CHAPTER – I
INTRODUCTION

In a democratic administration, more especially in a parliamentary democracy, all state activities emanate from the legislature. The legislature lays down the public policy - the work programme. It decides the nature and extent of administrative organization, the number of personnel required for the organization, the method and procedure of work and also the funds that are to be made available to the administration for carrying the policy into practice. But the role of the legislature does not end with this. It further follows the public official in his day-to-day activity and controls his actions - though only in a general way - and holds him responsible for all his omissions and commissions.¹

India's political system stands for a system of limited government, responsible government and rule of law. It is opposed to any exercise of arbitrary or totalitarian power by the rulers and its fundamental assumption is that sovereignty belongs to the people at large. However, in recent years, there has been phenomenal expansion of governmental activities, which has been termed by some as governmentalisation. This has inevitably led to the strengthening of bureaucracy or 'bureaucratisation' in terms of numbers and powers. Increasing unlimited powers in the hands of administration - unrestricted and unregulated can be most dangerous. It is like a wild mountainous river, full of fury and tremendous power, causing massive destruction all the way down. In order to be used for development and human welfare, the river has to be tamed, the power has to be harnessed by building a dam over it, producing usable and safe energy and distributing it to the

¹ A.R. Tyagi, Public Administration: Principal & Practice, Atma Ram & Sons, Delhi & Lucknow, 2004, p. 756
consumers in limited and controlled doses at every point. Control devices are those dams by which the administration is channelised and all administrative actions are to be tested with reference to the constitutional provisions.²

The constitution of India lays down the structure of the government both Union and State levels a parliamentary form of government. At Union level Parliament is the legislature that is bi-cameral and at state level legislative assembly is the legislature that is single house in maximum states and bi-cameral in some states. In a democracy, public official are ultimately responsible to the people. The legislative control over the administration through various tools. The legislative provides check against the otherwise unlimited authority of the executive branch. The legislature control over administration to make it accountable towards public.

The efficiency and effectiveness of administration depend, to a great extent, upon the adequacy and quality of legislative control over administration. It is the duty of the legislators as representatives of the people to keep a continuous and systematic control over administrative operations. It may be kept in mind that the executive has to follow the policy laid down by the legislature³.

Both presidential and parliamentary democracies control their administrative systems through legislatures directly as well as indirectly. This control of legislature over administration is exercised in great details through question hours, debates, legislature motions, budgetary approval and committee investigations.

The success of any institution depends on the quality of leader who man it. The nature of leadership is greatly determined by the factors of age, education, occupation, political career party affiliation etc. of its members. All

² B.L. Fadia & K. Fadia, Indian Administration, Sahitya Bhawan Publication, Agra, 2011. p. 1097
these factors do not only help in the formulation of attitudes and perceptions but also influence the behaviour-pattern of the members which is very important in the functioning of a legislature. A study in profile of parliamentarians helps in understanding whether power is scattered through a wide variety of social groups, representing cross-sections of a society or a single group or class of people is monopolizing the leadership. It would also be helpful to know the proportion of representation of minority, downtrodden and economically backward groups in the national leadership.

In a democratic country the legislature perform many functions, out of them one of the most important is the control over administration. Many of the parliamentary opportunities, like, adjournment motions, vote of no confidence, discussion on demands for grants, calling attention motions, half-an-hour discussion, 'zero hour' discussion etc. fall in this category.\(^4\)

The legislature is a barometer that measures the likes and dislikes of the public at large. In addition, legislatures may be treated as one of the pillars of the regime. Without this institution, a constitutional order may be no longer said to exist. The institution of Legislative Assembly bridges up the gap between the rulers' and the masses. This is accomplished through the legislators because the latter are both the articulators and representative of the public aspirations, mood and feelings.

In a democracy, public officials are ultimately responsible to the people. The responsibility is exercised through elected representatives. In a parliamentary democracy, the executive is drawn from the parliament. The parliament invariably holds the minister responsible for anything that goes wrong in the ministry even if he had no knowledge of it or did not approve of it.\(^5\) Audit report is the business of parliament to ensure financial accountability.

\(^5\) Manoj Dixit and Jaya Chaturvedi, Public Administration, New Royal Book Company,
This it does through an independent audit by the controller and auditor general and it’s financial committees. The CAG prepares an audit report for each of the government whose accounts are audited. The report goes to the president in case of the center and governor in case of a state. The heads have the report placed before their respective legislatures who in turn refer the reports to their public accounts committee. After thoroughgoing investigations, findings are reported back to the legislature concerned in the form of a report. This type of control exercised by the parliament is often said to be in the nature of a post mortem examination.

