



renaissance

college of commerce & management

B.A. (HONS.) Mass Communication I Year

Sub. – Public Administration, Society and Media

B.A. (Hons) Mass Communication- I Year

Subject : Public Administration, Society and Media

Syllabus

UNIT-I	Concept of administration, Administration in historical perspective, Composition of administration, Public administration organizational principles, Personnel administration Recruitment, Promotion, Training. Executive legislative and judicial control over administration. Administration reforming and their impacts.
UNIT-II	Areas of Administration Forms and areas of Administration, Public Administration and its Character in India, Public Undertaking Administration Administrative Tribunals, Intelligence Administration Law & 82 Order Administration, Defense Administration etc., Administration & Society-Administration of Various Levels Central State, District, Jila Sarkar, Panchayati Raj and Gram Sarkar, Lokpal & Lok Ayukta, Administration and Backward Society, Influence of Castes, Class and Creed Prejudices over Administration.
UNIT-III	Administration & Media Press, Society and Administration, Media understanding of Administration, Coverage and Relation, Administration and Freedom of Press, Mass Media. Dialogue and the State, Chief Minister: Powers, Role and Position. Council of Ministers and State Legislature. Organization and Structure of State Administration. State Secretariat and Directorate
UNIT-IV	District Administration: Evolution, Features and Functions. District Collector: Evolution, Appointment. Functions and Position. Police Administration at District Level: Organization and Functions, Block Development and Panchayat Officer, Tehsildar, Social Welfare Administration in India: Institutional Framework and Programmes of Centre and State Governments programmes for the Welfare of Scheduled Castes, Women and Children.
UNIT-V	Agriculture Development Problems and causes for the Backwardness of Agriculture development. Programme and aims of the Centre and State Government for Agriculture Development, Concept of Citizen Centric Administration: Evolution, Concept, Features and Significance, Decentralization and Delegation: Concept and Benefits. Grievance Redressal Mechanism: Grievance-Meaning and Agencies for Redressal of Grievances at centre and state levels



UNIT-I CONCEPT OF ADMINISTRATION

What is administration?

According to Theo Haimann, "Administration means overall determination of policies, setting of major objectives, the identification of general purposes and laying down of broad programmes and projects". It refers to the activities of higher level. It lays down basic principles of the enterprise. According to Newman, "Administration means guidance, leadership & control of the efforts of the groups towards some common goals".

What is management?

Management involves conceiving, initiating and bringing together the various elements; coordinating, actuating, integrating the diverse organizational components while sustaining the viability of the organization towards some pre-determined goals. In other words, it is an art of getting things done through & with the people in formally organized groups.

How Administration is different from Management

On the Basis of Functions: -

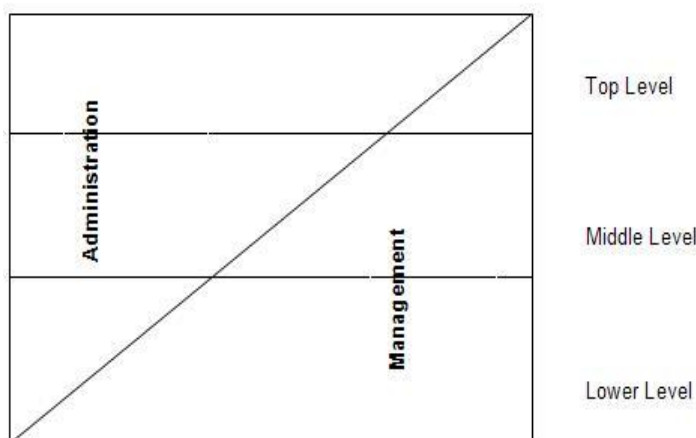
Basis	Management	Administration
Meaning	Management is an art of getting things done through others by directing their efforts towards achievement of pre-determined goals.	It is concerned with formulation of broad objectives, plans & policies.
Nature	Management is an executing function.	Administration is a decision-making function.
Process	Management decides who should do it & how should he do it.	Administration decides what is to be done & when it is to be done.
Function	Management is a doing function because managers get work done under their supervision.	Administration is a thinking function because plans & policies are determined under it.
Skills	Technical and Human skills	Conceptual and Human skills
Level	Middle & lower level function	Top level function



On the Basis of Usage: -

Basis	Management	Administration
Applicability	It is applicable to business concerns i.e. profit-making organization.	It is applicable to non-business concerns i.e. clubs, schools, hospitals etc.
Influence	The management decisions are influenced by the values, opinions, beliefs & decisions of the managers.	The administration is influenced by public opinion, govt. policies, religious organizations, customs etc.
Status	Management constitutes the employees of the organization who are paid remuneration (in the form of salaries & wages).	Administration represents owners of the enterprise who earn return on their capital invested & profits in the form of dividend.

Practically, there is no difference between management & administration. Every manager is concerned with both - administrative management function and operative management function as shown in the figure. However, the managers who are higher up in the hierarchy denote more time on administrative function & the lower level denote more time on directing and controlling worker's performance i.e. management.





Public Ad is basically an aspect of the broader term “Administration”. It caters for the implementation & execution of government policies. It is basically related with the management of programs and policies, meant for the public. Moreover, it deals with the analysis of the policies & their revaluation. It refers to the study of activities of state which may be related to executive, legislative or judiciary. It deals not only with the processes but also the substantive field. It is also known as governmental administration; hence the focus of Pub Ad is on public bureaucracy of the government. It is an instrument not only for protecting & restraining but also fostering & promoting. A country’s progress is directly determined by the quality of its public administration.

What is Public Administration?

Public Administration - meaning, concepts and definitions-

The word public administration is taken from two Latin words, **Publicus**, which means people and **Ad ministrare** which means to manage and to serve. Hence in a general sense public administration means to serve and look after the people. Literally it means management of public affairs.

Various experts defined Public Administration as follows-

Woodrow Wilson- The Public Administration is detailed and systematic execution of law. Every particular application of law is an act of administration.

L. D. White- Public Administration consists of all those operations having for their purpose of fulfillment or enforcement of public policy.

Luther Gullick- Public Administration is that part of science of administration which has to do with government and thus concerns itself primarily with the executive branch where the work of government is done, though there are obviously problems in connection with the legislative and judicial branches.

P. Mc Queen- Public Administration is administration related to the operations of government.

E. N. Gladden- Public Administration is concerned with the administration of government.

Waldo – Pub ad is the art of science of management applied to the affairs of the state.

Nature of Public Administration

Though it is much disputed but the Nature of Public Administration could be understood by these three views-

The Integral View- L.D. White, P Fiffner, F. M Marks etc. are supporters of this view according to which Public Administration is comprised of all the activities which are undertaken to accomplish the given objectives. It is basically sum total of managerial, technical, clerical and manual activities.



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The Managerial View- Luther Gullick, Simon, Smithburg, Thompson etc are followers of this view. In this concept only the **management related activities of administration** are concerned. **Thus this concept is related only with the activities of top authorities.**

Modern View- Gladden, John A. Peter, Democketc are followers of this view. According to this, the nature of **Public Administration depends upon its reference.**

Scope of Public Administration-

To understand the scope of Public Administration following views are available-

Narrow View- Herbert Simon and Luther Gulick follow this concept. According to this, Public Administration is basically related only with the government and executive council.

Broader View- L. D. White, Willoughby, F. M. Marks etc postulated this view. According to this all the three parts and pillars of democracy are included under the jurisdiction of Public Administration.

POSDCORB:-In the field of Public Administration and Management, POSDCORB is broadly used as the classical view of Organizational theory. It was appeared most conspicuously in a 1937 paper by Luther Gulick and Lyndall Urwick. However, he first showed the concept in 1935. Primarily, POSDCORB was proposed in an exertion to develop public service professionals. A memo prepared while he was a member of the Brownlow Committee, in his piece "Notes on the Theory of Organization". Luther Gulick is asked verbally "What is the work of the chief executive? and What does he do?" POSDCORB is the answer of these questions, "considered to call devotion to the numerous functional elements of the work of a chief executive because 'management' and 'administration' have lost all exact content." According to Gulick, the elements are:

P =Planning, O =Organizing, S =Staffing, D =Directing, CO =Co-ordinating, R =Reporting, B = Budgeting



PRINCIPLES OF POSDCORB



Steps of POSDCORB:

This really refers to the many steps or phases involved in a distinctive administrative process. The POSDCORB can be elucidated in detail below:

1. **Planning:** Planning refers to the establishment a broad draft of the work to be accomplished and the process incorporated to implement them.
2. **Organizing:** Organizing involves formally defining, synchronizing and classifying the various subdivisions or sub-processes of the work to be done.
3. **Staffing:** Staffing involves selecting and recruiting the correct applicants for the job and facilitating their training and orientation while sustaining a promising work environment.
4. **Directing:** Directing entails delegating structured and decision-making instructions and orders to accomplish them.
5. **Coordinating:** Coordinating fundamentally refers to scoring and interspersing the many mechanisms of the work.
6. **Reporting:** Reporting contains frequently updating the superior about the improvement or the work-related doings. The information distribution can be through inspection or records.
7. **Budgeting:** Budgeting comprises of all the happenings that under Accounting, Auditing Control and Fiscal Planning.



