CHAPTER-IV

COMPOSITION AND PATTERN OF INDIAN ADMINISTRATIVE SYSTEM

India is a Union of States, having the same pattern of government. In a parliamentary democracy, parliamentary control over Public Administration is always substantial. The parliament lays down public policy, decides the nature and extent of administrative organization and determines its personnel. It lays down the method and procedure of work and also makes available the funds to the administration to enable it to implement its policy. It controls the action of the public officials and holds them responsible for all their acts of omission and commission. The constitution of India embodies the constitution both of the Indian Union and that of the States, whereas in the United States the constituent states have their own constitutions. Another important feature of government in the States is its parliamentary form. In other words there is a close similarity between the governmental pattern of the union acts of States. The following lists of departments at different periods clearly indicate the vast growth of administrative
departments and ministries under the Central (or Union) Government:-¹

<table>
<thead>
<tr>
<th>Departments in year 1869</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Home</td>
<td>4. Finance</td>
</tr>
<tr>
<td>2. Foreign</td>
<td>5. Public Works</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Departments in year 1937</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1. External</td>
<td>8. Commerce</td>
</tr>
<tr>
<td>2. Legislative</td>
<td>9. Imperial Council of Agricultural Research</td>
</tr>
<tr>
<td>3. Legislative Assembly</td>
<td></td>
</tr>
<tr>
<td>4. Finance</td>
<td>10. Communication</td>
</tr>
<tr>
<td>5. Home</td>
<td>11. Labour</td>
</tr>
<tr>
<td>7. Education, health and lands.</td>
<td>13. Railways (Board)</td>
</tr>
<tr>
<td></td>
<td>14. Defence Co-ordination</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Ministers and Departments in the Year 1957</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. External Affairs</td>
</tr>
<tr>
<td>2. Defence</td>
</tr>
</tbody>
</table>

¹ I.I.P.A: The organization of the government of India chapter – III.
<table>
<thead>
<tr>
<th>3.</th>
<th>Finance</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.</td>
<td>Home Affairs</td>
</tr>
<tr>
<td>5.</td>
<td>Steel, Mines &amp; Fuel,</td>
</tr>
<tr>
<td></td>
<td>Department of Iron &amp; Steel,</td>
</tr>
<tr>
<td></td>
<td>Deptt. of Mines and Fuel</td>
</tr>
<tr>
<td>6.</td>
<td>Transport &amp; Communications,</td>
</tr>
<tr>
<td></td>
<td>Deptt. of Transport, Deptt. of</td>
</tr>
<tr>
<td></td>
<td>Civil Aviation and</td>
</tr>
<tr>
<td></td>
<td>Communication</td>
</tr>
<tr>
<td>7.</td>
<td>Food and agriculture, Deptt. of</td>
</tr>
<tr>
<td></td>
<td>Food, Deptt. of Agriculture</td>
</tr>
<tr>
<td>8.</td>
<td>Irrigation &amp; Power.</td>
</tr>
<tr>
<td>9.</td>
<td>Education and Scientific</td>
</tr>
<tr>
<td></td>
<td>Research, Deptt. of Education</td>
</tr>
<tr>
<td></td>
<td>Deptt. of Physical, Education</td>
</tr>
<tr>
<td></td>
<td>and Cultural Activities, Deptt,</td>
</tr>
<tr>
<td></td>
<td>of Scientific Research &amp;</td>
</tr>
<tr>
<td></td>
<td>Technical Education.</td>
</tr>
<tr>
<td>10.</td>
<td>Labour And Employment</td>
</tr>
<tr>
<td>11.</td>
<td>Commerce And Industry</td>
</tr>
<tr>
<td>12.</td>
<td>Health</td>
</tr>
<tr>
<td>13.</td>
<td>Information And Broadcasting</td>
</tr>
<tr>
<td>14.</td>
<td>Works, Housing And Supply</td>
</tr>
<tr>
<td>15.</td>
<td>Rehabilitation &amp; Minority Affairs</td>
</tr>
<tr>
<td>16.</td>
<td>Community Development</td>
</tr>
<tr>
<td>17.</td>
<td>Department Of Parliamentary Affairs</td>
</tr>
</tbody>
</table>
**Reasons for Growth**: There is to be marked gradual increase in the activities undertaken by the Central Government. It was just in keeping with the modern trend—transformation from the so-called ‘police’ or regulatory state to a ‘positive’ state. However, the vast increase in the number of Ministries and Departments after 1940 was in consequence of the very much expanded scope of governmental activities for two simple reasons: (i) the impact of World War II and (ii) adoption of the goal of a Welfare State after the attainment of independence and planning.

The parliamentary form of government in India easily permits the creation and reorganization of Ministries and Departments. For this reason adjustments are constantly effected in the constitution of the departments with the changes in the portfolios of Ministers. With the transfer of power the control of the entire administrative system of the federal centre was vested in the Cabinet. Gopalaswami Ayyangar, the Minister without portfolio, was charged with the responsibility of formulating proposals for the reorganization of the machinery of government. He proposed that the Council of Ministers should
formally include all categories of Ministers, although effective authority should vest in the Cabinet. He defined the role and functions of Ministers of the various categories. He also suggested that allied departments should be brought together in a relatively small number of stable groups with machinery within the groups for financial and administrative co-ordination and also for bringing about a measure of preliminary integration of policies and plans.²

The first major re-organization of ministries took place in December 1950, when a number of existing ministries, namely, Commerce, Industry and Supply, Works, Mines and Power etc., were recognized by a functional re-arrangement with a view to better administrative efficiency and a measure of economy. Two new ministries of Production and of Irrigation and Power were created in June 1952, the former took charge of the state enterprises; but when a new ministry of Iron and Steel was created in 1955, the State steel projects were placed in its charge. The Ministry of Irrigation and Power was made responsible for the development of irrigation and power, i.e., of

² Ashok Chanda: Indian Administration of P.P. 66-68.
Central river Valley Projects, Works and Power Commission, etc. In 1957, the two ministries of Food and agriculture were re-amalgamated, though organized in two separate departments under a single Cabinet Ministers.\(^3\) With the formation of the new Government in April 1957, the Ministry of production was abolished and the work was distributed amongst the Ministries of Commerce and Industry, Transport and Communications, and Steel, Mines and fuel. A new Ministry of Transport and Communications was formed by the integration of these two independent ministries formerly. The reorganization of ministries and departments has removed many anomalies; but it should not be resorted to very frequently.