The zero hour discussion is an Indian innovation and has emerged since 1962. It is an extra-regular method to bring up issues, and is invoked by the members in the house immediately after the question hour but before the regular business of the day is taken up. Matters of public importance which have not been listed in the day’s business, are raised. The Half-Hour Discussion has become very popular especially because the normal business does not provide adequate opportunity for raising questions of immediate importance.

Calling Attention Motion fetch some urgent matters are brought to the notice of the house through the calling attention motion. The minister is usually given is usually given a short notice to prepare himself\his reply. Administration is kept constantly under review and responsibility ensured. In Short Notice Discussion the speaker may permit short discussion on matters of importance and urgency and the members are not satisfied with the answer to the questions or any information given by the ministers. This discussion is not for more than 21\2 hours and there is no voting on the discussion but the government has to make a reply.

India has adopted the Parliamentary form of government. Under this system, in the traditional parlance, the Legislature, the executive and the

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Lucknow, 2003, p-465
Judiciary for the three branches of the government. The Legislature in India is however, the focus of power as the Indian Constitution vests sovereignty in the people and the will of the people is expressed through the Legislature\textsuperscript{6}. The nature and scope of legislative debates also determine the impact of the legislative control. The debates and discussion are the main weapons in the hands of the members. But this weapon is subject to many limitations. The major limitation is that the time allotted for deliberations is limited. Even this limited time is often wasted in discussing trivial matters and party politics rather than on the assessment of government working, efficiency and improvement.

Debates on Enactment of Acts and Amendments the various readings of a bill provide opportunities to the members of Parliament is approached for the amendment in the Act, the members again get an opportunity to discuss the same. Budget Discussion: Since the introduction of the Budget on Account Parliament has greater opportunity of discussion on the budget proposals. The members of Parliament have various opportunities of discussing the budget on the following occasions. After the presentation of the budget general discussion takes place. On this occasion the discussion relates to the budget as a whole or any question of principles involved therein. Voting on grants provides the second opportunity. Discussion at this stage is confined to each head of the Demand and if cut motions are moved to the specific points raised therein, in the discussion is sufficiently pointed and may be focused on specific points. Discussion on the finance Bill provides an endless opportunity to discuss the entire administration. In the words of G.V. Mavlanker, It is an acknowledged principle that any subject can be discussed on the Finance Bill and any grievance ventilated. The principle being that the citizen should not be called

\textsuperscript{6} Mary Parmar, Effectiveness of Legislative Control through Parliamentry Committee, Vidhanmala, Vol-II, No- 1, June- 2008, p- 96
upon to pay, unless he is given, through Parliament the fullest latitude of representing his views and conveying his grievances.

The discussion on the budget in Parliament provides the members with opportunity to review, the working of various Departments and Ministries. It also enables them to elicit information on the progress achieved in the implementation of various programs undertaken by the Government. The members get an opportunity of examination the worthwhileness and the social and economic implications of the new expenditure proposals included in the budget.

In India the instruments of legislative control are: Question adjournment motions Resolutions votes Budgets and Legislative committees – Public account committee, estimates Committee, on subordinate legislation and the committee on Assurances. These tools of exercising legislative control are described here briefly.

Question hour: The first hour of every Parliamentary day is reserved for question which provides an effective form of control. Question asked can keep the entire administration on its toes. A question is an effective device of focusing public attention, in a striking manner, on different aspect of administration’s policies and activities. Any administrative action can provoke a question, through the member cannot compel the Minister to give the answer. The Speaker too may disallow certain question. A question is asked with a view to getting information, obtaining ministerial opinion on a subject or simply hammering the government on alleged weak points. Many of the question may be trivial but some do cause tremendous harm to the Government the Life Insurance Corporation episode of 1956 resulting in the resignation of Finance Minister arose from an answer to a question. This is a widely known popular and commonly employed method of ensuring accountability. From
time to tie members have been raising matters of great importance though their question\textsuperscript{7}.

During the question hour in parliament, any member can ask any question seeking information on any matter. The minister concerned replies to these questions with the aid of his secretaries who supply him requisite information. If the answer is found to be unsatisfactory, supplementary questions could also be put. The purport behind the question hour is to ventilate public grievances and to draw the attention of the house to the various facilities provided by the government. Since the questions may concern any branch or field of administration, public officials are constantly alert, conscientious and responsible for their official acts.

