EXECUTIVE-LEGISLATIVE RELATIONSHIP

Constitutional Position of the Governor:— In Maharashtra like other States in the Indian Union, Governor is the head of the State. The executive powers of the state are vested in the Governor and are exercised through the authority subordinate to him. The Governor of the State is appointed by the President of India and can hold office during the pleasure of the President.

Article 156(3) of the Indian Constitution described that normally his term is of five years. The Governor can, by writting under his hand addressed to the President, resign his office. A person who has been appointed as a Governor, should take the oath as the prescribed in the constitution of India, before entering upon his office.

Persons Appointed As Governors Of The Maharashtra State:

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Name</th>
<th>Month and Year of assumption of Office</th>
<th>Month and Year of Retirement from the office</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Shri Shripalaksh</td>
<td>May-1960</td>
<td>April-1962</td>
</tr>
<tr>
<td>2.</td>
<td>Dr. Subbarayan</td>
<td>April-1962</td>
<td>June-1965</td>
</tr>
<tr>
<td>3.</td>
<td>Dr. V.P. Cherian</td>
<td>July-1965</td>
<td>November-1969</td>
</tr>
<tr>
<td>8.</td>
<td>Shri R.H. Latif</td>
<td>December-1981</td>
<td>And onwards</td>
</tr>
</tbody>
</table>

Source: By courtesy of the Legislature Secretariats.
The Governor is not only the executive Head of the State, but also an integral part of its legislature. The Governor has the power to summon, to prorogue and to dissolve the legislative Assembly. Under the constitution, the Governor may address the legislative Assembly, and also may send messages to the legislative Assembly.

All bills passed by the legislature require the Governor's assent. The Governor can return a Bill with message to the House to reconsider it and he has power to reserve it for the consideration of the President if, in his opinion, it infringes upon the powers of the High Court in such a way that it may endanger the position which that court is by the Constitution designed to fill. So far 879 bills were given assent by the Governor, during the period of the Five Assembly (1960-80). Out of them, on 279 Bills President's assent has been taken. During the First Assembly (1960-62), Governor has given assent to 78 Bills, in Second Assembly to 186, in Third Assembly to 206, in Fourth Assembly to 311 and in the Fifth Assembly to 96 Bills. Out of them on 34 Bills in the First Assembly, on 64 in the Second, on 61 in the Third, on 92 in the Fourth and on the 28 Bills in the Fifth Assembly President's assent has been taken. The Governor in respect of every financial year, causes to be laid before the House a statement of the estimated receipt and expenditure of the state. No demand for a grant can
be made except on the recommendations of the Governor. A bill or an amendment making provision in the imposition, abolition, remission, alternation of the consolidated fund of the State and other related financial matters can be introduced or moved on the recommendation of the Governor.

The Governor is also empowered to promulgate ordinances during the recess of the legislature, and this has the same force and effect as an Act of the legislature of the State assented by the Governor. During the period of the five Assemblies (1960-80), Governor of Maharashtra has promulgated 207 ordinances. Six of them in the First Assembly, 23 in the Second, 46 in the Third, 91 in the Fourth and 41 in the Period of Fifth Assembly.

The functions which have been specially assigned to the Governor by some of the articles of the Constitution can not be conferred by the State Legislature or authority subordinate to him because they are his special constitutional powers and the Governor can exercise his discretion or individual judgement about them. These constitutional powers can not be delegated to anybody else and Articles 163(1) and 166(3) clearly say so. It means besides the executive powers, the Governor exercises certain constitutional powers and this makes has position some what better
than the constitutional head. Thus, the Governor of the State is a constitutional head except in Three Articles, i.e., 239(2), 120 and 356. Except in these Three Articles, the Governor functions as the constitutional head.

Hence, so far as the centre is concerned, it is now firmly of the view that "The Presidents' rule means rule by the Centre. This reading of the Constitutional position has also been taken to mean that the Centre may run a State with the help of advisers putting the Governor on shelf and that such advisers could report direct to the Union authorities and take orders without even the knowledge of the Governor. In other words, a Governor, could be made ineffective in case the centre does not think him capable of running the administration. A corollary to this is that if a Governor is considered capable of running a State on behalf of the President no adviser may be appointed.