Example of POSDCORB:

Contemplate a multinational opening an exercise concerning a decent number of staffs in the staff. As per POSDCORB, the planning phase would be doing the thorough investigation of the number of individuals needed, work type, team size etc.

Staffing and organizing phases would be the Human Resource department created a list of individuals i.e. superintendents and minions who would execute this role. Once this is completed, as per POSDCORB guiding would be giving directions and warranting implementation of the strategy as per the obligation.

To safeguard an improved two-way communication, managing plays a prime role. On one occasion all this completed, the different ways of reporting are done which confirms responsibility and accountability of the team. Lastly, the budget to be distributed is considered.

Significance of Public Administration-

- The administrative state and Public Administration are synonymous. The Public Administration executes the policies and work of the state.
- It provides constancy to the state.
- The Public Administration is an instrument of social change.
- It accelerates industrial development.
- The defense and security of a nation depends upon the Public Administration.
- It helps in providing basic facilities like education, health, entertainment etc to the common people.
- It helps for national integration. It plays vital role in execution of judiciary and legislative related works.

Administration in historical perspective-

Though as a subject, Public Administration is a new concept but its existence is prevailing since ancient time when the human civilization developed as a state. It was incepted with the need of law and order. Even in the epics including Ramayana and Mahabharat, the concept of Public Administration is visible. Chanakya was known for his state administration. Even the European philosophers including Aristotle, Socrates etc also explained the basic concept of Public Administration. But as a subject it evolved during 18th century and that too in Europe.

For the convenience of study, the development of Public Administration as a subject, its history could be divided into following steps-

First Stage (1887-1926) - This period is known for division of Political Science with Public Administration. Woodrow Wilson, L. D. White and F. J Goodnow were the leading experts of this age. In his article, **The Study of Administration**, Woodrow Wilson wrote that the Public Administration is entirely different subject and should be studied separately from Political Science. In the first text book of Public Administration, **Introduction to the study of Public Administration**, Prof. L. D. White wrote that Public Administration is the art of controlling and coordinating several people to achieve a special objective.



Second Stage (1927-1937)- This is considered as a golden age for growth and development of Public Administration. Inception of this stage is considered with publication of W. F. Willoughby's book, **Principles of Public Administration**. During this era universal principles were designed for Public Administration.

Third Stage (1938-1947)- During this era, the basic thoughts of Public Administration were challenged by the experts hence is known as the era of challenge. In his book **The Functions of Administration** (1926), Chester Bernard established the fact that the administration is a cooperative movement which is influenced by the behaviour of the participants. This concept was challenged by Herbert A. Simon in his book 'Administrative Behaviour' stating that administration is a systematic process for decision making and execution.

Fourth Stage (1948-1970)- This was the era of crisis of identity. During this era some experts moved towards the mother science- political science. The followers of this concept and their publications were-

- John Gauss (Trends in the theory of Public Administration)
- Rosco Martin (Dominion of political science over Public Administration).

On the other hand some experts found the roots of Public Administration in administration science and argued that the administration is irrespective of its setting. Believers of this concept founded the **Journal of Administrative science** in 1956, which was a quarterly publication. The followers of this concept were March, Cyert and Simon and their publications were **Organisations** (1956), **Behavioural theory of the firm** (1963) and the **Handbook of Organisation** (1965).

Fifth Stage (1971- continuing)- It is the final stage of evolution which emphasizes on public policy analysis. During this era the public administration became an inter-disciplinary subject and developed a strong relation with other subjects like economics, sociology, psychology, anthropology etc. after the globalization, the management also became an intimate part of public administration.

Difference between public and private Administration

Administration can be viewed as the act of effectively managing the affairs of a business organisation or state. It implies the optimum use of people, information and other resources of the organisation, in the attainment of the ultimate goal of the company. The administration can be done either by public officials or private individuals. **Public administration** is a branch of economics that works with service motive. On the other end, **private administration** works with business intuition.

The public administration differs from the private administration, in three important ways, i.e. the political character, accountability and scope of their activities. Here an article is presented to help you understand the meaning and differences between public and private administration.



BASIS FOR COMPARISON	PUBLIC ADMINISTRATION	PRIVATE ADMINISTRATION
Meaning	Public administration refers to orderly managing the resources, to achieve the purposes established by the government.	Private administration is the operation, management and organization of the affairs of the business enterprise.
What is it?	It is a political process.	It is a business activity.
Operation	In governmental set up	In non-governmental set up
Approach	Bureaucratic	Egalitarian
Decision making	Pluralistic	Monopolistic
Revenue	Taxes, fees, duties, etc.	Profits
Accountability	Accountable to general public	Accountable to the owners
Orientation	Welfare oriented	Profit oriented



Public Administration Organizational Principles

There are various Organizational Principles for Public Administration. Few of them are as follows-

(1) Organization- This is the most important concept in Public Administration. It facilitates the proper utilization of men, material, money, machine and method for the target objective. Various definitions of organization are as follows-

L. D. White- Organisation is the arrangement of personnel for facilitating the accomplishment of some agreed purpose through allocation of functions and responsibility.

Urwick- Organisation is determining what activities are necessary to any purpose and arranging them in groups which may be assigned to individuals.

Gulick- Organisation is the formal structure of authority through which work subdivisions are arranged, defined and coordinated for the defined objective. Gulick identified four basis of organization.

Purpose

Process

Persons

Place

(2) Hierarchy- According to L. D. White, Hierarchy consists of the universal applications of the superior-subordinate relationship through a number of levels of responsibility reaching from the top to the bottom of the structure.

Three basic principles of hierarchy are as follows-

Principle of 'Through proper channel'.

Principle of 'Correspondence'.

Principle of 'Unity of Command'.

(3) Span of Control- According to Dimock and Dimock 'The span of control is the number and range of direct, habitual communication contacts between the chief executive of an enterprise and his principal fellow officers.' Various factor that determine the length of span of control are-

Function

Time

Space

Personality

(4) Authority and Responsibility-

A) Authority-According to Max Weber, the authority is the willing and unconditional compliance of people, resting upon their beliefs that it is legitimate. Weber classified the authority into three types- Traditional, Charismatic and Legal- rational authority.

B) Responsibility- According to G. R. Terry ' The responsibility denotes an obligation of an individual to carry out his duties.'

According to Fayol, authority and responsibility are interconnected and commensurate.



(5) Coordination- Coordination has both, positive and negative implications, positively it means bringing about cooperation and team work. Negatively it means removing conflicts, inconsistencies, friction, overlapping and working at cross purposes.

(6) Centralization and decentralization- Centralisation means concentration of authority at the top level of the administrative system and decentralization means dispersal of authority among the lower levels of the administrative system. According to L. D. White 'The process of transfer of administrative authority from a lower to a higher level of government is called centralization, the converse is decentralization.'

(7) Delegation- Various definitions of delegation are as follows-

Mooney- Delegation means conferring of specified authority by a higher to a lower level.

Terry- Delegation means conferring authority from one executive or organizational unit to another.

Various types of delegation are-

Full and Partial

Conditional and Unconditional

Formal and Informal

Direct and Intermediate

(8) Supervision- Supervision is overseeing the work of subordinates by their superiors. It involves various activities like direction, control, guidance, inspection, coordination, superintendence etc. Various types of supervision are-

Single and Plural

Line and Functional

Substantive and Technical

(9) Line and Staff- The Central hierarchy of government or administration is comprised of the line and the assisting authorities of line are comprised of staff and auxiliary units. The units concerned with advisory and preparatory operations are known as staff and those concerned with housekeeping operations are the auxiliary agencies. The line is the central element of any administrative system and the staff and the auxiliary agencies are the secondary units that serve the line. The examples of line agencies are government departments, public corporations, government companies, independent regulatory commissions etc. the examples staff and auxiliary units are general and technical staff and the housekeeping staff.

(10) Unity of Command- An employee should receive orders from one superior only. This lessens chances of confusion and manipulation in the organization. According to Henry Fayol, 'For any action whatsoever, an employee should receive orders from one superior only.'