Adjournment Debates: The device of adjournment motion is a tool day to day control, and be utilized for raising a discussion in the House on any specific question or urgent nature and of public importance. If allowed by the presiding officer, an immediate debate takes place on the matter raised, thus suspending the normal business of the House. In practice, it has been seen that the speaker has shown a consistent tendency not to interpret the term urgent nature and of Public importance liberally. In Debates and Discussion the parliament may exercise control through various debates and discussions which provide an opportunity for the review of government policies and their implementation processes. The more notable occasions for discussions among these are, during the president’s inaugural speech to both houses of parliament, the budget speech to the finance minister of during the introduction of new legislative proposals.

Parliamentary committees: Modern parliaments are so overburdened with work that they neither have the time nor the technical expertise to go into the details of the work in of various administrative agencies and government

\textsuperscript{7} Ravinder Kumar Verma, Question Hour in Bihar Legislature, Vidhanmala, Vol- 12, No- 2, July- December- 2005, p-43
was departments. Thus the parliamentary committee system was evolved to act as a watch on public administration and governmental functioning. Some of the important committees in India are the public accounts committee, the estimates committee, committee on public undertakings, and the committee on subordinate legislation among others.

Governor address: The Governor addresses is prepared by the government and each minister is responsible for the portion pertaining to it. The Governor’s address broadly spells out the major policies and activities with which the executive would be pre-occupied in the period immediately ahead. The members of legislature have an opportunity to criticize the entire realm of administration for its alleged acts of omission and commission. In democracy legislature can perform many functions, out of them one of the most important is the control over administration. The Parliament of India control administration through various devices such as Parliamentary questions, motions for adjournment on matters of public importance, debates and discussions on the floor of the House. Parliamentary committees also exercise control.

REVIEW OF LITERATURE
The major works on legislature includes:

**B. Shiva Rao (1968)**, explain the rights and power of legislator in Indian constitution. The dispute on the topic of rights and powers of legislator has been explained. The rights and powers of legislator in Indian constitution reference to the dispute have been explained.

**Mishar (1975)**, highlights the working of the Bihar Legislative Assembly during question hour and shows that some members make little or no

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9 Dip Narain Mishar, Question Hour in the Bihar Legislative Assembly - A Study in the Behaviour of Members, Ministers and Civil Servants, Journal of Constitutional and Parliamentary Studies, Vol. IX, No. 2, pp. 188-198, April-June, 1975
use at all of their right to put questions. Out of total membership of 318, no matter whatever be the question days, only a majority of members participated. In the smallest session (the sixth session) of the First Assembly lasting for 5 days only, 128 members participated. In the longest session, the 9" session, lasting for 60 days, only 248 members participated. More or less this remained the trend in the succeeding sessions. The study also makes it clear that the important members of the Assembly never hesitate in putting questions. The back-benchers, however, do not put questions in any considerable number.

**Basu (1979)**, find out that the restrictions imposed by the Speaker of West Bengal on limitation of starred questions, not more than six questions for reply at anyone session. This paper highlights such type of restrictions in other states and suggested theft a committee on questions under the Chairmanship of the Speaker should be appointed to weight the importance of the question and other things to include the question in the list.

**Singh (1979)**, deals with the leaderships pattern among different castes in various Haryana Legislative Assemblies (1967 to 1982). It concludes that the agriculturist castes have the predominant position during the successive Assemblies in Haryana.

**B.R. Sharma (1982)**, gives an critical analysis of the role of the Governor regarding appointment of the Chief Minister.

**Das' & Shah (1983)**, highlights the administrative problems in asking of questions. This is an imperial study and analyses' that the middle aged Orissa legislators were more effective during the question hour and the member of

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questions asked by the law and post-graduated were in majority. Being a sociological study, it discusses the age, education, occupation, caste, experience and participation of Orrisa legislators.