The Constitution Provides for these statutory bodies as well: (i) Union Public Service Commission (ii) Election Commission; (iii) Commissioner for Scheduled Classes and Tribes; (iv) Attorney-General of India; and (v) Comptroller and Auditor, General of India. Finally, the Planning Commission has come into existence as the most important body, which has not been

\(^3\) “Public Administration”: Avasthi and Maheshwari.
provided in the constitution. However, the planning commission is only next in importance to the Cabinet; and, it may be said, that in certain respects it has become a sort of super-Cabinet.\footnote{Ibid.}
Two charts—one showing the organization of the Government of India and other that of a ministry are given below:

**Organization Chart of The Government of India**

![Organization Chart](image-url)
II. The Structure of executive Departments and the Central Secretariat: The Structure of executive Departments at the Centre

**Headquarters Organization:** Rules of business have been framed under Article 77(3) of the Constitution of regulate the allocation of the business of government among Ministers and ensure its more convenient transaction. The allocation is made by the President on the advice of the Prime Minister by specifying the items of business allotted to each Ministry and by assigning a Ministry or a part of a Ministry or more than one Ministry to charge of a Minister. The Ministries/Departments, though having almost the same type of relationship with the Chief executive, differ very greatly in size, composition and the nature of functions they perform. A Ministry/Department is concerned with the determination of the policy of Government within its sphere of responsibility as well as for the execution and review of that policy.\(^5\)

**Organization of a Ministry or Department:** A Ministry or Department forms an organizational unit of the Secretariat.

---

\(^5\) “Indian Administration” Avasthi and Avasti, Laxmi Narain Aggarwal, Agra.
Normally, a secretary to the Government of India is the administrative head of the Ministry as well as the principal adviser of the Minister on all matters of policy and administration within the Ministry. The secretary is responsible for the organisation and efficiency of the Ministry as well as for the advice given to the Minister. In case of a large Ministry, a Secretary is assisted by one or more Joint Secretaries in charge of separate wings. The Ministry is further divided into divisions, branches and sections. "A section, under the charge of a Section Officer, consists of a certain number of clerical staff, e.g., Assistants, Upper and Lower Division clerks, typists, diarists, etc. a branch which is normally under the charge of an Under-Secretary. In certain matters, Deputy or Under-Secretaries may transact business direct with the Minister, but proposals involving important policy decisions are always routed through the Joint Secretaries or the Secretary or both.\textsuperscript{6}

The hierarchical arrangements within an executive Department fall generally into three categories, namely, top management, middle management, and the lower levels. Although, there

cannot be any hard and fast line of demarcation between each of them, yet the levels of work and responsibility are well-marked in “India”. The top management is generally manned by the members of the Indian Civil service, the all India services and the central services-middle management by the members of the Central Secretariat Services and other field officers and the lower levels by ministerial services. The top echelons consist of political as well as administrative personnel. The political side comprises of Cabinet Ministers, Ministers of State and Deputy Ministers; the administrative side of Secretaries, Joint Secretaries and Deputy Secretaries. The top echelons are primarily concerned with matters of policy, direction and control. The final responsibility for the formulation of policies of a Department rests with the political head; the services, however, render valuable assistance in its formulation. The lower levels of the Services collect information and data, the middle levels sift and analyse it in relation to the issues involved and the top administrative officers wait to assist the issues involved and the top
administrative officers wait to assist the political head in formulating the policy and ensuring its application.

The Secretariat: The Central Secretariat, located in New Delhi, is the counterpart of Whitehall. It is the “principal executive instrument of the Union Government” and is responsible for administering the subjects falling within the jurisdiction of the Union government, “coordinating the activities of national importance and assisting in the formulation of foreign, economic and financial policies.” Since the very beginning of its establishment it has been divided into two distinct parts—the officers and the offices. “Broadly, the former correspond to the administrative and the latter to the executive and clerical classes of the U.K. Civil Service. Though as a result of reorganisation since independence, the line of demarcation is no longer so defined, the basic conception remains the same.”

Secretariat Procedure: All communications addressed to a Ministry (or Department) are received in the Central registry which distributes them to the various sections concerned. The

---

7 Ashok Chanda: op.cit., p. 140.
8 S.R. Mohnat—“Training and Development”.
section Diarist submits them to the Section Officer, who classifies them into two categories—‘primary’ and ‘secondary’. All initial receipts regarding original or new items of work are included in the former category and all communications in connection with the primary receipts are included in the latter category. Out of the entire receipts of a day if any communications are urgent, the Section Officer marks them for attention of his higher officers for orders if necessary at that stage. The Diarist, after receiving back all the receipts of a day from the section office, enters them in the subject, if one already exists, and other connected papers and files. Finally, he submits the case, with a note to the Section Officer; who scrutinizes the notes of the Assistant, adds his own remarks suggestions, if any, and submits the case to the Branch Officer (Under Secretary). The Branch Officer generally disposes of as many cases as possible on his own responsibility. On cases of an important nature or those involving policy questions, he takes orders of the Deputy Secretary. The Deputy Secretary is generally vested with some delegated power and disposes of certain types of cases himself. Cases falling outside his purview
are sent of the Joint Secretary or the Secretary as the case may be. Paper submitted to the Joint Secretary or the Secretary are generally of a very important nature involving policy decisions. They, in turn, submit more important cases to the Minister and whenever the case is submitted to the Minister, a self-contained summary is put up for his perusal. The Minister finally uses his discretion as to whether he will pass orders himself or refer the case to the Cabinet for a decision.\textsuperscript{9}

\textbf{III. Organisation of three important Ministries}

1. Ministry of External Affairs-The Ministry is responsible for work connected with these subjects: (1) Foreign Affairs; (ii) Diplomatic and consular representation (iii) U.N.O.; (iv) Treaties and agreements with foreign countries; (v) Emigration from India; (vi) The Administration of N.E.F.A.; (vii) The Administration of Pondicherry and other former French possessions in India; and (viii) the administration of such laws as (a) The Indian Emigration Act, 1922 (b) the Reciprocity Act, 1943; (c) The Port Haj Committee

\textsuperscript{9} I.I.P.A.: The organization of the government of India.
Act, 1932; (d) The Indian Merchant Shipping Act, 1923, etc.

The Ministry consists of a Secretariat and four Subordinate Offices, but there is no attached office under the Ministry. But there are a number of Diplomatic and Consular Offices situated practically all over the world. The Prime Minister himself holds the Portfolio of External Affairs and is assisted by a Deputy Minister and two Parliamentary Secretaries. The Secretariat consists of Secretary General 1, Foreign Secretary 1, Commonwealth Secretary 1, Special Secretary 1, Joint Secretaries or Special Duty 3, Under Secretaries or Officers of equivalent status 39 and section officer 69. The Ministry has at present 85 sections of which 38 are administrative and 47 Territorial and Technical. These sections are grouped into eleven divisions (i) American Division, (ii) Western Division, (iii) Eastern Division, (iv) Southern Division, (v) Northern Division, (vi) African Division, (vii) Protocol Division, (viii) Administrative Division, (ix) External Publicity Division, (x) Foreign Service Inspectorate, and (xi) Historical Division.\textsuperscript{10} The four

\textsuperscript{10} Ibid.
subordinate offices are – 1 Emigration Establishments. 2. North West Frontier Agency, 3. Naga Hills-Tuensang Area, and 4. Office of the Inspector General, Assam Rifles. In addition to these, there is also an Advisory Body functioning in the Ministry, namely, Central Haj Committee.