THE FIVE CORE VALUES OF PUBLIC ADMINISTRATION



To practice **transparency** in public administration is to ensure citizens the availability of information which is deemed public. This should be an organizational goal, and is to be taken into account when conducting all public business regardless of one's job title. If the goal of an organization is to serve the citizens to the best of their ability, then avoiding or failing to achieve transparency would cause significant damage to the relationship between them and the people they are aiming to serve.

Accountability is to adhere to a standard of professionalism in the workplace. Additionally, it means to understand that our professional activities are being funded by the citizens of this country. As such, public employees are held responsible by citizens for upholding the mission of their organization. Accountability is an important aspect of the functionality of any organization public or private. Essentially, it reminds individuals that while they are employed by a professional organization they will be held liable for their actions.

Each public administrator is asked to adhere to a code of **ethics**. In order to function properly as an organization, the administrator must be held to a high degree of ethical standards. Specifically, ethics calls for administrators to display integrity, and be mindful of laws and regulations. Furthermore, this must be accomplished in order to successfully practice and promote transparency of government. Unfortunately, the importance of ethics in government is usually shown when public officials violate laws or regulations. Because of these instances, we are constantly reminded of the importance of ethics in public administration.



Professionalism is an important core value when considering the prestigious nature of our positions in the field of public administration. In essence, administrators are hired to be visionaries, in addition to being stewards of public funds and information. To be professional is to understand the importance of our jobs in the public sector, to have respect for ourselves and the organizations that we represent, and to act accordingly. Each individual is to deal with issues, whether positive or negative, in a mild and straightforward manner whenever possible. Without professionalism in public administration, the overall perception of our work and our organizations would undoubtedly falter.

Finally, there are few organizations in the public sector that are able to flourish without proper **leadership**. Practicing leadership is setting an example of professionalism for staff members and possessing the motivation to achieve organizational goals. In doing so, leaders must have the ability to recognize the talents of individuals and allow those talents to be utilized for the betterment of the organization. Admittedly, leadership can become a balancing act between becoming an active team member and taking charge of overall operations. As a leader, it is of utmost importance to stay connected with staff members, but to act in a managerial role when called upon.

PERSONNEL ADMINISTRATION

Personnel Administration deals with recruitment, placement, training, disciplinary measures, curbing nepotism and favoritism, monetary and non-monetary incentives and retirement benefits of the personnel within an organization as well as handle the nature of personnel relationships in the organization as well as assisting the top management in negotiating with labour unions. Personnel administration also includes all those activities and functions relating to policy formulation, planning, policy implementation, social change and modernization, administrative reforms and public relations in an organization.

Personnel Administration is also popularly known as Human Resources Management. Just as people of a country are its whole and sole the same way personnel (employees) are for an organization to make it successful. However, manpower (labour/people who are able to do work) itself does not contribute to the success/development of the organization, it has to be converted into human resources through systematic planning, adequate training and proper education. Human resource is converted to human capital through adequate administration. Human resources are the most important and valuable asset and part of an organization as over time their value never depreciates, in fact it only increases with the passage of time unlike other assets and resources of an organization. Adequate usage of human resources/personnel automatically ensures optimum utilization of financial, physical and technological resources.

With the emergence of democratic institutions and the welfare state, government as well as corporate tasks are on a steep increase and so there is an increased demand for personnel at every level in terms of efficient discharge of their duties and it is the job of the Personnel Administration department to assure that this demand is met at the right time with the suitable candidates.

Personnel Administration does not have a standard definition but still there is unanimity among writers on one that is as put by Flippo "Personnel function is concerned with the procurement,



development, compensation, integration and maintenance of the personnel and their inter-relationships in an organization for the purpose of contributing towards the accomplishment of that organization's major goals and objectives.

Personnel Administration is affected by the socio-economic-political environment as well. For example, in the era of welfare and developmental programmes, personnel/employees are now expected to be more efficient, effective, sympathetic and competent. People's involvement in administration is also increasing via NGOs, NPOs, Civil Society and other policies and programmes of the government.

It is not a simple area of management in today's times as Personnel management/administration has to keep the motivation and morale of the personnel high every time for them to whole heartedly perform the humongous tasks they have at hand efficiently and competently as well as sympathetically.

Thus it can be said that without an efficient personnel management/administration or more popularly as it is called Human Resources management contributing to Human Resources/Personnel Development, it is impossible to achieve organizational goals and become a successful organization.

FUNCTIONS OF PERSONNEL ADMINISTRATION

1) MANPOWER PLANNING: Manpower planning is the process of assessment of an organization's requirements in terms of number of personnel needed for a job.

2) RECRUITMENT:

Once Manpower Planning is done, the process of recruitment begins. Recruitment is the process that entails the search for prospective workers and stimulating them to apply for the jobs put up by the personnel administration on behalf of the organization. It is based on selection of the best principle where a number of applicants are invited for a single job opening and then the unwanted are eliminated selecting the one for the job who suits all the prerequisites suitably.

3) TRAINING:

Training is the continuous process of imparting and upgrading/developing professional knowledge, broader vision, correct, ethical and novel patterns of behavior habits and aptitudes, awareness of organizational as well as societal objectives, increasing morale and motivation and the employee's potential contribution to the same. It is an ongoing process of response to a need.

4) CAREER ADVANCEMENT:

Career advancement as a function of personnel administration is concerned with the activities that promote job growth or expansion of job roles/responsibilities. It is how an individual /employee manages his/her career within the organization (promotion, internal job postings, etc) and between different organizations (shifting jobs, changing organizations for career growth and development/advancement) as well as providing refinement of skills opportunities and knowledge to the employees together with identifying options of growth for them. It is an ongoing and dynamic process.

The Personnel Administration dept/Human Resources management dept has the responsibility to encouraging and supporting in reviewing and re-assessing their goals and activities as well as to



provide valuable feedback and learning activities or resources and can contribute significantly to the staff member's career development by supporting career development activities within the department.

The support for career development via the Personnel/Human Resource department is important because:

- Current information about the organization and future trends helps employees create more realistic career development goals.
- Focus on skill development contributes to learning opportunities.
- Opportunities for promotion and/or lateral moves contribute to the employee's career satisfaction.
- A greater sense of responsibility for managing one's own career contributes to self-confidence
- Career planning and development clarifies the match between organizational and individual employee goals.
- It's cost-effective to use the HRD (Human Resource dept./Personnel Administration) staff talent to provide career development opportunities within your department .
- Career development increases employee motivation and productivity
- Attention to career development helps the HRD attract top staff and retain valued employees.
- Supporting career development and growth of employees is mandated by the Philosophy of Human Resources Management.

Accountability of Public Administration: Control Devices

The misuse or abuse of authority on the part of Public Administration may assume various forms: overriding law and Constitution, violation of established procedures, lack of integrity, favouritism or nepotism, unethical or improper conduct, gross inefficiency, misuse of discretion and above all, encroachment on fundamental rights and freedom of citizens. A large number of instruments of control have been devised in order to minimize and eliminate the misuse and abuse of authority. Under the modern democratic government, these controls flow from:

- 1) Legislative or Parliamentary Control,
- 2) Judicial Control
- 3) Executive Control
- 4) Popular Control – Electorate or the People



Judicial Control

The Judicial control over administration is no substitute for parliamentary control. Infact, they are supplementary but serve two different kinds of purposes.

Courts occupy key position in India as regards judicial control of administrative action. Since we adopted the concept of welfare state, it became exceedingly necessary that the rule of law and conformity to the provisions of the Constitution are maintained and the multitudinous administrative authorities are brought under the control of courts of law.

In India the modes of judicial control of administrative action can be conveniently grouped into three heads.

- 1) Constitutional
- 2) Statutory
- 3) Ordinary or Equitable

Executive Control

The following are methods of Executive Control over administration:

- 1) The executive (Cabinet) is responsible for policy formulation, supreme direction of administration and the co-ordination and control over the various branches of administration.
- 2) Control over personnel – Appointment, promotion, removal, transfer, enforcing civil services code, etc.
- 3) Control over finances, e.g. – allocation of resources through budget, accounting and auditing system.
- 4) Rule making power, ordinances, etc.
- 5) Political control – final authority to take decisions.

CHIEF EXECUTIVE

The chief executive is the pivot around which the actual administration of the state revolves and includes all officials engaged in administration. The primary duty of the chief executive is to formulate policy and to see that it is properly implemented.

Types of Chief Executive

There are three different forms of chief executive, viz. (1) The president form, as in the USA (2) The Cabinet form, as in India and UK; and (3) the Collegiate type, as in Switzerland. The nature of relationships and the administrative functions of the chief executive in these different systems of governments differ from one another.