For the first time, in the history of Maharashtra State, Presidents Rule, under Article 356(1) was imposed and Maharashtra Legislative Assembly was dissolved on 17th February 1966. Then Sadik Ali had been Governor of Maharashtra. Adviser had been appointed, by the Centre this may be due, the close link of Governor Sadik Ali with the Janata Party.

To conclude, under few Articles of the Constitution, which gave special powers to the Central Government to meet the special situation in the States, Governor Act as agent of the Central Government. In a normal situation, Governor Acts impartially as the constitutional head of the State.
Council of Ministers (The Real Executive):- Governor is the head of the Government and the cabinet is there to aid and advise him. Constitution of India lays down that there shall be a Council of Ministers to aid and advise the Governor. In a Parliamentary democracy, the Council of Ministers is a small body of persons selected from among the members of the majority party or parties of the legislature holding office and exercising governmental powers as long as and in the measure the Legislature permits.

After the general election, Governor then calls upon the leader of the party, which secured the highest number of seats in the Assembly, to form the Government. The leader when appointed as the Chief Minister, is requested to present a list of other Minister. Then on the advise of Chief Minister, the other Ministers are appointed by the Governor. The Council of Ministers is collectively responsible to the legislative Assembly of the State. A non-member can be taken in the Ministry but he is required to be elected for the membership of the legislature within six months of his nomination. Shri Vasantrao R. Patil was not a member of either House when he was sworn in and was included in the Council of Ministers formed on March 16, 1972.
He subsequently became a member of the upper House.

The Members of the upper House may be included in the Council of Ministers. But since 1962, no member of the Upper House was made a member of the Council of Ministers till 1972, when Shri D.T. Rupawate and Shri Vasanthrao B. Patil, were included in the Council of Ministers, which was formed on March 16, 1972.

The constitution of India describes that, before a Minister enters upon his office, the Governor shall administer to him the oaths of office and of Secretary according to the forms set out for the purpose in the Third Schedule.

Every Minister is supposed to hold office during the pleasure of the Governor. It means that in case of other Ministers during the pleasure of the Chief Minister, because if a Minister does not agree with the Chief Minister, he will be sent a word that you better resign. If he does not resign, the Chief Minister may ask the Governor to dismiss him. Similarly in extreme cases, when the Governor finds that a Ministry has lost the confidence of the legislature, he may dismiss the Ministry. So that is the meaning to be attached to the word "holding office during pleasure". The Governor can advise and dismiss and warn the Ministers, but ultimately
whether he likes it or not, he has to accept the advice
tendered by the Council of Ministers.

It is the Chief Minister through whom the Ministers
approach the Governor. Ultimately the Chief Minister has
got the power to dismiss or remove any Minister. The
cabinet is the arch on which the Government is resting.
Chief Minister is the main stone of that arch. Thus the
Chief Minister occupies always a very important position
in State's life.

In Maharashtra, since the beginning of the First
Assembly the congress party was always in majority in
the Assembly, and hence all the Chief Ministers belonged
to the Congress Party. The selection of the majority
party leader has been more or less indisputable. Till the
end of Third Assembly the congress party was very dominant
Solid, disciplined under the leadership of Shri Y.B. Chavan.
But after that he lost gradually his hold over the
Politics of Maharashtra, due to growing of factionalism.
Now there are various groups inside the Congress party,
and each group is interested to dominate the other groups.
No doubt the choice of leadership depends among many
other things, chiefly on the character and structure of the
dominant party in the legislature.

The occupation of the majority of the Ministers is
agriculture. Table(I) shows that in five Ministries
### TABLE I