**Ministry of Finance**: The Ministry at present is responsible for these functions - (i) The administration of the finances of the Union Government, (ii) Raising the necessary revenues, (iii) The administration of problems relating to banking and currency, (iv) Controlling the entire expenditure of the Government. The Ministry is headed by a Cabinet Minister, who is assisted by a Minister of state and two Deputy Ministers. It has it separate Secretariat, 17 Attached Offices and a number of Subordinate Offices. 11

The Secretariat is organized into four Departments-12 (1) Department of Revenue, (2) Department of Expenditure, (3) Department of Economic affairs, and (4) Department of Company Law Administration. Each Department is under the

---

11 Ibid.
12 Ibid.
control of a Secretary, but over-all co-ordination of policy and direction are exercised through the Principal Secretary. The Department of Revenue deals with these subjects – Income-tax, Expenditure Tax, Wealth Tax and Estate Duty, Customer, Central Excise, Opium and Narcotics, and Central functions under the Indian Stamps Act. The Central Board of Revenue under the Department, which is a statutory body established in 1924, hears and decides appeals under the customs and central excise laws. There are three Directorates of Inspection under the Board – two for Income-tax and the third for Customs and Union Excises. A separate Vigilance Wings was organized in 1955 in the third Directorate for keeping a watch on all corruption and malpractices. There is also a Statistical Branch under the Board.

Department of Expenditure is subdivided into six Divisions—

(i) Establishment Division, (ii) Civil Expenditure Division, (iii) Special Reorganization Unit, and (iv) Defence Expenditure Divisions, (v) Economic Division and (vi) Insurance Division. A full-fledged department of Company Law Administration was

---

13 S.R. Mohnat – “Training and Programme”.
created in 1955. It is mainly responsible for the administration of the company law of 1956, and matters relating to the accounting profession. It is organized into 16 sections and also has under it four regional Directorates situated at Bombay, Calcutta, Madras and Delhi.

Some of the important attached offices under the Ministry are office of the National Savings Commissioner, Shimla; Indian Security Press, Nasik; government, of India Mints, Bombay and Alipore; Silver Refinery Project, Calcutta; Office of the U.N. Technical Assistance Board, New Delhi; Directors of Inspection (Income-tax; Directorate of Inspection (Customs and central Excise); etc. In addition to these the Ministry also maintains a number of Subordinate Offices, such as Office of the Regional Directors of Companies, Offices of the Registrars of Companies, Collectors of Customs, Collectors of Central Excise, Income-tax Department, Statistic and Intelligence Branch, and Narcotics Department. Finally, two of the important Advisory Bodies functioning in the Ministry are: (i) Company Law Advisory Commission, and (ii) National Savings Advisory Committee.
**Ministry of Home Affairs:** At present in the Ministry is mainly concerned with these two broad groups of subjects: (1) Public Services and (2) Public Security. It is also responsible for these subjects of general public interest – (i) the administration of centrally administered areas, (ii) allowances, privileges and salaries of the President, Vice-President, Ministers, and Governors, as well as with the appointments and conditions of the service of the Chief Justice and other Judges of the Supreme and High Courts; (iii) matters arising out of instruments of accession and covenants; (iv) foreigners’ citizenship, nationality, press laws, etc.; (v) Jagirdari and Zamindari reforms, and (vi) examination of Bills from States, etc. In the field of Public Services, there are Public Security, the Ministry is responsible for the maintenance of law and order in centrally administered areas. It also advises the states from time to time on developments in problems of public security of all India interest.\(^\text{14}\)

The Ministry is headed by a Cabinet Minister, who is assisted by a Minister of State and a Deputy Minister. Its secretariat

\(^{14}\) Ibid.
includes- 1 Secretary, 1 Development Adviser and Additional Secretary (Kashmir Affairs), 6 Joint Secretaries, 1 Officer on Special Duty and Director of Man-power, 1 Establishment Officer and ex-officio Joint Secretary, 19 Deputy Secretaries, 1 Special Assistant to the Minister for Home Affairs, 2 Officers on Special Duty, 28 Under Secretaries and 52 Section Officers.


Some of the main subordinate offices of the Ministry are: (1) Directorate of Co-ordination (Police Wireless), (ii) Secretariat Training School, (iii) Central Police Training College, (iv) National Fire Service College (Rampur), and (v) Central Reserve Police. In addition to these, four of the important Advisory Bodies functioning under the Ministry are: (1) Central Secretariat Selection Boards, (2) Central Establishment Board, (3) Central Advisory Board for Harijan Welfare, and (4) Advisory Committee in respect of the Union Territory of
Himachal Pradesh. Total strength of the staff in the Ministry Secretariat 1,972; attached offices 2,101; subordinate offices 141; others 391.

Streamlining the Administration

Under the Constitution of India, people are determined to achieve the goal of a socialist pattern of society or simply a Welfare State. The attainment of the goal would depend, in a very large degree, upon the suitability and efficiency of the administrative machinery. The Government of India entrusted to Mr. A.D. Gorwala the task of submitting a report on public administration in 1951. With the same objective in view, the government of India later invited Mr. Paul H. Appleby, Ford Foundation consultant in Public Administration, to examine and report on Indian administrative system. Mr. Appleby submitted two reports, first in 1953 and the second in 1956. Many other eminent public men have also expressed their views on the subject from time to time.

Administrative Structure: In his first Report, Mr. Appleby has particularly referred to the weakness of administrative structure
in India. According to him, there are in the Indian Constitution and in present society and practice, factors making for unity as well as for disunity. In the first category he lists more than a dozen, some of which are: (i) the general character of the Constitution in leaving considerable room for flexibility and evolution; (ii) powers lodged in central organisms for resolving many conflicts between the Centre collection of national revenue, administration of defence and foreign affairs, etc. in the other category only refer to (a) two parliament monetary systems operating concurrently; (b) almost complete dependence of the Centre on the States for administration of social action programmes; (c) a special separateness continuing among some or many of the old princely States; (d) probably weakening of national leadership; (e) lack of “action mindedness”; (f) an under-current of non-democratic ideology, etc.15

In this regard he concludes that no other large and important national government is so dependent as Indian on theoretically subordinate but actually rather distinct units responsible to a

different political control. “The result is an excessively and probably modernly unprecedented federal or collective kind of administrative system, cumbersome in manner, requiring too many inter-hierarchical conferences and utilizing paper in an unnecessarily burdensome way. Clearance is slow and laborious. Responsibility is diffused and concealed rather than concentrated and clearly identified. Action is retarded before the fact, and insufficiently evaluated in course and after the fact.”16

**Administration is Expensive:** There is no denying the fact that the burden of administration on the people has increased many-fold during the last two decades with the growth of administration and a vast increase in public services. In the words of Mr. M. Ruthnaswamy: “It is rather disconcerting to note that in the recent budget as much as one fourth of the total revenues of the government of India is set apart to meet wages and salaries of administrative staff (Rs. 190 crores out of a total revenue of Rs. 725 crores).” The number of Government employees has increased without much regard for

---

16 Ibid. p. 22.
the amount of work to be done in the various offices. It is also true that the benefits accruing to the people are not in proportion to the increase in government expenditure.