1) President as the Chief Executive

The Presidential pattern of government has its origin in the USA and is now confined to certain countries which are exclusively in the Western Hemisphere. The major characteristics of the Presidential system is that all the executive powers are vested in a President. It is a 'solitary' not a 'collective executive'. The President not only serves as the head of government, but also as chief of state: the ceremonial head of the nation.



2) Cabinet as the Chief Executive

The countries like Britain and India have Parliamentary system or Cabinet system of government. In parliamentary system a clear distinction is made between the head of the state and the head of governance – a nominal executive and a real executive. Here the head of the state, King in Britain or President in India possesses a nominal or titular authority whereas the real authority rests with cabinet of which Prime Minister is the head.

The Cabinet is headed by the Prime Minister. He is the captain of the team. The Prime Minister performs four important functions. (1) He is the head of the Ministry; (2) He is leader of the legislature; (3) He is the person through whom the head of the state – King or President, normally communicates with the cabinet; and (4) He is head of the legislative wing of the party and responsible for maintaining harmony with its organizational wing.

3) Collegiate Type Executive

At present Switzerland is having a mixed or collegiate type of Chief executive with some features of both Parliamentary and Presidential executive. The executive authority of the Swiss Federation is exercised by a commission of seven men known as the 'Federal Council'. The Federal Council is chosen after every four years by the Federal Assembly and one of its members is annually elected to serve its chairman and is designated as President.

Functions and Powers of the Chief Executive

Broadly speaking, there are two types of functions which the Chief Executive has to perform under any system of government. They are, political and administrative.

Political Functions –

In any system of government the chief executive is required to perform several political functions. It is his responsibility to lead the nation by putting forth new policies and programmes which in his opinion the country badly needs. He should always keep his political party with him and ensure that all differences within the party are settled. He is also to see that his cabinet functions as a homogeneous body in which there is full co-operation and co-ordination.

Administrative Functions –

The chief executive is the head of the government and enjoys considerable prestige, power and position. He has legislative, executive, judicial and administrative powers. He has power of co-ordination and control. He is expected to give guidance and directions to all those who work under his control in his organization.

The administrative functions of the chief executive are – planning, organizing, staffing, leading and controlling.

Popular Control

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.



Impact of Administrative Reforms implemented by Government

Several administrative reforms are implemented by the Government post 2014 to make administrative process efficient, transparent and accountable. Some of the major reforms are as under:

(i) e-Samiksha- A real time online system for monitoring and follow up action on the decisions taken by the Government at the apex level in respect of implementation of important Government's programmes / projects.

(ii) e-Office- e-Office Mission Mode Project (MMP) has been strengthened for enabling Ministries/Department to switchover to paperless office.

(iii) Direct Benefit Transfer(DBT) payment, e-Payments - All payments to the beneficiary is to be made directly to their bank account through electronic mode under DBT.

(iv) Aadhaar enabled Biometric Attendance System (AEBAS) –AEBAS was introduced in the Central Government Offices located in Delhi to monitor punctuality of government officials. This has improved the punctuality of the Government servant in offices.

(v) Smart Performance Appraisal Report Recording Online Window (SPARROW) –Annual Performance Appraisal Report of All India Service Officers and some other services are being submitted online in the SPARROW portal. The system ensures timely submission and easy access of APAR.

(vi) Legal Information Management Based System (LIMBS) – This is an online court case monitoring system to ensure speedy disposal of disputes.

(vii) Online application system for notaries- This system helps the interested persons in getting themselves registered as notaries.

(viii) Discontinuation of Interview in recruitment of Junior Level Posts – Government has taken a decision to dispense away with the interview in recruitment of all Group 'C', Group 'B' (Non-gazetted post) and other equivalent post from 01.01.2016 in all Government of India Ministries/Department/Attached Offices/Subordinate Offices/Autonomous Bodies/Public Sector Undertakings to curb malpractices and for bringing objectivities to the selection process.

(ix) Introduction of conducting examination by Staff Selection Commission (SSC) through Computer Based Mode. Group 'B' and Group 'C' posts recruitment conducted by SSC made through Computer Base Mode.

(x) 'JeevanPramaan' - The system provides authenticity to Digital Life Certificate without the necessity of the pensioner being present in person before his/ her Pension Dispensing Authority (PDA).

(xi) The Government has undertaken several initiatives to introduce new IT products and technologies and to strengthen existing ones in its various e-Governance projects. Some of major initiatives are as under:



(a) National Scholarship Portal: It provides a centralized platform for application and disbursement of scholarship to students under any scholarship scheme.

(b) GeM–An online procurement of Goods & Services required by various Government Departments / Organizations / PSUs, Government e-Marketplace (GeM) has been developed to enhance transparency, efficiency and speed in public procurement.

(c) UMANG - Unified Mobile App for New - age Governance is an initiative to build a common, unified platform and mobile app to facilitate single point of access for government services through mobile.

(d) e-Sign- This framework has been developed as an integrated service, which facilitates issuing a Digital Signature Certificate and performing signing of requested document by authenticating the Aadhaar card holder.

(e) Digital Locker-This provides an ecosystem with collection of repositories and gateways for issuers to upload the documents in the digital repositories. It will eliminate the usage of physical documents and enable sharing of e-documents across agencies. The System serves as a platform to enable citizens to securely store and share their documents with service providers who can directly access them electronically.

(f) e-Hospital- Online Registration Framework (ORF) is an initiative to facilitate the patients to take online OPD appointments with government hospitals. This framework also covers patient care, laboratory services and medical record management.

(g) Mobile Seva - Ministry of Electronics and Information Technology has implemented a countrywide initiative on mobile governance, called Mobile Seva, to provide government services to the people through mobile phones and tablets.

(h) National Centre of Geo-informatics (NCoG)- Under this project, Geographic Information System (GIS) platform for sharing, collaboration, location based analytics and decision support system for Departments has been developed. Currently, 8 applications across various domains are operational.

(xii) Following initiatives are taken up to ensure farmers' welfare as well as consumers' satisfaction:

(a) M-Kisan Portal – All Central and State Government organizations in agriculture and allied sectors to give information/services/advisories to farmers by SMS in their language, preference of agricultural practices and location.

(b) Kisan Call Centres - Government setup call centres to respond to the queries of farmers on all seven days a week from 6.00 AM to 10.00 PM through toll free telephone No. 1XXX-XX-1551.

(c) KisanSuvidha Mobile App – on five critical parameters – weather, input dealers, market price, plant protection and expert advisories.

(d) e-National Agriculture Market (e-NAM) – Connecting 21 wholesale markets (Mandis) in eight states.



UNIT II

CONCEPT OF ADMINISTRATION

Public Ad is basically an aspect of the broader term “Administration”. It caters for the implementation & execution of government policies. It is basically related with the management of programs and policies, meant for the public. Moreover it deals with the analysis of the policies & their revaluation. It refers to the study of activities of state which may be related to executive, legislative or judiciary. It deals not only with the processes but also the substantive field. It is also known as governmental administration; hence the focus of Pub Ad is on public beaureaucracy of the government. It is an instrument not only for protecting & restraining but also fostering & promoting. A country’s progress is directly determined by the quality of its public administration.

What is Public Administration?

Public Administration - meaning, concepts and definitions-

The word public administration is taken from two Latin words, **Publicus**, which means people and **Ad ministrare** which means to manage and to serve. Hence in a general sense public administration means to serve and look after the people. Literally it means management of public affairs.

Various experts defined Public Administration as follows-

Woodrow Wilson- The Public Administration is detailed and systematic execution of law. Every particular application of law is an act of administration.

L. D. White- Public Administration consists of all those operations having for their purpose of fulfillment or enforcement of public policy.

Luther Gullick- Public Administration is that part of science of administration which has to do with government and thus concerns itself primarily with the executive branch where the work of government is done, though there are obviously problems in connection with the legislative and judicial branches.

P. Mc Queen- Public Administration is administration related to the operations of government.

E. N. Gladden- Public Administration is concerned with the administration of government.

Waldo – Pub ad is the art of science of management applied to the affairs of the state.

Nature of Public Administration

Though it is much disputed but the Nature of Public Administration could be understood by these three views-

The Integral View- L.D. White, P Fiffner, F. M Marks etc. are supporters of this view according to which Public Administration is comprised of all the activities which are undertaken to accomplish the given objectives. It is basically sum total of managerial, technical, clerical and manual activities.

The Managerial View- Luther Gullick, Simon, Smithburg, Thompson etc are followers of this view. In this concept only the management related activities of administration are concerned. Thus this concept is related only with the activities of top authorities.