**MAHARASHTRA STATE, OCCUPATION OF MINISTERS**

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>1960 %</th>
<th>1962 %</th>
<th>1967 %</th>
<th>1972 %</th>
<th>1978 %</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Agriculture</td>
<td>51</td>
<td>52</td>
<td>53</td>
<td>49</td>
<td>55</td>
</tr>
<tr>
<td>2. Legal</td>
<td>20</td>
<td>14</td>
<td>12</td>
<td>10</td>
<td>10</td>
</tr>
<tr>
<td>3. Industry and Business</td>
<td>8</td>
<td>10</td>
<td>8</td>
<td>12</td>
<td>9</td>
</tr>
<tr>
<td>4. Medical Practitioner</td>
<td>6</td>
<td>7</td>
<td>7</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>5. Others</td>
<td>9</td>
<td>10</td>
<td>13</td>
<td>16</td>
<td>18</td>
</tr>
<tr>
<td>6. Not known</td>
<td>6</td>
<td>8</td>
<td>5</td>
<td>8</td>
<td>4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100</strong></td>
<td><strong>100</strong></td>
<td><strong>100</strong></td>
<td><strong>100</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Source: Complied from Who is Who, Members of the Maharashtra Legislative Assembly and by way of information obtained from few M.L.As.
<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Name of the Chief Minister</th>
<th>Date of assumption of Office</th>
<th>Date of retirement</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Shri Yeshwantrao B. Chavan</td>
<td>1st May 1960</td>
<td>12th November 1962</td>
</tr>
<tr>
<td>2.</td>
<td>Shri Narotarao G. Kannamwar</td>
<td>20th November 1962</td>
<td>24th November 1963</td>
</tr>
<tr>
<td>3.</td>
<td>Shri Vasanthrao P. Naik</td>
<td>10th December 1963</td>
<td>10th February 1975</td>
</tr>
<tr>
<td>9.</td>
<td>Shri Vasanthrao B. Patil</td>
<td>2nd February 1983</td>
<td>-</td>
</tr>
</tbody>
</table>

Source: Compiled from the "Who is Who" an introduction of the Assembly Members.
Shri V.P. Naik was again and again chosen as the Leader of the Congress party in the Assembly for the Chief Ministership. But in February 1975 he has resigned.

Shri S.B. Chavan was chosen for the Chief Ministership. Shri Naik belonged to Vidharba region and Shri S.B. Chavan belonged to Marathwada region. First Chief Minister, Shri Y.B. Chavan and Third Chief Minister Shri Naik were great diplomat and politician where as Shri S.B. Chavan was a great administrator. Due to growing factionalism in the Congress party he resigned on 16th April 1977.

On 17th April 1977 Shri Vasanth Rao Patil, Less educated from academic point of view, but very experienced in Maharashtra Politics, Closely connected with co-operative movement became the Chief Minister of Maharashtra. During this period the Congress party was split into Congress(I) and Congress(U) in January 1978. After the General Election of February/March 1978, not a single party was able to get majority in the Assembly. Congress(U) with 70 and Congress(I) with 62 seats, supported by Communist and others formed coalition Government for the first time in Maharashtra after 1960, and Shri Vasanth Rao Patil Congress(U) as its leader and hence Chief Minister. Shri Patil (Congress(U)) took over the office of Chief Minister on 7th March 1978. But very nearly on 17th July 1978, the changing political circumstances forced
his ministry to resign. But when Vasanthrao Patil formed his cabinet in 1978, he had created the post of Deputy Chief Minister. Vasanthrao Patil had occupied that office in his cabinet. Such a post was created firstly in the history of Maharashtra. Later on when Sharad Pawar formed his cabinet in 1978, he had not created the Post of Deputy Chief Minister. But again when Vasanthrao Patil formed his cabinet in 1983, he had created the Post of Deputy Chief Minister. Ramrao Adik has occupied that office in his cabinet.

Shri Sharad Pawar formed the non-Congress Party Government for the first time in the history of Maharashtra, with the help of Janata Party and other, on 18th July 78. This Pawar Government successfully continued till 17th February 1980, when President Reddi dissolved Assembly and imposed presidents rule for the first time in Maharashtra.

Now the relationship between the Council of Ministers and the legislature is that, a council of Ministers is collectively responsible to the Legislative Assembly and not to the Legislative Council. Thus in the Assembly non-confidence motions can be brought and if supported by the majority members of the Assembly the Council of Ministers have to resign.
Legislatures exercise many checks on the cabinet. Members can ask questions, they can move resolutions, they can have discussions on matters of public importance. In the area of finance, the control of the Legislature is of the highest significance. Every year in the month of March, the Ministry submits its annual budget for the approval of the legislature. The legislature discusses and votes each item of the budget. The legislature, if it so wants, may propose a cut in the budget. The Legislature also exercises control over the executive through its various Committees. Thus the Legislature has got check on whatever action is taken by the executive Government and, therefore, it is said that cabinet carries on Government under the supervision and criticism of the Legislature. Ultimately, the cabinet is responsible to the people. The people elect the Legislature for five years and their representatives exercise a check on the executive. And if the cabinet find that they have lost the confidence of the legislature, then they have to resign. Ministers cannot shift their responsibility either on secretary or on other officer who implements the policy. After all, what happens in the legislature is if something goes wrong, the Secretary is not responsible, but the Minister is held responsible. There are a very few Ministers, who are very sensitive and can not tolerate misdoings of the officials, also do not like to hide them. Civil Servant
has presented his viewpoint to the Minister who consulted him as an expert, and the Minister takes the responsibility