R.K. Bhardwaj (1983)\(^{14}\), deals with some aspects of Haryana legislators' under the caption: 'The Haryana Governments’ Guidelines Legislators, Public Servants' for establishment of harmonious relationship and participation in developmental works and redressal of public grievances. The study further says that the legislators are expected to educate the public about the government's policies and programmes and help in enlisting cooperation of the people in their implementation. So, it serves only as a compendium of guidelines to the legislators. Among-the earliest studies on pattern of representation in Lok Sabha, W.H. Morris Jones' *Parliament in India*, studies the sociological background of the members of the Lok Sabha and Rajya Sabhaas they stood in 1952.\(^ {15}\) In the case of the Rajya Sabha the survey of background traits and political affiliations has been extended by Bhawani Singh up to 1962.\(^ {16}\)

Richard Sisson's and Lawrence L. Sharader's\(^ {17}\) they have covered the socio-economic, educational and political background of the legislators, the legislative elite mass gap, the pattern of constituency linkages, within and between the parties, the factions within the ruling party (Congress) in Rajasthan against the overall perspective of recruitment and political integration. The study empirically bears out the fact of linkages and their integrative systemic role.

Manindril Kumar's\(^ {18}\), A Study of Role Perception of Himachal Pradesh MLAs", "Interviewing Indian State Legislators for Legislative

\(^{14}\) *Parliamentary Democracy and Legislators*, New Delhi: National, 1983


\(^{17}\) third Legislative Assembly in Rajasthan.


S.S. Chahar (1989)\(^{19}\), analysis the nature and practice of supplementary questions in Haryana Assembly. This paper is divided into five parts; the first part deals with the importance and the objectives of the supplementary questions. The second part embodies the procedure regarding these questions. The actual practice of supplementaries in Haryana Assembly has been examined in part three. The fourth part records the salient findings of the study. Last part includes the conclusion and suggestions for improving the transaction of the transaction of the supplementaries.

C.M. Jain (1972)\(^{20}\), deals with the emergence of the legislative body in Rajasthan; socio-economic profile of its legislators and its proceedings during various sessions and sitting; role of the opposition and the presiding officer within the assembly. However, this study is purely constitutional which lacks comparative framework. It doesn't cover the legislative process regarding bill's, nature of discussion on Governor's Address and Budgets etc. Furthermore, it does not highlight the decision-making process, questions and behaviour of the legislators in the assembly.

Richard Sission and Lawrance. L Shrders (1972)\(^{21}\), analysis the socioeconomic, educational and political background of legislators, the legislative elitemass gap the pattern of constituency linkages factions with the ruling party (Congress) in Rajasthan. However, the study does not probe into

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\(^{20}\) C.M. Jain, State Legislature in India: A Study of Rajasthan Legislative Assembly, New Delhi., 1972

\(^{21}\) Richard Sission and Lawrance. L. Shrders, Third Legislative Assembly of Rajasthan, 1972
the inner-functioning of the Legislature.

**P.D. Sharma (1974)**, brings out the geographical, demographical and physical dimensions of the state. It also examines the socio-economic background of the legislators of the second and the third Haryana legislative assemblies. It examines Legislators' attitude towards some public policies, their role orientation within and without the assembly and resume of party politics of the State. However, the study does not touch upon the inner-functioning and day proceedings of the assembly during its sessions and sittings.

**Baldev (1977)**, deals with some aspects of state politics of Haryana; the formation of Council of Ministers and Executive legislative relationship.

**Shashi Lata Puri (1978)**, is an interesting study in the sense that it takes into account the socialization of the political actors in its broader sense. Struggling hard to delineate the socialization pattern of Rajasthan Legislators, she explains the functional aspect of State legislature taking in account the role of legislative elite.

**Ranbir Singh (1979)**, deals with the leadership pattern among different castes in various Haryana Legislative Assemblies (1967 to 1982). It concludes that the agriculturist castes have the predominant position during the successive assemblies in Haryana.

**S.R. Maheshwari (1979)**, deals with the institution of Governor, Council of Ministers and organisation of Secretariat of a state legislature. It focuses, in particular, on the administrative machinery of a state legislature.

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22 P.D. Sharma, Political Socialization of Political Elite in Haryana, Ph.D. Thesis, Kurukshetra University, Kurukshetra, 1974
23 Baldev, India from Indira to Morarji Desai, New Delhi, 1977
26 S.R. Maheshwari, State Government in India, Delhi, 1979
Arun Shourie (1980)\(^{27}\), deals with government and politics of Haryana during the Janata Party regime.

R.B. Jain (1980)\(^{28}\), endeavours to analyse and evaluate the attempts of such scholars to develop behavioural information about law makers and Legislative Assemblies. This work makes a pioneer effort to assess their promises and limitations in the Indian context, comparative legislative behaviour, evaluate the traditional functions of legislative institutions within the developmental framework, probe into the potentiality of the representative paradigm for comparative legislative research and plead for a realistic recognition of the field of legislative administration for reorganizing legislatures into more efficient mechanism to enable them cope with their increasingly significant role in the government process.