Modern View- Gladden, John A. Peter, Demock etc are followers of this view. According to this, the nature of Public Administration depends upon its reference.

History of Indian Public Administration

Public Administration and its character in India



India is a very ancient country and the history of admin begins with vedik era in India. The glimpse of historical development of admin. and its nature in India could be seen apparently from Vedik, Baudh and Jain literature as well as the epics of Ramayana & Mahabharata. But the famous Book “Ardhashastra” written by Kautilya is considered as the first systematic approach for administration. And the present Indian admin is a developed format of the same. Indian admin. is affected, developed & modified with Mughal & British Legacy, but the British legacy is the basic of present administrative system in India. The constitutional development evolution of civil services, secretarial system, all India services, recruitment and training, local and district admin, police and revenue admin etc., have their roots in British rule.

The head of executive council and admin is the President of India. The President is supported by the P.M. who have a council of ministerS. The P.M. and his council of ministers attain, help and support by a central secretariat. This secretariat is based on 2 principles.

(ii) Proper division of labour.

This secretariat works for policy formation and execution to prepare rules and regulations to be followed by the administration.

Budgeting

Units		Officer in-Change
Departments	←-----→	Secretary etc.
↓		↓
Wing	←-----→	Additional Secretary
↓		↓
Division	←-----→	Director etc.
↓		↓
Branch	←-----→	Under secretary
↓		↓
Section	←-----→	Section Officer

Economic Development

Requirement for economic development

- (i) Good infrastructure
- (ii) Efficient human resource
- (iii) Availability of natural resources
- (iv) Industrialization
- (v) Mixed Economy
- (vi) Technical advancement
- (vii) Balanced Economy
- (viii) Higher GDP rate
- (ix) Political stability
- (x) High literacy rate
- (xi) Gender Balance
- (xii) Employment opportunities

Pre-requisite of effective planning

- (i) Efficient planning commission



- (ii) Coordination among the states and coordination between state and nation
- (iii) Pre-estimation of resources and their most effective utilization
- (iv) Evaluation of capacitance of human resource
- (v) Availability of funds
- (vi) Working population
- (vii) Objectivity and transparency
- (viii) Productive role of NDC
- (ix) Execution of recommendation interstate council
- (x) Higher rate of GDP
- (xi) Political stability
- (xii) Coordination among political parties.
- (xiii) Advanced society

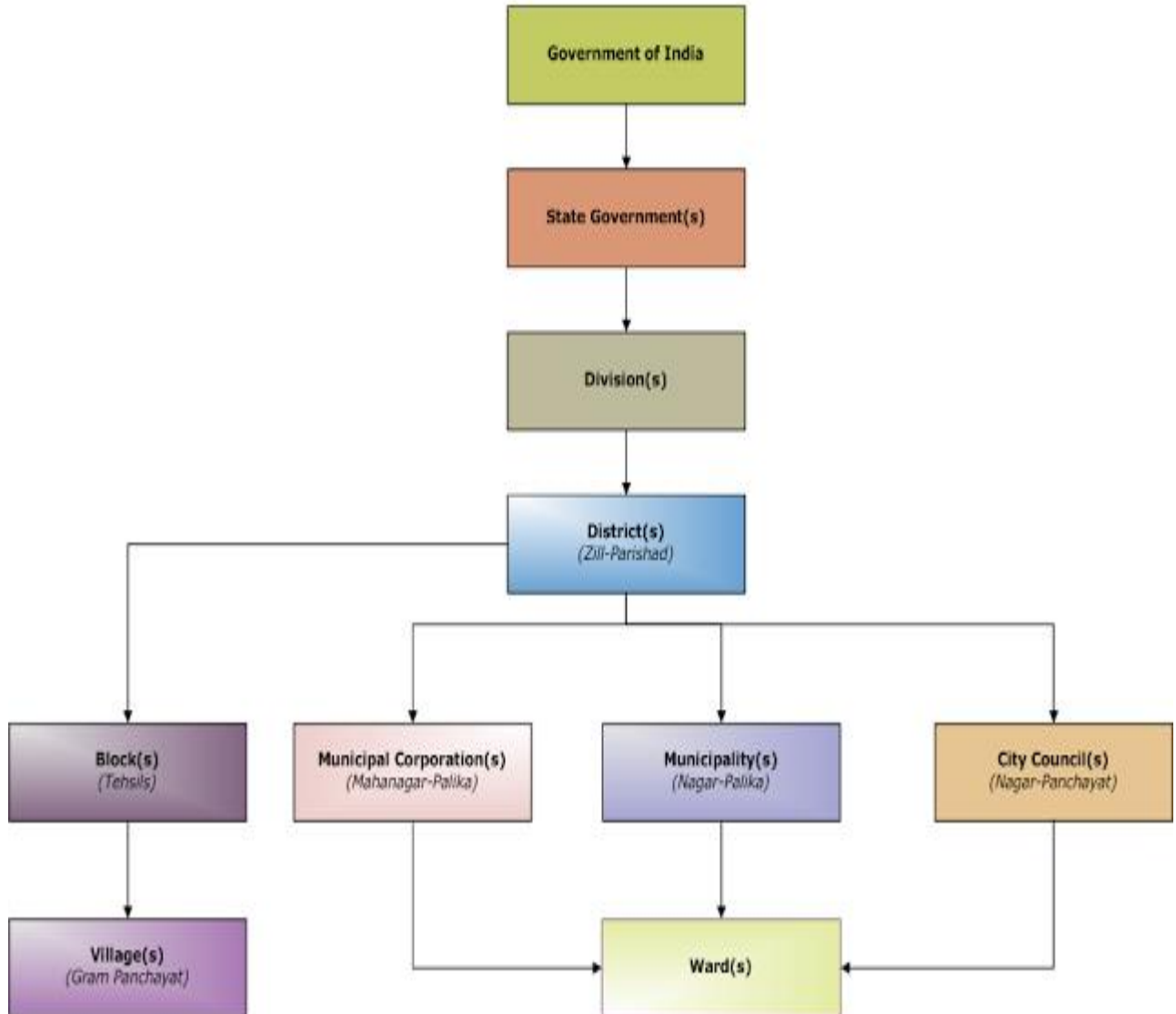
Problems of Rural Economy

- (i) Agriculture based economy
- (ii) Hides, frictional, designed unemployment
- (iii) Dependency over monsoon.
- (iv) Resistance towards innovation
- (v) Superstition mentality
- (vi) Traditional society
- (vii) Interest for technology development
- (viii) Political ignorance
- (ix) Migration
- (x) Vicious cycle of poverty
- (xi) Ignorance for banking co-operative bodies
- (xii) Illiteracy (Specially female)
- (xiii) Gender prejudices
- (xiv) High rates of unemployed population
- (xv) Less medical facilities
- (xvi) High fertility and morality rate



ADMINISTRATIVE SETUP AND HIERARCHY IN INDIA:

Administrative structure of India





Indian intelligence administration is considered basically with the research and investigation at several levels.

The leading intelligence agencies of India

- Intelligence bureau of India
- Research and analysis wing (RAW)
- National Investigation Agency (NIA)
- CBI (Central Bureau of Investigation)
- Directorate of revenue Intelligence
- National technical research organisation.
- Defense intelligence agency
- Directorate of Air Intelligence
- Directorate of Navy Intelligence
- Directorate of Income Tax Intelligence & Criminal Investigation.

NIA

Found in 2009. It has the nature of civilian agency that works of federal law enforcement. It's headquarter is in New Delhi. It has basically found to fight against the terrorism in India.

CBI

It was formed on April 1, 1963 headquarter in New Delhi. It has four regions in all and metro cities having a total of 52 branches all over the country. It's a government agency which works for national security, integrity and criminal investigation. It is the leading investigating police agency in India.

RAW

Formed on 21st September, 1968. Headquarter in New Delhi. RAW is external intelligence agency in India. Its Primary function is collection of external intelligence control against terrorism collection and analysis of external and internal information of foreign government corporations, people.

Intelligence Bureau of India

It is Indias internal intelligence agency and works under home ministry.

Administrative Tribunals

The Administrative tribunals are sets of tribunals which are set and formed for specialist civil disputes outside the court. They have different concept and working process than compared to the general courts. These are the bodies which work outside the hierarchy of the judiciary with administrative and judicial functions. The main objectives of these tribunals.

- (i) To lessen the work load of ordinary court
- (ii) To make the justice process easier, cheaper.

The tribunals generally solve the disputes between government agencies

- Common citizen and government officials
- Common citizen and central government department.
- Disputes which require application of specialized knowledge and expertise.
- Disputes having different nature than of the ordinary court cases.