On the other hand, the council of Ministers can also influence the legislative Assembly. Constitutionally the Chief Minister may advise the Governor to adjourn or dissolve the Assembly in some situations, but some time such action creates some difficulties particularly in a situation when an alternative Government could be formed, such action of dissolving Assembly creates constitutional crisis.

The cabinet can also influence legislature and its decisions by other ways. For example, through their own party member cabinet can influence the Legislative action, by including powerful members of various groups in the Council of Minister, by summoning shorter sessions of the Legislature, etc. The out going Ministry may advice dissolution. Supposing, if the Governor finds that there is another party which can form the Government, he may give that party a chance first, but if nothing comes out then ultimately the solution is to dissolve the Lower House, before its tenure, and order fresh elections.

The Council of Ministers is named as "Treasury Bench" in the Assembly (House) and is vested with the responsibility for initiative, Vigilance and Leadership. It makes major contribution to legislation by piloting various bills and resolutions, besides directing and controlling the
Governor's Address: Constitution provides administrative machinery, in carrying out the will of the legislature. At the commencement of the first session after each General Election to the legislative Assembly and at the commencement of the first session of each year, the Governor shall address the legislative Assembly or, in the case of a state having a legislative Council, both Houses assembled together and informs the legislature of the causes of its summons. Actually Governor's address is prepared by Government and containing policies and programmes of the Government for the ensuing year. The discussions on Governor's address provide an opportunity to the legislature to review, criticise and modify the Government policy.

In India, the provisions of Article 22176(2) seem to limit the scope of discussion to matters referred to in the Governor's address. This is interpreted to include also matters which ought to have been referred to in the address but have not been referred to, and, accordingly, amendments suggesting alternative policies are permitted to be moved and discussed. The practice obtaining in the Maharashtra Legislature is that only broad questions of policy and programme of Government are discussed, but not minor matters and details of administration. And since the Governor's address reflects the policy of the State Government, there can be no discussion on the Governor's acts of Commission or
TABLE (III-A)
NOTICES OF AMENDMENTS TO THE MOTION OF THANKS TO
THE GOVERNOR'S ADDRESS (1960-1980)

<table>
<thead>
<tr>
<th>Assembly</th>
<th>Notices of Amendments to the said motions were received</th>
<th>Notices Moved</th>
<th>Members Participated</th>
</tr>
</thead>
<tbody>
<tr>
<td>First Assembly</td>
<td>186</td>
<td>Nil</td>
<td>59</td>
</tr>
<tr>
<td>Second Assembly</td>
<td>334</td>
<td>Nil</td>
<td>119</td>
</tr>
<tr>
<td>Third Assembly</td>
<td>564</td>
<td>Nil</td>
<td>160</td>
</tr>
<tr>
<td>Fourth Assembly</td>
<td>469</td>
<td>Nil</td>
<td>175</td>
</tr>
<tr>
<td>Fifth Assembly</td>
<td>437</td>
<td>Nil</td>
<td>119</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1990</strong></td>
<td><strong>Nil</strong></td>
<td><strong>632</strong></td>
</tr>
</tbody>
</table>

Source: Compiled from the Maharashtra Legislative Assembly Debates (1960-80).
commission, Maharashtra Legislative Assembly Rule provides for allotment of time by the Speaker, for discussion of the matters referred to in the Governor’s Address under clause (i) of Article 175. So far, during the five Assemblies (1960-80) the Governor of Maharashtra has addressed 21 occasions. In the First Assembly, two occasions, in Second Assembly five occasions, in Third Assembly five occasions, in Fourth Assembly on three occasions. The Table No. (III-A) shows that, in all during five Assemblies, 1990 notices of amendments to the motion of Thanks were received, but not a single notice was moved. The Table No. (III-A) shows that the number of the notices received and members participated in the discussion. In all, 632 members participated in the discussion, an average of 126 members per assembly. Generally in two days are allotted for the discussion, on the motion of Thanks.