Further, as Mr. A.D. Gorwala Writes:17 “Of recent years the habit has become settled in government and semi-government offices of having tea, coffee or cold drinks, served at the public cost, whenever a meeting is called. Even if the meeting lasts only an hour, the beverages appear.” The cost of paper and stationery consumed in the offices, the payment of traveling and other allowances made to the Ministers and officials and expenditure incurred on official functions, etc., have made administration very expensive. It is highly desirable that the Government should adopt earnest measures of effect economy. One general suggestion made in the connection is that in a poor country as India, the Government must insist on a code of simplicity and utmost economy in every possible way. Prof. M. Ruthnaswamy has put forward many suggestions for economy, which merit careful consideration. Some of them are: (1) All unnecessary departments should be abolished at the Centre,

17 N.K. Singh “Bureaucracy” positions and persons.
Ministries of Health, education, Agriculture and Industry can be grouped together into one Ministry of National Welfare charged with the duty of administering grants and subsidies of education, health, agriculture and industry Departments in the States. (2) The Finance Department must be made to realize that it is the watch-dog of tax-payers’ money. (3) Clerical work should be reduced by mechanization. (4) A commission on the model of the 1947 Hoover Commission in the U.S. should be appointed in India to probe the entire question of Government expenditure. (5) The Government should not enter into business which is being conducted fairly well be private enterprise, rather the Government should adopt business methods in administration of the country.18

**Question of Integrity:** According to Mr. A.D. Gorwala: “Corruption in all its guises stalks and land unashamed. It is ubiquitous. Cities, towns, villages, all acknowledge its presence and admit its power”. Very frequently one hears of bribery, graft, and nepotism, etc. There is much substance in the popular complaints. “Whatever the form, there can be no doubt

---

that it vitiates policy, weakness administration and undermines public confidence.” It is generally believed that corruption and nepotism have not only been eradicated but have established themselves in almost all spheres to the irreducible minimum the nation will have to face serious problems in the future.

Mr. A.D. Gorwala has put forward these suggestions: (i) the machinery for detection of such crimes should be strengthened, if necessary, but importing form aboard officers, who have made a special study of this subject; (ii) elimination of the financial dependence of the major restigation of prima face allegations against those in power, however high. To these at the lower levels the emoluments in government services should be adequately raised and the laws governing such cases should not only be made much more stringent but they should also provide for exemplary punishment.\(^\text{19}\)

**Inefficiency:** It is commonly said that administration has become much less efficient since the transfer of power. Its inefficiency results from wasteful expenditure, slow action, red-tape, etc. the administration does not deal with the people and

\(^\text{19}\) Ibid.
their problems in a reasonably efficient manner. In order to improve the efficiency, it is necessary to make increasing use of mechanical devices and improved techniques. At the same time, the personnel should be better qualified for the various tasks and greater facilities for the training of employees should also be provided. In this connection, his first Report he came to the general judgment that he rated the Government of India among the dozen or so most advanced Governments of the World.

**Administrative Procedures**: Section III of Mr. Appelby’s Re-Examination of India’s Administrative system contains an indictment of existing procedure. He expresses the belief that too many proposed actions are reviewed, and that the review is far too often in the useless and frustrating fashion. He writes:\(^{20}\) “It is not with programmatic achievements themselves share most significantly in responsibility for slowing of action through multiple and incompetent reviews of proposals. Schemes originating in a technical attached agency of any kind are generally considered in the parent ministry almost as if it were

---

\(^{20}\) Why Daily “Training administrators for developments”.

131
a colonial power. The proposals are referred downward to very subordinate assistants operating under the prevailing sense of needing to find reasons for delaying or opposing action. Once approved, the proposals are sent to Finance or other ministries in a form not inviting positive and quick review. The present system has the character of a vicious circle in which exclusive reliance on Finance, and in less degree on Home Affairs, has prevented the programme ministries from developing a competence in the translation of technical schemes into sound and convincing budgetary and expenditure proposals. Indeed the schemes never are so translated: the judgment of Finance officials is a substitute for a systematic formulation.”

In his first Report, Mr. Appleby made two recommendations—one about the creation of an O & M Division and the other about the establishment of an Institute of Public Administration. The Government of India has implemented both of them. In his second Report he says: “Once it is fully realized that the rapid enlargement of government is a basic essential, the necessities may be listed as follows: (1) Provide structurally for new levels

---

21 Re-Examination of India’s Administrative System, pp. 32-33.
of co-ordination of larger areas of inter-related undertakings, below the level of Cabinet, and below the level of Minister. (2) Great enlargement in recruitment and training plans for generalist administrator and technical administrator personnel. (3) Cultivate growth capacity by structural and procedural arrangements. (4) Generally reorient the present practices of review from a preponderantly negative concern for precedent and rupee-pinching to a positive one of expeditious action in pursuit of agreed-upon objectives. Mr. Gorwala particularly emphasizes – (a) priorities – giving first place to first things; (b) integrity; (c) mutual understanding, and (d) reform and reorganization, besides others.

**Parliamentary Control Over India Administration**

In a parliamentary democracy, parliamentary control over public administration is always substantial. The Parliament lays down public policy, decides the nature and extent of administrative organization, and determines its personnel. It lays down the method and procedure of work and also makes available the funds to the administration to enable it to

---

implement its policy. It controls the actions of the public-officials and holds them responsible for all their acts of omission and commission.\textsuperscript{23}

However, in a parliamentary democracy the administrator cannot be responsible to the Parliament directly. He takes shelter behind the doctrine of ministerial responsibility. He is like the good-child who is seen but not heard. He can never be called to the House, nor criticized by it by name. He may be summoned by a parliamentary committee, but even there he cannot be obliged to answer personal criticism. It is the Minister who shoulders responsibility for the administrative acts of his department, and if he fails to satisfy the Parliament he has to quit his office. Hence, administration is accountable to the Parliament only indirectly and that, too only in a general way.

\textbf{Means of Parliamentary Control}

\textsuperscript{23} Wyn Daily: “Training Administrators for Development”.

