>
<td>Closest Rival of MPs</td>
<td>4</td>
<td>Two from each district</td>
</tr>
<tr>
<td>Member of Legislative Assembly</td>
<td>10</td>
<td>Five from each district</td>
</tr>
<tr>
<td>Closest Rival of MLAs</td>
<td>20</td>
<td>Ten from each district</td>
</tr>
<tr>
<td>President of different Political parties</td>
<td>8</td>
<td>Four from each district</td>
</tr>
<tr>
<td>Secretary of different Political parties</td>
<td>8</td>
<td>Four from each district</td>
</tr>
<tr>
<td>Chairman and Vice Chairman of Zila Parishad</td>
<td>4</td>
<td>two from each selected district</td>
</tr>
<tr>
<td>Member of Zila Parishad</td>
<td>2</td>
<td>25 per cent of the total member</td>
</tr>
<tr>
<td>Chairman and Vice Chairman of Panchayat Samiti</td>
<td>4</td>
<td>two from each selected blocks</td>
</tr>
<tr>
<td>Member of Panchayat Samiti</td>
<td>12</td>
<td>25 per cent of the total member</td>
</tr>
<tr>
<td>Pradhan and Up-pradhan of Gram Panchayat</td>
<td>42</td>
<td>25 per cent from total gram panchayats</td>
</tr>
<tr>
<td>Total</td>
<td>116</td>
<td></td>
</tr>
</tbody>
</table>
Table 1.3
Distribution of Selected Administrators

<table>
<thead>
<tr>
<th>Selected Respondents</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 District Collector</td>
<td>2</td>
</tr>
<tr>
<td>2 Additional District Magistrate</td>
<td>2 -do-</td>
</tr>
<tr>
<td>3 Superintendent of Police</td>
<td>2 -do-</td>
</tr>
<tr>
<td>4 Planning Officer</td>
<td>2 -do-</td>
</tr>
<tr>
<td>5 District Forest Officer (wild life)</td>
<td>2 -do-</td>
</tr>
<tr>
<td>6 Excise and taxation Commissioner</td>
<td>2 -do-</td>
</tr>
<tr>
<td>7 Deputy Director Animal</td>
<td>2 -do-</td>
</tr>
<tr>
<td>8 Project Officer DRDA</td>
<td>2 -do-</td>
</tr>
<tr>
<td>9 District Welfare Officer</td>
<td>2 -do-</td>
</tr>
<tr>
<td>10 Chief Medical Officer</td>
<td>2 -do-</td>
</tr>
<tr>
<td>11 District Ayurvedic Officer</td>
<td>2 -do-</td>
</tr>
<tr>
<td>12 District Veterinary Officer</td>
<td>2 -do-</td>
</tr>
<tr>
<td>13 District Tourism Officer</td>
<td>2 -do-</td>
</tr>
<tr>
<td>14 District Employment Officer</td>
<td>2 -do-</td>
</tr>
<tr>
<td>15 District Fire Officer</td>
<td>2 -do-</td>
</tr>
<tr>
<td>16 CDPO</td>
<td>2 -do-</td>
</tr>
<tr>
<td>17 District Agriculture Officer</td>
<td>2 -do-</td>
</tr>
<tr>
<td>18 Co-operative Inspector</td>
<td>2 -do-</td>
</tr>
<tr>
<td>19 District Panchayat Officer</td>
<td>2 -do-</td>
</tr>
<tr>
<td>20 District revenue Officer</td>
<td>2 -do-</td>
</tr>
<tr>
<td>21 Sub-Divisional Magistrate (Civil)</td>
<td>2 -do-</td>
</tr>
<tr>
<td>22 Tehsildar</td>
<td>2 -do-</td>
</tr>
<tr>
<td>23 Block Development Officer</td>
<td>2 One from each Block</td>
</tr>
<tr>
<td>24 Block Medical Officer</td>
<td>2 -do-</td>
</tr>
<tr>
<td>25 Panchayat Inspector</td>
<td>2 -do-</td>
</tr>
<tr>
<td>26 Co-operative Inspector</td>
<td>2 -do-</td>
</tr>
<tr>
<td>27 Junior Engineer</td>
<td>2 -do-</td>
</tr>
<tr>
<td>28 SEBPO</td>
<td>2 -do-</td>
</tr>
<tr>
<td>29 Lady Social Education Organizer</td>
<td>2 -do-</td>
</tr>
<tr>
<td>30 Horticulture Development Officer</td>
<td>2 -do-</td>
</tr>
<tr>
<td>31 Extension Officer (Industries)</td>
<td>2 -do-</td>
</tr>
<tr>
<td>32 Patvari</td>
<td>12 25 per cent of total Patvar Circle in Panchayats</td>
</tr>
<tr>
<td>33 Panchayat secretary and Panchayat Sahayak</td>
<td>21 (10 from Chamba, 11 from Una) 25 per cent from each Panchayat</td>
</tr>
<tr>
<td>34 Technical Assistant</td>
<td>9 (4 from Chamba &amp; 5 from Una) 25 per cent from each panchayat</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>104</strong></td>
</tr>
</tbody>
</table>
3.vii.b Secondary Sources

Secondary data for the present study was obtained from the government records, newspapers, books, journals and articles or memorandums having direct bearing with the problem in hand.

5. Schematic View of the Present Study

Chapter – I Introduction: It is an introductory part of the present study. It reflects the theoretical base of the present study. It outlines the significance, selection of problem, scope and limitation, objectives of the study, hypothesis, research methodology and sampling procedure of the study.

Chapter -- II Administrative Organization at the District Level: It discusses the organizational structure at the district level in Himachal Pradesh.

Chapter – III Socio-Economic Profile of Administrators and Politicians: In this chapter socio-economic profile of the study area and selected respondents have been discussed.

Chapter – IV Role Perception, Performance and Image of the Administrators and Politicians: This chapter deals with discussion about the role perception and performance of the administrators and politicians on the basis of responses from them.

Chapter – V Administrators and Politicians: Their Interactions: This chapter explore behaviour dimensions of interaction between administrators and politicians.

Chapter – VI Administrators and Politicians: Their Conflicts: This chapter reflects the conflicting areas between administrators and politicians.

Chapter – VII Summary, Conclusion and Recommendations: It presents a picture of conclusions reached at and recommendations made.