The questions served the purpose of criticism of Government’s Policies and administrative action. Members had criticised several defects in the administration. The members of the ruling party also participated in asking questions but not as actively as did the opposition members. In some of cases Ministers were obliged to take question hour seriously. The Minister who knows most of his department and all the subjects pertaining to his department would give the shortest answer and a minister who knows a little about his department would give the largest answer, that is what the Speaker of the House of Commons said on one occasion. Mr. Shantilal M. Shah ex-law-Minister was very much well known for giving
short replies. The members of the opposition held a good opinion of the Chief Minister Shri Y.B. Chavan. His replies were sharp and furnished substantial information in a few words. Not only his partymen, but the opposition members also showed great respect for him.

In case of Adjournment motions, the strategy of the Ministers has been to reduce the intensity by giving statement. The Speaker took, always treated this motion as a censure motion and impressed upon the Ministers to give a statement on almost every such motion.

Table NO (III) shows an account of Statements made by the Ministers and Deputy Ministers on various areas of public life and administration. 32 Statements were made by the Minister relating to the food and civil supplies Department during the period of Five Assemblies. 23 statements were related to the Department of Industries and Labour. Then comes the Home Department on which in 18 statements were made. The Analysis shows that, Legislators shown keen interests in case of above Three Departments. In all, Ministers made 234 statements during the period of 1960-80. Maximum 82 statements were made during the Fourth Assembly and Minimum 5 during the course of the First Assembly.
In Maharashtra financial control vests in the Legislature. In financial field as well in other field the legislature exercises its control over the Council of Ministers through its committees. In Maharashtra the working of the Committees have proved to be an effective instrument in controlling and restricting the Ministers for their lapses and varied matters and fields. The recommendations of the Public Accounts Committee has brought changes in the behaviour of the officials. The Officers failed to set a good example by not refraining from doing unnecessary things. They projected undue arguments and supplied uninvited opinions. There are also some instances which shows the carelessness of the Government Department. Certain shortages were found out concerning the cement supplies to the Koyana Project. The committee noted that the shortages due to carelessness had been observed since 1957-58 and continued upto 1967. On behalf of the Public works Department, after receiving the recommendations of the Committee, the Chief Engineer of the Koyana Project agreed to maintain the material at site accounts.

The Government honoured several recommendations of the Estimates Committee. They proved valuable for the Government for increasing the efficiency of the Government departments.
The Committee on Government Assurances greatly succeeded in pursuing the assurances till they were fulfilled. The data reveal that, while studying first Ten Reports, submitted in the Third Assembly, out of 1180 assurances, 674 had been fulfilled completely and 230 partially.16

The Committee on the subordinate legislation has been largely succeeded to protect the interest of the legislature and people.17

The bills piloted by the cabinet are discussed and passed by the Assembly. During the period of the Five Assemblies out of 1218 Government bills 967 were passed by the Assembly, 13 were withdrawn. In this case most of the Government's bills were generally endorsed by the legislature. But the withdrawal of 13 bills reveals that the legislature has exercised its power, in pressuring the cabinet to agree to withdraw the 13 bills or to send them for electing public opinion. In case of non-official bills, out of 419, only 5 were passed. In case of bills relating to Agriculture, Industry and Education, the legislature exercised great pressure in bringing about perceptible changes in the Governmental Policies.

The non-official resolutions also influenced the Government. The inclusion of two members from the
upper House in the Council of Ministers in 1972, was a sequel to a non-official resolution moved by a member of the opposition, Shri Datta Tamhane on May 6, 1971. The motion of non-confidence is another weapon in the hands of the legislature to keep the Government cautious and alive. But the opposition was never so strong as to be to topple down the congress Government in Maharashtra. The arguments of the opposition were not so effective though forceful. During the period of 1960-80 110 non-confidence motions were brought before the Assembly, of which 63 were discussed, nine put to vote. No doubt, all the motions were lost in the Assembly because of the dominance of the Congress party in the Assembly.