134
Parliament adopts the following ways to enforce administrative responsibility:\textsuperscript{24}

Control of Administrative Policy: Parliament not only lays down policy in general terms, but also keeps full control over the details which are left to be filled in by the administrative branch. The administrative branch frames the rules and regulations in accordance with the laws of Parliament, and lays them before the Parliament for approval. The House may even appoint a committee of its members for this purpose, e.g. the Lok Sabha has a Committee on Delegated Legislation. This committee examines the rules framed by the administrative branch and reports back to the House as to whether they are in accordance with the laws of Parliament.

\textbf{Control of Appropriation}: A more effective control over administration is through appropriation, i.e. through the allotment of finances by the Parliament to the administration. It is well known that no money can be spent unless sanctioned by an act of parliament. There is a well-known saying that he who pays the piper has the right to call the tune.

\textsuperscript{24} Chandra Prakash Bhambhari-“Public Administration (Theory and Practice).
The parliament controls the public purse, and through it the administration and its activities. No ministry can get the grant without the sanction of Parliament: It is at this state, that the Parliament. It is at this stage, that the Parliament indirectly exercises its control and influence over the administration. When the demands for grant of a Ministry are under consideration, the House not only reviews its past work but also examines its future aims. The opposition plays the role of criticizing the administration for its acts of commission and omission and, thereby, helps it to be more responsive and responsible.\textsuperscript{25}

\textbf{Audit and Report}: A still more effective means of parliamentary control is through audit and report. For this purpose, the Constitution provides for a comptroller and auditor-general to audit the accounts of the government and reports on them to the Parliament through the President. The Parliament, in its turn has a committee of its own members, called the Public Accounts Committee.

\textsuperscript{25} Ibid.
The Public Accounts Committee fully scrutinizes the report of the Comptroller and Auditor general and reviews the financial transactions of all Ministries and Departments. The House discusses the reports of the Comptroller and Auditor general and the Public Accounts Committee. At the time of this discussion, the financial transactions of the administration are reviewed and suggestions are made for further improvements.

There is also an Estimates Committee of our Parliament which examines the estimates of the Ministries and Departments before they are voted upon by the Parliament. The subcommittees of this committee keeps a constant watch on the progress of the implementation by the administration of the committee’s recommendations. The estimates Committee, in its turn, keeps the House informed of the progress and brings to the attention of the Parliament its differences with the Government.26

Interpellations

26 Ibid.
Parliament has the right to question the Ministers about the working of their Ministries and Departments and about the implementation of the laws and policies by them. On all officials days, there is a question hour in each house of Parliament, where the Ministers have to answer questions concerning the Minister is and Departments under their charge for instance, a Minister may be asked to explain as to why there has been inordinate delay in the construction of a bridge, or as to why a particular scheme is not being implemented in an efficient manner. The civil servant has to satisfy the Minister and the Minister has to satisfy the Parliament. Questions enable Ministers to know public reactions to their policy and administration. The Question Hour keeps the civil servants on their toes. It makes them alert and prevents delays, wastefulness, snobbery and injustice.

**Debates and Discussions**

The inaugural and annual addresses of the President, the Budget-speech and the introduction of a Bill for amendment of

---

27 Ibid.
28 Ibid.
an Act, or enactment of a new law by the Parliament provide occasions for full dress debates of the working of the Ministries are examined. In the words of Warner, “Such an occasion may be a true testing time of departmental performance and competence”.

In our Parliament, there are two other occasions also when the departmental work is discussed. These are Half-an-hour Discussion and Short Notice Discussions. These devices are used to put pressure on the Government and the administration. There is also the device of “Calling Attention” which is used for drawing the Government’s attention to serious problems of policy administration. Through these devices, the administration may be stirred out of its indifference and unwillingness, and may be made aware of the urgency and seriousness of a particular problem.29

Committee on Assurances

In the course of debates, discussions and questions, the Government may be made to give certain assurances, promises

29 “Public Administration” – Avasthi and Mahesh.
or undertaking. In order to ensure that the assurances given to the House is being promptly implemented, the Rules of Procedure of the Lok Sabha provide for the setting up of a Committee on Assurances. This committee functions under the control of the Speaker.

The main function of this committee is to see whether all promises, assurances and undertakings given on the floor of the House have been carried out and, if so, whether they have been implemented in reasonable time and in the manner in which the House desired their fulfillment. The committee reports to the House from time to time. The formation of this Committee has helped Parliament to keep an eye on administrative efficiency.

**Role of Indian Parliament**

There is a common belief that policy formulation is the job of the legislature, while its execution is the job of the administration. This, however, is not wholly true because the administration, too, is actively associated with the formulation
of policy. The Parliament, at best approves, modified or rejects the policies formulated by the administration.

So far as the role of Indian Parliament is concerned, Prof. Appleby\textsuperscript{30} is of the opinion that it has generally performed the task of controlling public administration “admirably” and “judiciously”. He, however, thinks that in its approach to particular administrative issues, its role has not been quite upto the mark. In certain issues, its role has not been quite upto the mark. In certain cases the bureaucracy avoids taking responsibility for decisions and going ahead to get the things done. He points out that this timidity has arisen because of severe parliamentary criticism even in small matters.

Prof. Appleby has criticized the Indian system of parliamentary control over administration on the following grounds:\textsuperscript{31}

(a) Our Parliament attaches too much importance to the reports of the Comptroller and Auditor General. In view of the severe criticism of the administration on the points raised in this Report,

\textsuperscript{31} Ibid.
the administration generally avoids taking responsibility for decisions.

(b) Parliament often exhibits prejudice in selecting the personnel of its public undertakings, for its relies too much on the private businessman’s talent, and

(c) It is generally scared of delegating powers to the administration, which makes the Ministers and civil-servants feel that Parliament distrusts them and never appreciates their good work and good decisions. This attitude adversely affects public interest. The administrator, too, loses interest in his work.

And, Appleby points out that “Work having lost its joy, looses its quality too”.

**A.R.C. Recommendations**

The Administrative Reforms Commission of India has, in its Report on the Machinery of the Government of India and its
procedures of work, made the following recommendations for ensuring a balanced control over public administration in India:

(a) In addition to three existing Committees (namely the Public Accounts Committee, Estimates Committee and the Committee on Public Undertakings, through which Parliament reviews the working of the administration, there should be five more standing committees of Parliament for reviewing the works of central departments grouped in five sectors for this purposes;

(b) These standing committees should be known as:

i. Social Service Committee;

ii. Economic Administration Committee;

iii. Defence and Foreign Affairs Committee;

iv. Transport Committee; and

v. Food and Rural Development Committee.
(c) These Committees should function on the lines of the Committee on Public Undertakings, without taking over the function of the Public Accounts Committee;

(d) The Departments which fall within the jurisdiction of these Sectoral Committees, should be removed from the purview of the Estimates Committee; and

(e) Parliament should take a balanced view of the working of a government department.\textsuperscript{32}

\textbf{State and District Administration in India}

\textbf{Government of the States in India}

India is a Union of States, having the same pattern of government. The Constitution of India embodies the constitution both of the Indian Union and that of the States, whereas in the United States the constituent States have their own constitutions. Another important feature of government in the States is its parliamentary form. In other words, there is a close similarity between the governmental pattern of the Union

and of the States. A very brief account of government in the States is as follows: 33

The Executive: The executive in each States consists of tin Governor and a Council of Ministers. The Governor is the constitutional head; and the Council of Ministers is the real executive. The Governor is appointed by the President for a term of 5 years and holds his office during the pleasure of the President. The Council of Ministers, with the Chief Minister as its head, is responsible of the State legislature, in actual practice to the Legislative Assembly of the State, The Council of Ministers is to aid and advise the in the exercise of his functions "except in so far as he is by or the constitution required to exercise his functions or any of them in his discretion." The executive power of the State is vested in that Governor and is exercised by him either directly or through officers subordinate to him in accordance with the Constitution. Subject to The Provisions of the constitution, it extends to the matters with respect to which the legislature of the State has power to make laws.