Dalip Singh (1981)\(^{29}\), examines and analyses the politics of Punjab in terms of its actual political process i.e. coalition making, defection, politics of President's Rule and Election Politics etc. However, it does not highlight the role of the legislators within the without the assembly and the functional aspects of the assembly.

S. Kaushik (1982)\(^{30}\), tries to differentiate between electoral process as it works in the urban India from its rural counterpart. Given the background of a higher degree of political awareness due to better communication, more literacy and a greater social differentiation, the urban voters express a more clearcut preference by way of their voting pattern. The trend however, has not evenly spread throughout India. But states like West Bengal, Punjab, Tamil-Nadu which have higher degrees of urbanization also have higher degrees of voter turn out.

\(^{27}\) Arun Shourie, Institutions in the Janata Phase, Bombay, 1980
\(^{28}\) R.B. Jain, Comparative Legislative Behaviour: Research Explorations in Indian Perspective, Uppal Publication, New Delhi, 1980
\(^{29}\) Dalip Singh, Dynamics of Punjab Politics, Punjab, 1981
\(^{30}\) S. Kaushik, Elections in India, Its social basis, Calcutta, 1982
R.K. Bhardwaj (1983) deals with some aspects of Haryana Legislators' under the captions. ‘The Haryana Government's Guidelines for legislators, Public Servants' for establishing of harmonious relationship and participation in developmental works and redressal of public grievances. The study further says that the Legislators are expected to educate the public about the government's policies and programmes and help in enlisting about the government's policies and programmes and help in enlisting cooperation of the people in their implementation. So it serves only as a compendium of guidelines to the legislators.

Balbir Singh Chauhan (1984), it emphasizes mainly the Estimates Committee and Public Account Committee in particular and other Committees of the Assembly in general.

I.N. Tewary (1985), studies the representation of politician of Uttar Pradesh which anlaysis the elitist composition of the prescriptive decision which analysis the elitist composition of the prescriptive decision makers, reflects on the process of their casual and not causal socialization, identified the role of leadership, narrates the story of alienated minority and digressed harijans etc.

S.S. Chahar (1986), undertakes a' wider perspective in his study on the working of Haryana Legislature. It throws a light on socio-economic and political aspects of the state, working of the assembly besides contributing a full-fledged chapter on socio-economic profile of Legislators from First to fifth legislative Assemblies.

31 R.K. Bhardwaj, Parliamentary Democracy and Legislators, National Publisher, New Delhi, 1983
32 Balbir Singh Chauhan, Role of the Committees in Haryana Vidhan Sabha, Ph.D. Thesis, Maharshi Dayanand University, Rohtak, 1984
33 I.N. Tewary, State Politics in India: A Study of Legislative System' in Uttar Pradesh, Delhi, 1985
Shashi Kala (1995) deals with the socio-economic profile of legislators of the fifth and sixth Assemblies as well as their value orientation. The process of political socialization of Legislators has also been discussed at length.

V.A. Pai Panandiker & Ajay K. Mehra (1996), provided a historical background to the emergence of the British government and in the British rule in India. While scanning the debate of the Constituent Assembly on the choice of the parliamentary form of government as against the presidential system, they approvingly cite the views of B.R. Ambedkar and K.M. Munshi who favoured the "responsibility" and "accountability" of the parliamentary system over the apparent advantage of "stability" of the presidential system. The author's also discussed the position and powers of the Cabinet Secretariat and the Prime Minister's Office. The authors have traced the evolution of both the institutions and examined their respective 'influence on policy' and decision making in the government.

Rajmohnn Gandhi (2001), explain various experience of legislative behaviour detail and discuss his own experience related to legislative assembly during his political carrier. Gandhi describes some important points of practical legislative behaviour in his article.