The Table No. (IV) gives details of the non-confidence motions which put to vote in the Assembly.

First non-confidence motion was regarding the failure of Government to create suitable conditions and atmosphere to enable the holding of free and impartial enquiry into the failure of Panshet and Khadakwasla dams. Other non-confidence motions were moved on charges of failure to tackle the food situation in the State, Maharashtra Mysore boundary dispute etc.
TABLE IV


<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Year</th>
<th>Party affiliation of sponsoring member</th>
<th>Name of the Chief Minister against whose Ministry the motion was moved</th>
<th>Date of Division</th>
<th>Division For</th>
<th>Division Against</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>1961</td>
<td>Shri R.D. Bhosale</td>
<td>Shri Y.B. Chavan</td>
<td>4-12-1961</td>
<td>47</td>
<td>141</td>
</tr>
<tr>
<td>2.</td>
<td>1963</td>
<td>Shri P.D. Rahangdale</td>
<td>Shri M.S. Kannamwar</td>
<td>12-9-1963</td>
<td>36</td>
<td>167</td>
</tr>
<tr>
<td>3.</td>
<td>1964</td>
<td>Shri K.N. Dhulap</td>
<td>Shri V.P. Naik</td>
<td>20-7-1964</td>
<td>32</td>
<td>182</td>
</tr>
<tr>
<td>4.</td>
<td>1967</td>
<td>Shri K.N. Dhulap</td>
<td>Shri V.P. Naik</td>
<td>21-11-1967</td>
<td>46</td>
<td>146</td>
</tr>
<tr>
<td>5.</td>
<td>1968</td>
<td>Shri K.N. Dhulap</td>
<td>Shri V.P. Naik</td>
<td>12-4-1968</td>
<td>52</td>
<td>117</td>
</tr>
<tr>
<td>6.</td>
<td>1968</td>
<td>Shri K.N. Dhulap</td>
<td>Shri V.P. Naik</td>
<td>26-11-1968</td>
<td>50</td>
<td>162</td>
</tr>
<tr>
<td>7.</td>
<td>1969</td>
<td>Shri K.N. Dhulap</td>
<td>Shri V.P. Naik</td>
<td>11-3-1969</td>
<td>52</td>
<td>169</td>
</tr>
<tr>
<td>8.</td>
<td>1970</td>
<td>Shri K.N. Dhulap</td>
<td>Shri V.P. Naik</td>
<td>7-5-1970</td>
<td>42</td>
<td>154</td>
</tr>
<tr>
<td>9.</td>
<td>1971</td>
<td>Shri K.N. Dhulap</td>
<td>Shri V.P. Naik</td>
<td>11-10-1971</td>
<td>40</td>
<td>133</td>
</tr>
</tbody>
</table>

Source: Compiled from the Maharashtra Legislative Assembly Debates from 1960-1975.
Another point that needs consideration is the distinction between an adjournment motion and a no-confidence motion, since the element of censure is inherent in both. Former is brought for the specific purpose of discussing a definite matter of urgent public importance which means that it should not disputed and also urgent. The no-confidence motion is not hampered by such considerations and in this way it is more comprehensive and effective. It can also be brought simply & on the ground that the ruling party has lost the majority.

The analysis indicates a gradual change in the attitude of the Ministers in the Assembly who grew conscious of their responsibility. It is also observed that the Assembly exploited all the available instruments to expose and control the excess of the Ministers. The functioning of the Assembly during 1969-80 had established that the Legislature was not a mere stamping machine but a strong force to reckonwith. Coalition Ministries in Maharashtra.

In Maharashtra State, Congress party was always in power. But in the General Election of March 1977, Congress lost power at the centre and consequently in 1978 Vidhan Sabha election it has also lost majority. However Congress(I)and congress(U)formed coalition
Government in Maharashtra, but it can not last long. Shri Sharad Pawar, who left Congress, formed a coalition Government in Maharashtra with the help of Janata Party, P.W.P. etc. Last among all coalition Governments, Sharad Pawar Ministry furnished the case of a stable Government. A coalition system provides a convenient frame work for binding diverse forces in a workable pattern. While commenting on the benefits of a coalition system in general, Ogg says 20.