The Legislature: Every State has a Legislature consisting of the Governor. The Upper House in each State is known as the Legislative Council (Vidhan Sabha). The number of members in the Legislative Assembly varies from 75 in Jammu and Kashmir (Excluding the portions occupied by Pakistan) and 430 in Uttar Pradesh, the largest State in the Union. The number of members in the Legislative Councils ranges from 63 to 108. All members of the Legislative Assemblies, with the exception of the representatives of the Anglo-Indian Community, are elected directly members of the Legislative Councils represent the local bodies, teachers and graduates. The powers of the State Legislatures have been enumerated in the previous chapter.34

State Finance: All revenues of the Government of a state, all loans raised by it and all moneys received in repayment of any loans from the “Consolidated Fund” of the State. All other public moneys received by or on behalf of the Government of the State are credited to the Public Account of the State. All expenditure is met from the “Consolidated Fund”. This expenditure must be sanctioned by the Legislature through an

34 Ibid.
Appropriation Act. The Government has to present to both the Houses, in respect of every financial year, an annual financial statement called the “Budget”, showing the estimates of income and expenditure. Expenditure is divided into two categories “Charged” and “Voted”. The items of charged expenditure, though mentioned in budget are not voted upon by Legislature, but embodied in the Appropriation Act. The Government can appropriate only upto the sanctioned amounts out of the “Consolidated Fund” of the State.\(^{35}\)

**Budget Procedure**: The annual budget is presented to both the Houses simultaneously, i.e. on the same day, though it may be presented to the Legislative Assembly in the forenoon and to the Council in the afternoon. In the Council, there is only a general discussion on the Budget for three or four days, mainly dealing with the policies of the Government in its various departments. In the Legislative Assembly, after such a general discussion, demands for grants are placed before the House on the recommendation of the Governor. The expenditure, which is not charged, is then voted by the Legislative Assembly.

\(^{35}\) Ibid.
After all these demands have been voted, an Appropriation Bill is introduced in the Assembly, embodying all these grants authorizing Government to draw these amounts from the "Consolidated Fund" as and when necessary. The Appropriation Bill is then sent to the Legislative Council. The Legislative Council is not authorized to make any amendments, but can make recommendations to the Legislative Assembly with regard to any item. In the case of Money Bills, the Council is given only 14 days to return it to the Legislative Assembly with its recommendations. If the Assembly does not agree with the recommendations of the Council, the Bill is deemed to have been passed by both the Houses. There are two important committees, relating to finance, appointed by the Legislative Assembly - The Estimates Committee and the Public Accounts Committee.36

The Comptroller and Auditor-General of India prescribes the manner in which accounts of the Union and the States shall be maintained. His reports relating to the accounts of the State to the Governor are laid before the State Legislature. There is an

36 Ibid.
Accountant General of the State in-charge of the accounts of the State. It is his duty to see that the amounts spent are not in excess of the amounts granted by the Legislature under various heads, and that he may properly audited. He is directly under the Comptroller and Auditor-General of India, so that he may act independently of the State Government, and be in a position to check any irregularity.\(^\text{37}\)

**State Administration**

Similar to the practice at the Centre, the State Ministers also work on the port-folio system, each Minister being the final authority in regard to the day-to-day administration of subjects allotted to his Ministry. Only matters of policy relating to subjects with which more than one Ministry is concerned or on which there is difference of opinion between them are referred to the Cabinet, consisting of senior Ministers. A Minister may have one or more Deputy Ministers and even Parliamentary Secretaries to assist him. Some States also have Ministers of State, who hold independent charge of certain Ministries but are below the rank of Cabinet Ministers. The business of the Government is transacted under statutory rules,\(^\text{37}\)

\(^\text{37}\) Ibid.
framed under the Constitution. "The Rules of Business" provide, among other things, for: (a) the distribution of portfolios amongst members of the Council of Ministers; (b) the procedure of the Cabinet, including the specification of cases which are to be placed before the Cabinet; (c) the specification of cases to be submitted, before the issue of orders, of the Governor and to the Chief Minister; (d) the disposal of busiess in the departments of the Secretariat; and (e) the functions of the Finance Department and the Law Department.

The entire administration of the State is divided into a number of Ministries and Departments. Like the Ministries in the Union Government, the State Ministries are headed by Secretaries as their administrative heads. The State Secretaries are patterned more or less like their counterparts at the Centre. Besides Secretaries who advise the Ministers on all matters of policy, there are Heads of Departments, whose number corresponds to the number of the important subjects administered by a State. It is the departmental head who carries out the policy and

---

programme of the Government at the headquarters as well as in the districts through its field staff.\textsuperscript{39}

**The Secretariat:** The Secretarial work of the Government is in the charge of several Secretaries to Government, each one having the charge of one or more departments of the Secretariat, with a Chief Secretary who is in general charge of the entire Secretariat organization and who is also Secretary to the Cabinet. The number of Secretaries varies according to needs from time to time. Secretaries are responsible for the proper functioning of the Secretariat departments under their charge and are responsible to the Minister in-charge for carrying out the orders of the Cabinet and of the Minister in-charge properly and expeditiously. They are assisted in their work by Additional or Joint Secretaries, Deputy, Under and Assistant Secretaries whose number varies according to the size of the department under a Secretary.\textsuperscript{40}

Under the Rules of Business the responsibility for the disposal of work in a department rests with the Minister who, collectively

\textsuperscript{39} Ibid.
\textsuperscript{40} Ibid.
through the Cabinet, is responsible to the Legislative Assembly. Accordingly orders are passed without reference to the Minister in-charge only in matters of routine! However, the Ministers are kept in touch with all cases disposed of in their port-folio by receiving weekly lists of cases disposed of by the departmental Secretaries and their subordinate Secretaries. The orders of Government in the various departments are issued over the signature of a Secretary, or a subordinate Secretary; but the orders are expressed as having been made in the name of the Governor. In cases involving financial sanctions, a copy of the orders is transmitted to the Accountant General over the signature of an officer of the Finance Department.