Pitam Singh (2003), presents the study of women Legislators in Uttar Pradesh covering right from first election in 1952 to fourteenth elections in 2002 focusing on five main areas; the social profile, the routes they have taken to get to their political position, their role performance, the policy issues they raise in the Assembly and their social and cultural barriers to participate in

38 Pitam Singh, Women Legislators in Indian Politics, Concept Publisher Pvt., New Delhi, 2003
politics etc.

S.S. Chahar (2004)\textsuperscript{39}, traces the origin and formation of Haryana state as well as its political process. However, a comprehensive picture of assembly elections held since 1967 as well as the major political developments occurred during this period, is presented. How the game of Aya Ram and Gaya Ram started despite the clear majority of the Congress party led by B.D. Sharma and the formation of United Front government led by Rao Birendra Singh. It also traces the legality of President's rule imposed on the majority government of Birendra Singh only after a period of 8 months. The mid-term election 1968 witnesses the emergence of Bansi Lal as the Chief Minister who became very popular on the plank of development of the state. By the time of 1972 elections, he became a undisputed leader of the Congress in Haryana and won the election with huge majority and sworn in as the Chief Minister again. Rather it was a straight contest between the Congress (I) and the Congress (O). With the collapse of syndicate after a few months left no significant opposition to Bansi Lal in the assembly but he remained in controversy because of Riwasa incident~ kidnapping of opposition MLAs and dissidents etc. Moreover, he lost two seats in a by-election of three assembly segments However, at this time he was elevated as the Defense Minister of India and B.D. Gupta was sworn in as the Chief Minister of state in 1975.

Vol. II casts a comprehensive light on the Assembly elections held in 1977,1982,1987,1991,1996 and 2000 as well as the major political developments took place in the state during this period. Because of misdeeds and excesses of emergency imposed in June 1975 by Indira regime, one decade of the Congress rule in Haryana was swept when the Janata Party secured 75 of the 90 seats. However, despite such a huge majority, the government led by Devi Lal could not last long and it fell down on June 25, 1979, under its own

pulls and pressures, when Bhajan Lal manipulated the majority through *Bharat darshan* style of drama. Apart from the fight between the two sons of the Chief Minister, frequent interference of the party high command also play havoc in bringing down the government. Interestingly Bhajan Lal defected to Congress(I) with his entire council of ministers just after the Lok Sabha polls, 1980. In 1982 elections, the electors did not give a decisive mandate to any party and the then Governor G.D. Tapase played a dubious role by first inviting Devi Lal to form the Lok Dal-BJP alliance government but at the same time invited Bhajan Lal in Haryana Bhavan (New Delhi) and sworn in as the Chief Minister hurriedly which led to great political drama in the state. Again despite the sweep victory of Congress (I) in Lok Sabha polls 1984, Bhajan Lal was replaced by Bansi Lal in 1986, just a year before the ensuing assembly elections in 1987. However, the Lok Dal BJP alliance captured 77 seats and Devi Lal became the Chief Minister and he continued till he was elevated as the Deputy Prime Minster of India in December 1989. Thereafter, Chief Ministership changed hands frequently because of alleged violence in Meham by-elections, faction fighting in the ruling party etc., which created political instability in the state. In 1991 elections, the Congress captured power by bagging 51 seats and Bhajan Lal formed the government. Despite the BKU agitation, flood devastation in 1995, he continued till 1996. But because of firing on villagers at Brahi, BKU agitation hike in power tariff, strong emergence of corruption, fall out of Yamuna accord, the ruling Congress lost to HVP- BJP alliance and Bansi Lal formed the government. Unfortunately; bickering started in the ruling alliance just after a few months on the issues of mishandling of farmers agitation leading to several deaths, police action against the BJP workers/legislators in 1998, emergence of crime and corruption because of weak implementation of prohibition etc. compelled the BJP to withdraw its support after 37 months. In spite of temporary support of the Congress, the government could not survive and fell down and OP Chautala
formed the government on July 24, 1999 and continued till 2000. The INLD-BJP alliance captured power in these elections. However, the incident of firing on farmers in Jind in 2002, over looking the farmers interest, snapping the ties with the BJP, poor law and order, HVP merger with the Congress etc weakened the electoral base of the ruling INLD which lost to the Congress in 2005 and 2009 Assembly elections.

Apart from it, the study provides a broad view of political recruitment of Women since 1967, where it is merely 2.92% in the case of Haryana Legislative Assembly.

S.S. Chahar (2004)\(^40\), Provides a comprehensively analysis of socio-economic profile of legislators in Haryana from 1967 to 2000 apart from the socio-political conditions prevailing in the state. The broad inferences drawn by him include that - the middle aged legislators have maximum representation in the assembly and this applies to almost all major political parties, more than 50% legislators are graduates though their number declined from 6\(^{th}\) to 10\(^{th}\) assembly, the legislators belonging to agriculture sector constituted the single largest group but still under-represented against their population of 65% in the state, less than 50% members have prior experience of party organization or local bodies, declining or rather vanishing representation of freedom fighters, % members belong to rural areas, all are married, representation of women is abnormally low to 6% against their population of 46% in the state, against the two child norms, majority of legislators have 3-4 children, under--representation of Jats etc. Moreover, the representation of Jats, scheduled castes and women has been discussed in separate chapters.