- The tribunals are set under the special act these are staffed with the experts who have expertise of that particular field that tribunals can be government or private also.

“Administrative Tribunals are authorities outside the ordinary court system which interpret and apply the laws when acts of Public Administration are attacked in formal suits or by other established methods.”

Tribunals are, thus, administrative bodies, set up solely with the idea of discharging quasi-judicial duties. Their determinations affect the rights of parties. They therefore, have been held to the quasi-judicial bodies. They are required to observe principles of natural justice or fair hearing while determining issues before them.

Characteristics of Administrative Tribunals

Administrative tribunal is not a court nor is it an executive body. It stands somewhere midway. It is, as a matter of fact, offspring or compromise between the executive and judiciary.

Some of the major characteristics of the administrative tribunals are as follows:

- 1) Administrative tribunals are established by the executive in accordance with statutory provision.
- 2) It is required to act judicially and it performs quasi-judicial functions.
- 3) Its proceedings are deemed to be judicial proceedings and in certain procedural matters it has powers of a civil court.
- 4) It is an independent body and acts without any bias.
- 5) It is required to follow principles of natural justice in deciding the cases.
- 6) It does not follow the technicalities of rules of procedure and evidence prescribed by the civil procedure code and the evidence act.
- 7) It is not a court in proper sense of the term.

Law and Order Administration

The law and order administration is the most important function of government. The survival of administration depends upon managing the law and order. It is the responsibility of state in a country like India to maintain law and order and the role of union ministry is supervisory and advisory.

The union government issues the directions to the state government to maintain law and order. The law and order is maintained by the police machinery. The Indian police service provides leader and commanders to staff the state police and paramilitary forces. The duties and responsibilities of law and order admin are

- (i) Maintenance of public peace and order
- (ii) Crime Prevention
- (iii) Investigation
- (iv) Detection
- (v) VIP Security
- (vi) Intelligence Collection
- (vii) Fight against terrorism
- (viii) Security of borders



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Sub. – Public Administration, Society and Media

- (ix) Prevention of smuggling, drug, trafficking and illegal business
- (x) Corruption and economic offence.
- (xi) Enforcement of Socio-Economic legislation etc.

ADMINISTRATION OF VARIOUS LEVELS

Administrative system in India is perfectly planned into different administrative divisions at central and state level. These administrative units are comprised of a systematic hierarchy of country sub divisions. The administrative set up can broadly be divided into union and state level. The local administration involves district, panchayat and gram panchayat level administration.

CENTRAL LEVEL ADMINISTRATION

Central;- The union executive involves the President, Vice President and the council of ministers with the prime minister as the head to head and advice the president.

PRESIDENT-

The executive powers of the union are vested in the President and is exercised by him either directly or through officers, sub-ordinates to him in accordance to the constitution. The president is elected by members of electoral college consisting of elected members of both houses of Parliament and legislative assemblies of states in accordance with the system of proportional representation, by means of single transferable votes. Any body who is a citizen of India, not less than 35 years of age and qualified for election as member of Lok Sabha can contest in the election for the post of president. He works for a term of five years and is also eligible for re-election. The president is the supreme commander of the army staff. The post is very powerful and the president enjoys several privileges as the first citizen of the country.

VICE-PRESIDENT-

The vice president is Ex-officio chairman of Rajya Sabha and acts as president when the latter is unable to do his functions due to absence, illness or any other reason.

COUNCIL OF MINISTERS-

The council of Ministers is headed by the Prime Minister to aid and advice the president in exercise of his function. The prime minister and other ministers are appointed by the president. The council of minister is comprised of members of cabinet and the ministers of state (independent charge).

CABINET SECRETARIAT-

The cabinet secretariat is under the direct charge of the Prime Minister. The administrative head of the secretariat is the cabinet secretary who is also ex-officio chairman of the civil service board. The cabinet secretariat is responsible for the administration of the government of India. The secretariat assists in decision making in government by ensuring inter-ministerial coordination. It also works for removing differences among ministries and departments and evolving consensus. Secretariat also keeps the president, vice president and prime minister informed about the activities of different ministries and departments.

STATE LEVEL ADMINISTRATION



The state administration is a very important connecting link between central and local administration. It is consisted of Governor, chief minister, ministerial council and secretariat.

Governor- The governor is appointed by the president of India and is constitutional head of the state administration. He works as per the wish of the president.

Chief Minister and ministerial council- To assist and counsel the governor there is a ministerial council in every state which is headed by the chief minister. The position of the chief minister is similar as of the prime minister at the central level. He is the actual head of the government. He forms his ministerial council and heads all the meetings of the cabinet.

Council of ministers- with the recommendation of the chief minister, the governor appoints the ministerial council. The chief minister distributes the departments to the various ministers and keeps an eye on their functioning.

Secretariat- The secretariat is constituted to give necessary suggestions and administrative assistance to the chief minister and his ministerial council. It also implements and evaluates the plans and policies made by the ministerial council and also supervises them. It is headed by the chief secretary. The chief secretary holds a direct command on every department of the state administration. He is also the chief advisor and secretary of cabinet and chief minister. He directs the administrative activities of the state and maintains coordination among various departments of the state government.

Directorate- The directorate is the executive and performing body of state government which executes and implements the policies of state government. It works in the direction to achieve the targeted goals. In other words we can say that if the secretariat is the brain of the administration and the directorate is like the whole body of it.

DISTRICT LEVEL ADMINISTRATION

The district level administration is like the spine of the administration. It is the basic unit which is head by the district collector. The district administration is the complex association of management of public works. For proper administration and direct contact and communication, the district could be divided into smaller units like blocks and tehsils. The main functions of district administration are as follows-

- To maintain law and order.
- Administration of revenue and developmental works.
- To ensure civil administration and security.
- To manage the treasury.
- To conduct welfare and developmental activities.
- To assist in the election process.

The district collector basically have four major responsibilities- as a revenue officer, as returning officer, as district magistrate and as a representative of the state government. His other functions are as follows-

- He works as the district development officer.
- He supervises the developmental activities and projects of his district.
- He has the rights to probe about income and expenditure of the money used by the panchayats. He also works as a public relation officer for the state government.
- The collector is the centralized authority in the whole district.
- He has to look after the proper execution of the democratic decentralization.
- The collector office issues various types of certificates and identity cards.



LOCAL GOVERNMENT

The basic meaning of local self government is the administration governed by the local people, who are elected through a proper election process. The local government is the exact example of democratic de-centralization of powers as was dreamed by Mahatma Gandhi. It is basically meant by the panchayat and gram sabha.

The Panchayat Raj system is necessary for political awareness in rural areas. It is also necessary for a broader political participation in developmental process and to make the rural population an active participant of the governing system. The term panchayat means a group of the Panchs who are directly elected by the rural people and who help to sort out the differences and disputes of the villagers. The concept of panchayat system is prevailing in India since ancient time.

The present panchayat system is designed according to the 73rd constitutional amendment and is given a constitutional format to this institution. This act was enacted on 24 April, 1993. According to this act-

- The format of the panchayat would be of village, block and district level.
- The population of that particular panchayat constituency would decide its structure.
- The tenure of the panchayat would be of 5 years.
- Appropriate reservation would be given in panchayat elections.
- The state election commissioner would look after the panchayat elections. There are 29 subjects in the 11th schedule of constitution which come under the jurisdiction of panchayat.

Line functions refer to those activities related to the primary activity of the organisation and the staff functions are those which facilitate and assist the performance of line work. Line staff perform the functions of processing and supplying required number of personnel and training and development of personnel whereas those personnel perform the field and executory works of the organisations goals and objectives.

It is not a simple area of management in today's times as Personnel management/administration has to keep the motivation and morale of the personnel high every time for them to whole heartedly perform the humongous tasks they have at hand efficiently and competently as well as sympathetically.

Thus we can see that without an efficient personnel management/administration or more popularly as it is called Human Resources management contributing to Human Resources/Personnel Development, it is impossible to achieve organisational goals and become a successful organisation.

Administration and backward society

The term 'backward society' was first used in the first five year plan. Initially the term was used for the scheduled class people only, who were socially, economically and education wise backward. The scheduled tribes and other backward classes were included in this category in the fourth five year plan. In the fifth plan a Tribal Sub-plan (TSP) was also introduced for the betterment of the tribal societies. Special steps were taken up for the backward classes, minorities and other disadvantaged groups by allotting a certain portion of the plan outlay in these sectoral groups.