Each department of the Secretariat has four categories of clerks viz., (a) clerks, designated as "drafters" who record preliminary notes on cases and who prepare formal drafts of the orders passed; (b) reference clerks who maintain an index of the old and current cases put them up when required and are generally in-charge of the records, in the department; (c) routine clerks who maintain a diary of letters received in, and issued from, the Secretariat; and (d) typists. Each department is in charge of a
Superintendent who passes the work of the drafters and looks to the general arrangement and distribution of work in the department.

**Heads of Departments**: They are in over-all charge of the execution of projects or the execution and/or actual administration of specific services. There are Heads of Departments in charge of development departments, *e.g.*, the Irrigation Department, the Industries Department, dealing with the execution of new projects and the administration of running projects. There are Heads of Departments, who are in charge of purely executive departments. *e.g.*, the Police Department, under the charge of the Inspector General of Police, the Education Department under the charge of Director of Education. Then there are certain Heads of Departments who are concerned with the collection of taxes and the administration of taxation laws, *e.g.*, the Land Reforms Commissioner in U.P., who in concerned with collection of taxes on land and the administration of the law relating to land tenure and the Entertainment and Betting Tax Commissioner who is concerned with the collection of entertain-
ment and betting taxes and the administration of the law relating thereto.

The funds voted by the Legislature are placed at the disposal of the Heads of the Departments - it is only in respect of a few specified matters that certain ear-marked funds are retained at the disposal of the Minister in-charge. The Head of a Department is responsible for the proper utilization of the funds so placed at his disposal, and to render an account therefore to the Accountant General, and through him to the Public Accounts Committee and the Legislature. The Head of a Department has under him Regional officers and officers in-charge of work in the districts. Thus, in each district there is a representative of the Head of a Department, and supervision over a specified number of districts is done by a Regional Officer. The overall superintendence of the departmental activities vests in the Head of the Department. The Heads of Departments enjoy specified financial and administrative powers delegated by Government.41

41 See A.S. Misra: Government Servants Companion, Chap. IV.
The Departments: The number and size of various Departments under each State Government varies; but all the Departments taken together deal with all the subjects falling under the jurisdiction of the State administration. Departments dealing with these subjects will be found in almost all the State Governments-General Administration, Police and Jails, (or Home). Revenue, Finance, Law, Education, Public Health, Local Self-Government. Planning, Agriculture, Industries, Labour, Transport. Development. Excise, Justice, Co-operation etc. The functions of the various departments are obvious from the subjects with which they deal. However, a very brief account of the main functions of the Departments of Finance and Law may be given here.

The Finance Department gives advice to administrative department in financial matters. It is also in direct charge of work relating to the preparation of the Budget, its presentation to the Legislature and the distribution of Grants voted by the Legislative Assembly. It is also in charge of financial rules and regulations including amendments to them. The Law Department is headed by the Advocate general of the State
and under him are the Legal Remembrance and his Deputies. The Law Department (a) puts in proper shape proposals for legislation initiated by an administrative department, (b) advises on legal questions coming under the consideration of Government, and (c) is in charge of public prosecutions.

**Divisions etc:** For purposes of general administration, many of the States are divided into Divisions headed by Commissioners, who supervise the work of districts falling within their jurisdictions. The Commissioner is the channel through which papers and reports about a number of subjects pass from the State Government to the District Magistrates and *vice versa*. The Commissioner is also responsible for the collection of revenue in the division and also hears and decides appeals in revenue cases arising from the decisions of the Collectors. Appeals against their decisions lie before the Board of Revenue. For the proper administration of many other subjects, a State is divided into a number of regions or ranges. For example, from the point of view of police administration, U.P. has been divided into ranges, each under a Deputy Inspector General of Police. Similarly, there are ranges under the Forest Department For
purposes of Education and Public Health, the State is divided into regions, each under a Deputy Director.

**District Administration**

**Its Importance:** Since the early days of the British rule in India District has been and continues to be the principal unit of administration. Mr. V. T. Krishnamachari in his Foreword to a recent publication on the subject observes: "Every inch of soil in India forms part of a "District" and the District Collector or Deputy Commissioner in the eyes of most of its inhabitants the Government. The activities of the district administration cover a wide range and touch the lives of millions of people at many points. Its efficiency and integrity are therefore of vital importance... The Community Development movement has introduced radical change in the fundamental aims of the district administration.... The district administration is being remodelled in all States to enable it to carry out these responsibilities."
In the new order of things, district officers will have an even more vital role to play than in the past."\textsuperscript{42}

After the integration of the former princely States with the Indian Union the units of local administration have tended to be formed or grouped into districts, of much the same sort, size and pattern as those which existed in British India. The movement for decentralization and the Five Year Plans have emphasized the role of district administration, with the result that the work of the Collector and other district officials has assumed great importance to-day. The First Five Year Plan gives an indication of the views of the Planning Commission on the subject in these words: "is brief, from now on the primary emphasis in district administration has to be on the implementation of development programme in co-operation with the active support of the people the reorganization of district administration has to provide for: (a) strengthening and improving the machinery of general administration; (b) integration of activities of various development departments in the district and the provision of a common extension

\textsuperscript{42} S.S. Khera: District Administration, p. vii.
organization; (c) linking up in relations to all development work, of local self-governing institutions with the administrative agencies of the State Government; and (d) regional co-ordination and supervision of district development programmes."

What is District Administration? - In the words of Mr. S. S. Khera, it may be defined "as the total function of Government in the district"; and it may be "annotated by saying that the form and contents of the district administration constitute a convenient method of performing the functions of Government in a district."43 There are several types of districts. By far the largest number are of the type one would call rural districts. But there are districts where the local administration has to concentrate more on urban areas, and on urban problems, for example, the district of Delhi. Some districts, which are heavily industrialized, may be called industrial districts, and there are many of this type in West Bengal and Bihar. Then there are backward districts, where the local people have not had the

43 Ibid., p. I. This means 'the management of the task of government so far as it lies within an area declared by law as a District.' This task is of at least five kinds, namely, revenue, magisterial, judicial, executive and development." K.N.V. Sastri .Principles of District Administration in India, p. 73.
game opportunities as the more developed ones. Finally, there are the hill districts as in Uttar Pradesh, which are backward but at the game time have peculiar problems of their own.

The purposes of district administration, according to Mr. Khera are: (i) to maintain the district in a state of law and order, (ii) to ensure that justice shall be done and that rule of law shall prevail; (iii) to assess and collect a number of taxes, e.g., land revenue, irrigation rates, agricultural income-tax, etc., (iv) to ensure that the land, which is the major resource of the people, is properly administered, (v) to exercise various regulatory and control functions of Government, and (vi) to take immediate action in case of calamity, disaster and the like. The main components, according to the same author, include: (a) law and order, the administration of police, jails and justice; (b) administration of land revenue; (c) development agencies, for example, the departments of irrigation, agriculture, education, planning and community development, etc; (d) the local bodies; (e) non-official bodies, advisory committees and the
like, such as food advisory committee, district development committee, etc\textsuperscript{44}.