"One of their benefits is naturally to promote compromises in politics. Every body must yield something as long as mutual surrender is rarely sufficient to guarantee stability of strength for more than a fleeting interval. It is perhaps a most undesirable corollary of this quality in coalitions that they tend to curb radicalism and, likewise, to liberalise conservatism. Radical Parties usually feel that they are expected to yield most and they are usually least inclined to affiliate". If a coalition system has some advantages, it has its weaknesses also. It is formed when Political or splinter groups "concede to come together on a common platform sinking their broad differences and thereby form a majority in the House. It is an astonishing chorus of discords. Though outwardly a coalition appears to be one solid mass, inwardly it is ridden by party fit foibles and frantic party fervours and it is for this reason that coalitions prove to be ephemeral 21."
Undeniable is the fact that coalition politics is governed by the vulgar opportunism of the individuals and their groups involved in the drama of struggle for power. It is obvious that a coalition Government suffers from inherent instability and, as such, it is reasonable to anticipate prolonged period of shifting party loyalties in a country like India. Even a minimum common programme is no substitute for an ideological harmony. Thus, the stability of a coalition system depends on the ability of the partners to evolve satisfactory arrangements for the allocation of power. Different groups in the Shashad Pawar's Ministry stood on the basis of equal dignity. It also shown sincere co-operation of various parties and served the people's interest.

To sum up, by adopting various devices legislative Assembly perform its role of exercising supervision and control over executive and also ventilated public grievances and invited attention of the Government to the matter of public importance. While doing so, the legislature criticised the Government on various matters. Among important matters were failure of the Government to supply food grains through fair price shop, and unsatisfactory arrangements of fair price shop, lack of attention paid by Government to provide irrigation facility.

The charges that were levelled against the Government includes favouring corrupt and inefficient
Police/Administrative Officers, giving licences to close relations of Ministers and Party leaders, suppression of farmers movements, corruption and failure of Employment Guarantee Scheme etc. While criticising Government policy, members also made number of suggestions. These includes providing loan facility to farmers for digging wells, constructions community wells at Government Cost, giving more concessions to agriculturist, payment of teachers through banks, to check the exploitation of teachers by educational societies in the State, giving top priority to irrigation project and electrification, introduction of monopoly procurement scheme for agricultural produce and providing assured prices to agriculturists, fixing of labour wages etc.

In response to these, Government either accepted the suggestions or gave reasons for not doing so. Similarly Government also gave number of assurances on number of matters of public importance. The assurances were given in the form of to do some work speedily or to remove some inconvenience to the public.

All this shows that the relationship between the Executive and Legislative remained cordial in Maharashtra. Legislative Assembly passed the Legislations and as well for obtained sanction funds required by the Government and at the same time Government promised
to provide certain things of Public importance.
During the period of V.P. Naik, even opposition members congratulated the Government for immediate action taken by Government to meet Scarcity. Situation in the State and Providing facilities for agricultural development. One thing needs to be mentioned here.
The legislative members many times failed to ventilate the public grievances in the legislature. This is specially true of the members of the ruling party.
The Members of the ruling party generally shows little interest in the legislative business. It is felt that members do not exert themselves for fear of losing something or in expectation of gaining something.
This practice has become more prominent and continued after Antuley became Chief Minister and continued even to day.
REFERENCES:


2. Ibid, Article 159.

3. Ibid, Article 160(1).

4. Ibid, Article 200.

5. Ibid, Article 213(1)

6. Shri P.K. Savant, was the Agriculture Minister during 1960-62, then he was member of the Upper House.

7. The Constitution of India, op. cit, Article 164, Clause(3)

8. The Public Opinion against, then Defence Minister Mr. Krishna Menon might have perhaps forced Mr. Nehru to advice him to resign.

9. There had been Marathwada Vikas Andolan in 1972-73 One of the demands of the People of this region was the next Chief Minister should belong to Marathwada region.

10. When some railway bridges fell down in Hyderabad Shri Lal Bahadur Shastri, who was then Minister resigned. It was not his fault. He was not an Engineer, but he felt that there is something wrong with the Department and therefore he resigned.


16. This is elaborately discussed in the Chapter of the Committees.
17. This point is detailed discussed in the Chapter of the Committees.


19. Draw from the detailed discussion on No-Confidence motions (1960-80)