In the constitution, the important responsibility of backward class welfare is mentioned to be in the state list. It is the responsibility of the state government to provide them health, rehabilitation, education and shelter facilities. It also has to generate employment for them to eradicate poverty. The union government and planning commission carve out a broad policy frame to allocate appropriate funds under various heads and provide guidelines and consultancy support to the states. In Accordance the state government makes efforts to achieve the same. In each state of Indian territory there are three levels- Minister for social welfare (SC & ST), the secretariat and the directorate of administrative structure engaged in the activities related to the welfare and development of backward classes.

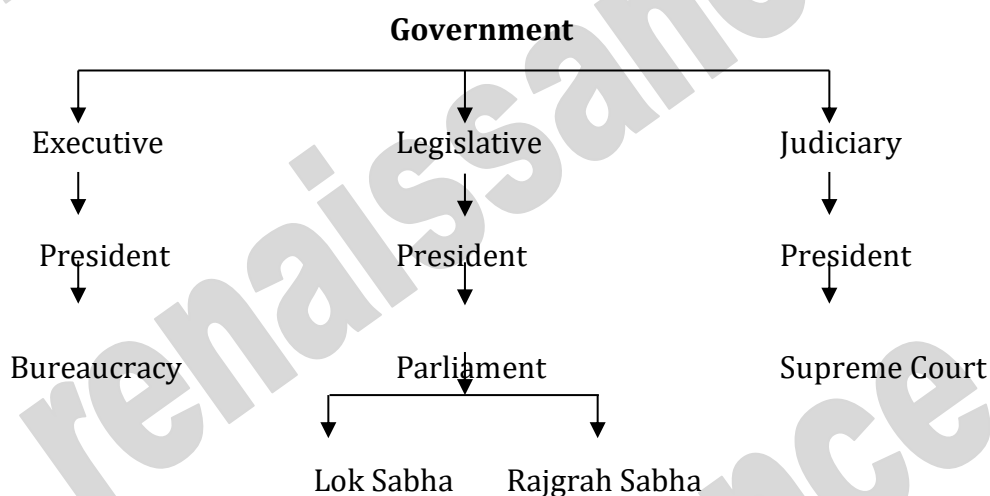
At Ministerial level the plans and policies are formed and designed for the welfare of the backward classes whereas the secretariat holds the responsibilities to formulate those policies and the are implemented and operated at the level of directorate.

GOVERNMENT FORMATION

(A) Central Government -

India is union of states and all the states & UTs are collectively called as republic of India. The republic of India is head by Union Government which is formed by the constitution of India.

The government is made up of three branches – executive body, legislative body & judiciary.



President – The executive powers of Central Govt. are vested mainly on the president of India. He is the head of government & first person of India. The President is de jure commander in chief of Indian armed forces. He appoints governors of states, Chief & others justice of supreme & high courts, the attorney general, chief & other election commissioners, the CAG, chairman & other members of UPSC & ambassadors & others high commissioner.

Vice President – He is the second highest ranking officer in executive branch. He is the ex-officio chairman of Rajyasabha. His tenure is of 5 years.

Prime Minister – He is the actual executive head of the government and usually is the leader of that political party having majority in the parliament. He could be a member of either Lok Sabha or Rajyasabha.



Ministries – There are several ministries to help the PMO. The ministers could be cabinet ministers or state ministers.

(B) State Government –



The State Govt. is ruled by the chief minister & his cabinet. The head of the state is governor. The powers are divided between central & state government.

The state government's legislature is bicameral in six states including UP, Maharashtra, Bihar, Karnataka, J&K & Andhra Pradesh. It is unicameral in the rest of the states. The bicameral states have an upper house known as Legislative council or Vidhan Parishad & the lower house Legislative Assembly or the Vidhan Sabha. The unicameral states have only the Vidhan Sabha. The legislative council has limited legislative powers and its primary function is only consultation. The members of this house are not elected directly by the people.

On the other hand the legislative assembly (Vidhan Sabha) enjoys maximum legislative powers. Its members are elected directly by the people through Vidhan Sabha Election. The tenure of the Vidhan Sabha is normally 05 years.

Governor – The governor is appointed by the president and is the official head of the state. He is the first person of the state. He enjoys almost similar powers & functions at the state level that of a president at central level.

- Executive powers – Appointments & removals of various officials.
- Legislative powers – Law making and formation of state legislative.
- Discrete powers – It includes other important powers.

LOKPAL & LOKAYUKTA

'OMBUDSMAN' – an institution which has long been established in Sweden and adopted more recently in other Scandinavian countries has now become of interest to various other countries. By now many countries have imported and established this institution as a part of the machinery for prevention of corruption and remedy of maladministration and many have come to the conclusion that the creation of an Ombudsman is the only way out. The present plight of the common man in India is largely due to the increasing weaknesses and limitations of the traditional structures of government like Parliament, Cabinet, Courts and other Administrative Tribunals. They are not in a position to do much for the 'little common man'.

INDIAN OMBUDSMAN / LOKPAL AND LOKAYUKTA – Evolution of the idea.

Discussion about the idea of an Indian Ombudsman began in the early sixties. The matter was raised in the parliament on the 3rd of April 1963, when the demands for grant of the Ministry of Law were being discussed. Participating in the debates, Dr. L.M. Singhvi said, "I should like to mention another matter which is of great importance for our country in particular. It is the matter of having a sort of Parliamentary Commission on the pattern of Ombudsman in Scandinavian countries. This institution would be securing to the common citizen a forum wherein his grievances can be effectively ventilated. However this urgency and importance



became meaningful only with the appointment of the Administrative Reforms Commission of India in 1966. This Commission was convinced and recommended the appointment of two new special authorities designated as Lokpal and Lokayukta – for the redress of citizen's grievances.

To give effect to this recommendation of the Administrative Reforms Commission, a Bill namely the 'Lokpal and the Lokayuktas Bill, 1968' was introduced in the fourth Lok Sabha in 1968. The bill was passed in Lok Sabha in 1969 but was pending in Rajya Sabha. The Fourth Lok Sabha was dissolved and consequently the bill lapsed. After that it was tried passing many a times in 1971, 1977, 1985, 1989, 1996, 1998, 2001 etc but every time it was lapsed.

Law minister Salman Khurshid on July 28, 2011 said that the government had accepted several points of the Jan Lokpal Bill drafted by the civil society members of the joint drafting committee. He observed that, "We accepted 34 out of the 40 basic principles suggested by them." The Lokpal bill could not be passed in the Budget session of Parliament which ended on May 22, 2012.

Salient Features of Lokpal –

1. The Lokpal consisting of a Chairperson and 8 members, half of them will be judicial.
2. The chairperson would be a sitting or retired Chief Justice of India, the members would include former or sitting judges of Supreme court or any high court in India.
3. A nine member selection panel headed by the Prime Minister, would be created. It would include among others, the Speaker, the Leaders of Opposition of Rajya Sabha and Lok Sabha, one Minister and eminent jurists.
4. Lokpal which would have five-year tenure, would not have the power to prosecute. It would recommend prosecution to the Supreme court.
5. According to the provision of the bill a Lokpal would be removed by the President on a reference of the Supreme Court.

LOK AYUKTA

The Lok Ayukta is the state level authority who checks corruption amongst the politicians and officers in the government service to public attention. The **Lok Ayukta** is an anti corruption organization in the Indian states like the Lokpal at the central level.

The Administrative Reform Commission (ARC) headed by former prime minister Morarji Bhai Desai recommended the setting up of two special authorities designated as 'Lokpal' and 'Lokayukta' for the redressal of citizens' grievances. The suggestion of Lokpal was for the central level while Lok Ayukta was for the states. An amendment to the constitution has been proposed to implement the Lokayukta uniformly across Indian states. The proposed changes made the institution of Lokayukta uniform across the country as a three-member body, headed by a retired Supreme Court judge or high court chief justice and comprising the state vigilance commissioner and a jurist or an eminent administrator as other members. Maharashtra was the first state to introduce the institution of Lokayukta through 'The Maharashtra Lokayukta and Upa-Lokayuktas Act in 1971. This was followed by similar acts being enacted by other states. Though the first Lok Ayukta bill was made and passed by Orissa government in 1970, the Maharashtra succeed to appoint its first Lok Ayukta. Madhya Pradesh Lok Ayukta was appointed in 1981. The Lok Ayukta institution is working in 17 states of India. The rights, powers, jurisdiction and authorities of the Lok Ayukta is different in different states. Karnataka Lok Ayukta is considered as the most powerful Lok Ayuktya in India.

Appointments of Lokayukta-



Lokayukta shall be appointed by the Governor of the state in consultation with the Chief Justice of the High Court, the Leader of the Opposition in the Legislative Assembly.