Mohammad Yasin & P.K. Sengupta (2004)\(^41\), the authors have been forthright in mentioning the problems like activated protest generation, erosion

\(^{40}\) S.S. Chahar, Pattern of Legislative Leadership in India’: A Study, Sanjay Prakashan, New Delhi, 2004

of legitimacy and order etc. of Indian state. Our government is wary that these new crops of problems have been sending unfavourable signals to Brettonwood institutions which have prepared the hidden script of globalization and liberalization.

D.D. Basu (2008), examine the legislation of England and America countries to the point of view with comparison India's legislation. In his book Introduction to the Constitution of India has explained about the constitution.

Ashutosh Kumar & Ravi Ranjan (2009), discuss the various aspects of Indian political system, union and state legislature and its functioning in detail.

Chahar (2003), that (i) the tenor and temper of the Assembly proceedings have been deteriorating over the years and the Opposition has had unwillingly helped in the process of erosion; (ii) the negative sentiments have persisted and the Members have tried to cross all parliamentary norms of conduct in the House; (iii) in a democratic set-up healthy criticism is always preferred to unsubstantiated allegations. But the sole aim of the ruling, as well as, the opposition parties seems to malign each other's image and most of the time of House is being wasted in personal allegations and counter-allegations; and (iv) the Speaker has not been able to control the House partly because of his own partisan attitude and partly because of the arrogant behaviour of the Leader of the House. The State spends hard-earned money on sittings of the Assembly so that the Members can discuss the problems of the people in a serious manner. Therefore the Members behaviour should be in line with the expectators of the people who have sent them in the Legislature. They should take up the problems and grievances of the people seriously which may help in

ge1.ting their timely solution from the Executive.

Moreover, the Members should be punctual and vigilant and must know what is transpiring in the House. Regular attendance is the first pre-requisite in respect of discharging the legislative duties responsibly. The Speaker should function over the and above the petty party politics to restore the dignity and prestige of the august office. To help the Speaker in discharging his duties, a Code of Conduct may be devised for the Members.

Verma (2005), conclude that the Question Hour is the most important time of the House; it is also the most effective parliamentary instrument of surveillance over the Executive. Parliamentary question is multi-functional: it is used for seeking information, seeking governmental action, providing alternative policies, ensuring the Minister's control over the bureaucracy, facilitating backbenchers with opportunity to participate in the proceedings of the House, interest articulation and aggregation, and for ensuring legislative control over the Executive. Having its origin in England, it has acquired significance in the Parliaments especially of the Commonwealth of Nations. It was introduced in India well before independence in the later part of 19th century; however, its democratic character evolved gradually over the past hundred years. In Bihar, it was introduced by the British in the Legislative Council. After the creation of a separate Legislative Assembly for Bihar in 1937, its scope was enlarged and the device became an instrument for the people's grievance redressal. It is hoped that negative trends seeping into the legislative behaviour during the past few decades may not adversely affect this important instrument at the hands of the Members.

Parmar (2008), conclude in this paper that the control of Parliamentary Committees have proved not to be so effective in the Indian

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context due to many structural-functional, political and other constraints. Multi-pronged remedial measures are needed in this respect. Instead of patch-up remedies, encouragement to innovations would be a welcome step.

Satish Kumar (2009)\textsuperscript{47}, find out that 'generally the courts have always recognized the privileges of Parliament but it is also true that since the Judiciary started the Presiding Officers of the Legislatures started interpreting the antireflection law to suit the ruling parties designs, the Judiciary got an opportunity to intervene in internal matters of the Legislatures.

Devender Singh (2010)\textsuperscript{48}, explain the basic function of the parliament is to make laws, among them or replace them. The process of law making or the legislative process, in relation to the parliament, may be defined as the process by which a legislative proposed brought. before it, is translated in to the law of the land. All legislative proposals and brought before the parliament in the form of Bills. A bill is statute in the draft form and cannot become law unless it has received the approval of both the Houses of the parliament and the assent of the President of India. The process of law making begins with the introduction of a bill in either house of the Parliament.

Thus a large number of studies have been conducted on various aspects of legislative bodies in the states but they have applied historical, legal, institutional and narrative descriptive approaches. Research on government and politics of Haryana in general and profile of Lok Sabha members in particular remains to be undertaken.