About structure and functions Mr. Sastri writes: (a) It is here that after all Government comes into vivid contact with the citizen, (b) Problems at this level are local, (c) District administration is field work as opposed to staff or secretarial duty, (d) At Collector's level policy ends, action begins, (e) State Government finds each district as its lowest level, and its direct agency terminates there leaving the of the district as its last agent and man on the spot. (f) Exceptions apart between department and department of the same State the district represents the maximum of the area in which they must work to-gather. In short, a 'District' is technically the best area for geographical and functional aggregation of units and branches of administration and bears a logical relation to total area, wealth and population.\textsuperscript{45}

\textsuperscript{44} S.S. Khera : op. cit., The Frame Work.
\textsuperscript{45} K.N.V. Sastri : op. cit., pp. 13-14.
**District Officials**

**Collector and District Magistrate or the District Officer:**

Before the introduction of responsible government, the Collect of an Magnate was for most of the people king or ruler in his district. His power and prestige suffered when elected representative of the Province, later called the State: because the Legislators and office bearers of the party in power became rivals to his position and people found it easier to approach the minister and high officials of the States. But the collector and District Magistrate is gradually coming back into his own. As a consequence of planning the number of district officers under the various departments of the State has increased considerably, and as the First Five Year Plan says, the Collector and District Magistrate has again become the principal head of the district and the sole representative of government. The functions of the Collector and District Magistrate may broadly be classified under three heads: (a) as Collector, (b) as District Magistrate and (c) as the highest administrative officer in the district.
As Collector he is responsible for the collection of hears appeals in revenue cases against the decisions of the Tahsildar and other subordinate Collectors. As District Magistrate he is a first-class magistrate and head of all magistrates in the district. He hears and decides a number of criminal cases and supervises the work of all other map States under him. As the highest administrative officers of the district he has general powers of supervision and inspection of almost all types of activities being carried out under the various district officers. He sends all sorts of information and reports to the state government; he is responsible for the maintenance of law and order in the district; and he performs a variety of other functions. As a matter of fact the District Officer or Collector as the “pivotal point of administration” has to deal with all executive authority.

The Collector or the District officer is the chairman of the District Planning (or Development) Committee. In this chairman of the District Planning (or Development) Committee. In this respect activities of different branches of administration and to win the co-operation of the people in carrying out development programmes. As head of the district he is the
natural leader of all other officers on behalf of the government. According to Dean Appleby, "The ubiquitous collector....in the role of his being responsible to very body for every thing in his district, may prove more of a controlling factor than the District Development Officer normally in-charge of community development in that district."

The Rajasthan Government, in pursuance of the recommendation of the Senior Administrative Officers Conference, 1958, has issued fresh instructions redefining the duties and functions of the District Officers, These instruction point out that in view of the increasing expansion of Government activities in all spheres, particularly in those of development and welfare, I has been felt that the District Officer, by virtue of his influence as Magistrate and Collector, is best equipped to enlist the active support of the people in the development programme and he can also electively co-ordinate, the various development and welfare activities. The instructions lay down: (1) The District Officer's control over development and welfare activities in the district will generally conform to the pattern of District-Magistrate's control over the Police. The
District Heads of all development and welfare activities should remain in close touch with the District Officer, and seek his guidance and assistance." (2) The District Officer will have general administrative and disciplinary control over the Development Officers in regard to their tour programmes and availing of leave, etc. Each Development Officer shall send monthly progress reports of respect of his work. (3) In the case of officers, where Heads of Departments are the initiating officers of the confidential reports at present, the District Officers she-old send their reports to the Development Officers of the District in a narrative form prescribed by the Government. (4) In order to ensure that the burden of the development and welfare duties now being entrusted to the District Officer does not become too heavy, many of his functions and duties should be delegated to Additional Collectors/Additional District Magistrates.\(^{46}\)

The Assistant Collector or Sub-Divisional Magistrate (S.D.M.) occupies a position in his sub-division (Tashil) which the Collector does in the district, but he is under the Collector. He

---

is also in touch with other government departments in his sub-
division and is the head of the development work. He is
responsible for the honest and proper discharge of duties by the
subordinate revenue staff and keeping the collector well
informed about all things and men in the sub-division including
matters relating to law and order. He is also a first-class
magistrate and as such hears criminal cases. The tehsildar is in
charge of the ‘Tahsil’ headquarters. He is responsible for the
collection of revenue in his tahsil and as such he supervises the
work of all Qanungos and Patwaris (or Lekhpals). He is also
invested with powers of a second-class magistrate. The chief
point of difference between the S.D.M. and Tahsildar is that
whereas the S.D.M. generally resides at the district
headquarters, the Tahsildar resides at tahsil headquarters. The
Tahsildar is assisted in his work by a deputy called Naib
Tahsildar.

Other District Officers: The senior most officer in-charge of
the district police is known as Senior Superintendent of Police
(S.S.P) and is a member of the I.P.S. Under him there are a
number of Assistant and Deputy Superintendents of Police in
charge of city and other areas in the District. Further down there are Circle Inspectors. Sub-Inspectors of Police constables etc. In every district there is a district jail under a Jail Superintendent, Jailor. Deputy Jailor and wardens, etc. among the other important officers of the district we may include (a) Planning or Development Officer, (b) Panchayat Raj Officer, (c) Agriculture Officer, (d) P.W.D. Engineer, (e) Information Officer, etc. all these officers have their subordinates and staff as well. In every development block there is a Block Development Officer. At the lowest level, i.e., in the villages there are the headmen (Mukhias), village Chowkidar and Record Keeper (Patwari or Lekhpal).

**Conclusion:** A few critical observations on the subject may be made here. (1) In some of the states the judicial work has not yet been separated from the executive work, with the result that the executive officers still bear the load of judicial work which hampers them in their performance of other duties efficiently. (2) The number of district officers under the various departments has increased so much that the problem of its co-ordination requires very careful thinking. (3) Better and more
effective steps should be taken the true representatives of the people with the various aspects of administration in the district so that better results may be achieved in the sphere of developmental and other activities with the active co-operation of the people, (4) All officers and their subordinates in the District should possess the true spirit of service. They should not only live amongst the people but also with them. (5) Much more effective measures should be adopted to check corruption in all branches of administration. (6) Frequent tours by the Ministers should be avoided, since they interfere with the normal work of the officers who have to accompany the Ministers or have to perform other duties in connection with their tours. (7) The State Government and the party in power should devise effective methods to check undue interference and influence by the legislators and party office-bears in the work of administration.