S.S. Chahar's, (2002)\textsuperscript{49} discussed in this paper like, age, education, occupation, prior experience; rural urban background, marital status, sex ratio,

\textsuperscript{47} Satish Kumar, Parliamentary Privileges and the Judiciary in India, Vidhanmala, Vol. III, No. II, pp. 94-98, New Delhi, 2009
\textsuperscript{49} S.S. Chahar, Profile of Legislatures in Haryana: An Inter-Party Analysis of 8\textsuperscript{th} & 9\textsuperscript{th} Assembly, Journal of Constitutional and Parliamentary Studies, Vol-XXXVIII, No-1-4, Jan-Dec 2002, p-127
family size, caste composition etc. These indicators highlight that the dominant age group among legislators of both the assemblies as well as among the main political parties is 41-50 years, they are better educated than general public higher percentage represents the farming community, those with prior experience of local bodies and public undertakings, two-third of them have rural background, almost all are married, women representation is very low, majority of legislators have three to four children etc.

IMPORTANCE OF THE STUDY

In a democratic system, legislatures are the key elite of the society. The legislature is a barometer that measures the likes and dislikes of the public at large. In addition; legislatures may be treated as one of the pillars of the regime, without this institution, a constitutional order may be no longer said to exist. The institution of legislature bridges up the gap between the rulers and the masses. This is accomplished through the legislators because the latter are both the articulators and representatives of the public aspirations, mood and feelings.

Moreover, a legislature plays an important role in political and socio-economic affairs of the nation. It formulates policies and implements them. Legislature also serves as a training ground for future political leadership and strengthens consensual institutional continuity. It removes the government which has lost the confidence of the people and offers an opportunity to the leader of the majority to form the same. Thus, a legislature represents the responsible government in an embryonic form, a hope that must be cherished and nourished.

The legislature provides a check against the otherwise unlimited authority of the executive branch. It acts as a sounding, platform for ideas that otherwise will not be exposed elsewhere. It opposes or supports criticisms or hails the policies of the government and gives various suggestions. This all is achieved through the members of the legislature.
In any democratic system like Indian administration or government is answerable for all its acts towards the legislature and through the legislature to the people. India has two tier of government system, one at union level and second is state level. Both level of government parliamentary system is adopted. Legislature control over administration is an important part of the administrative system in India. There has not been sufficient research work in the field of legislative control over administration at state levels in general and particular in Haryana. So fill this gap the investigator take this topic for research.

**STATEMENT OF THE PROBLEM**

The legislative control over administration to make it accountable towards public. It is the duty of the legislators as representatives of the people to keep a continuous and systematic control over administration. There are few studies on legislative control over administration in general and, particular in Haryana. Hence "Legislative Control over Administration: A Study of Haryana (1996-2009)"

**OBJECTIVES OF THE STUDY**

The main objectives of the study are:

- To study the origin of Haryana state.
- To study the legislative structure of Haryana state.
- To examine the profile of legislators.
- To probe the legislative control over administration during the discussion on Governor's Address, Budget, question hour, motions, bills, resolution and no confidence motion.
- To analyse the elements of legislative behaviour.
METHODOLOGY OF THE STUDY

The present study is related to the legislative control over administration in Haryana. The study covers the period from 1996 to 2009 and based basically on the primary sources, books and records. Those who actively participated in the deliberations of the Assembly are traced out while going through the debates of the Haryana Vidhan Sabha and observations of its session. The data and information obtained from the primary sources are supplemented by the secondary sources wherever necessary. So far as the primary sources are concerned, an intensive survey of the official record also undertaken. For this purpose the Haryana Vidhan Sabha Debates right from 1996 to 2009, periodical publications of the Haryana Government, Who's Who, Haryana Vidhan Sabha and such other available material in assembly's secretariat are closely examined. To study this method of content analysis is applied.

SCHEME OF CHAPTERISATION

- First chapter is related to general introduction of Haryana legislative control over administration, review of literature and also deal with the methodology of the study, objectives and importance of the study.
- Second chapter highlights the Socio-economic profile of Haryana State.
- Third chapter deals with the composition of Haryana legislative assembly and socio-economic status of the members of legislative assembly of Haryana.
- Forth chapter explains the process of legislative control over administration mainly, question hours, governor addresses, discussion on budget, calling attention motions, debates etc.
- Fifth chapter point out the legislative behaviour of the members.
- Sixth chapter concludes to the main findings and suggestions of the study.