Qualifications of Lokayukta-

Chief Justice (retired) of any high court in India, or a judge of a high court for seven years. Lokayukta shall not be a member of Parliament or a member of the Legislative of any state or Union Territory and shall not hold any other office of profit and shall not be connected with any political party or be carrying on any business or practice any profession. The office has a term of five years.

Powers:

The LokAyukta helps people bring corruption to the fore mainly amongst the politicians and officers in the government service. It is to be noted that the Lokayukta conducts raids. But surprisingly, it does not have binding powers to punish anyone but only recommend punishment. Reduction in rank, compulsory retirement, removal from office, stoppage of annual increments and censure are some of the frequently seen recommendations given by the Lokayukta to the government. The state can either accept the recommendations or modify them. The public servant concerned can challenge the decision in the state high courts or specialised tribunals.

Major loop holes of Lokayukta system:-

- It is a one man army with limited resources and powers, and the success of the entire mechanism depends solely on the personal qualities of the individual Lokayukta
- Non uniformity of Acts in states
- Many areas of administration are outside the jurisdiction of Lokayukta
- Some states have prescribed fee for lodging complaints, for example Madhya Pradesh is one of them.
- Non-cooperative attitude of authorities and lack of independent investigating authority
- Orissa was the first state to pass the Ombudsman legislation in 1970 and also the first to abolish it in 1993.

Panchayati Raj - 73rd Constitutional Amendment Act

A three-tier structure of the Indian administration for rural development is called Panchayati Raj. The aim of the Panchayati Raj is to develop local self-governments in districts, zones, and villages. Panchayati Raj is an important topic and questions are often asked from this section for the IAS exam. This article will provide you with evolution, various committees set-up for Panchayati Raj, salient features of the 73rd Constitutional Amendment Act, functions of Gram Panchayat, and other details regarding this topic for the polity and governance segment of the UPSC syllabus.

Introduction to Panchayati Raj

Rural development is one of the main objectives of Panchayati Raj and this has been established in all states of India except Nagaland, Meghalaya and Mizoram, in all Union Territories except Delhi. and certain other areas. These areas include:



- a. The scheduled areas and the tribal areas in the states
- b. The hill area of Manipur for which a district council exists and
- c. Darjeeling district of West Bengal for which Darjeeling Gorkha Hill Council exists

Evolution of Panchayati Raj

The Panchayati system in India is not purely a post-independence phenomenon. In fact, the dominant political institution in rural India has been the village panchayat for centuries. In ancient India, panchayats were usually elected councils with executive and judicial powers. Foreign domination, especially Mughal and British, and the natural and forced socio-economic changes had undermined the importance of the village panchayats. In the pre-independence period, however, the panchayats were instruments for the dominance of the upper castes over the rest of the village which furthered the divide based on either the socio-economic status or the caste hierarchy.

The evolution of the Panchayati Raj System, however, got a fillip after the attainment of independence after the drafting of the Constitution. The Constitution of India in Article 40 enjoined: "The state shall take steps to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government". There were a number of committees appointed by the government of India to study the implementation of self-government at the rural level and also recommend steps in achieving this goal.

The committees appointed are as follows:

- Balwant Rai Mehta Committee
- Ashok Mehta Committee
- G V K Rao Committee
- L M Singhvi Committee

Balwant Rai Mehta Committee & Panchayati Raj

The committee was appointed in 1957, to examine and suggest measures for better working of the Community Development Programme and the National Extension Service. The committee suggested the establishment of a democratic decentralised local government which came to be known as the Panchayati Raj. Recommendations by the Committee:

- Three-tier Panchayati Raj system: Gram Panchayat, Panchayat Samiti and Zila Parishad.
- Directly elected representatives to constitute the gram panchayat and indirectly elected representatives to constitute the Panchayat Samiti and Zila Parishad.



- Planning and development are the primary objectives of the Panchayati Raj system.
- Panchayat Samiti should be the executive body and Zila Parishad will act as the advisory and supervisory body.
- District Collector to be made the chairman of the Zila Parishad.
- It also requested for provisioning resources so as to help them discharge their duties and responsibilities.

The Balwant Rai Mehta Committee further revitalised the development of panchayats in the country, the report recommended that the Panchayati raj institutions can play a substantial role in community development programmes throughout the country. The objective of the Panchayats thus was the democratic decentralisation through the effective participation of locals with the help of well-planned programmes. Even the then Prime Minister of India, Pandit Jawaharlal Nehru, defended the panchayat system by saying, "... authority and power must be given to the people in the villages Let us give power to the panchayats."

Ashok Mehta Committee & Panchayati Raj

The committee was appointed in 1977 to suggest measures to revive and strengthen the declining Panchayati Raj system in India. The key recommendations are:

- The three-tier system should be replaced with a two-tier system: Zila Parishad (district level) and the Mandal Panchayat (a group of villages).
- District level as the first level of supervision after the state level.
- Zila Parishad should be the executive body and responsible for planning at the district level.
- The institutions (Zila Parishad and the Mandal Panchayat) to have compulsory taxation powers to mobilise their own financial resources.

G V K Rao Committee & Panchayati Raj

The committee was appointed by the planning commission in 1985. It recognised that development was not seen at the grassroots level due to bureaucratisation resulting in Panchayat Raj institutions being addressed as 'grass without roots'. Hence it made some key recommendations which are as follows:

- Zila Parishad to be the most important body in the scheme of democratic decentralisation. Zila Parishad to be the principal body to manage the developmental programmes at the district level.



- The district and the lower levels of the Panchayati Raj system to be assigned with specific planning, implementation and monitoring of the rural developmental programmes.
- Post of District Development Commissioner to be created. He will be the chief executive officer of the Zila Parishad.
- Elections to the levels of Panchayati Raj systems should be held regularly.

L M Singhvi Committee & Panchayati Raj

The committee was appointed by the Government of India in 1986 with the main objective to recommend steps to revitalise the Panchayati Raj systems for democracy and development. The following recommendations were made by the committee:

- The committee recommended that the Panchayati Raj systems should be constitutionally recognised. It also recommended constitutional provisions to recognise free and fair elections for the Panchayati Raj systems.
- The committee recommended reorganisation of villages to make the gram panchayat more viable.
- It recommended that village panchayats should have more finances for their activities.
- Judicial tribunals to be set up in each state to adjudicate matters relating to the elections to the Panchayati Raj institutions and other matters relating to their functioning.

All these things further the argument that panchayats can be very effective in identifying and solving local problems, involve the people in the villages in the developmental activities, improve the communication between different levels at which politics operates, develop leadership skills and in short help the basic development in the states without making too many structural changes. Rajasthan and Andhra Pradesh were the first to adopt Panchayati raj in 1959, other states followed them later. Though there are variations among states, there are some features that are common. In most of the states, for example, a three-tier structure including panchayats at the village level, panchayat samitis at the block level and the zila parishads at the district level-has been institutionalized. Due to the sustained effort of the civil society organisations, intellectuals and progressive political leaders, the Parliament passed two amendments to the Constitution - the 73rd Constitution Amendment for rural local bodies (panchayats) and the 74th Constitution Amendment for urban local bodies (municipalities) making them 'institutions of self-government'. Within a year all the states passed their own acts in conformity to the amended constitutional provisions.



73rd Constitutional Amendment Act of 1992

Significance of the Act

- The Act added Part IX to the Constitution, “The Panchayats” and also added the Eleventh Schedule which consists of the 29 functional items of the panchayats.
- Part IX of the Constitution contains Article 243 to Article 243 O.
- The Amendment Act provides shape to Article 40 of the Constitution, (directive principles of state policy), which directs the state to organise the village panchayats and provide them powers and authority so that they can function as self-government.
- With the Act, Panchayati Raj systems come under the purview of the justiciable part of the Constitution and mandates states to adopt the system. Further, the election process in the Panchayati Raj institutions will be held independent of the state government's will.
- The Act has two parts: compulsory and voluntary. Compulsory provisions must be added to state laws, which includes the creation of the new Panchayati Raj systems. Voluntary provisions, on the other hand, is the discretion of the state government.
- The Act is a very significant step in creating democratic institutions at the grassroots level in the country. The Act has transformed the representative democracy into participatory democracy.

Salient Features of the Act

1. Gram Sabha: Gram Sabha is the primary body of the Panchayati Raj system. It is a village assembly consisting of all the registered voters within the area of the panchayat. It will exercise powers and perform such functions as determined by the state legislature. Candidates can refer to the functions of gram panchayat and gram panchayat work, on the government official website - <https://grammanchitra.gov.in/>.
2. Three-tier system: The Act provides for the establishment of the three-tier system of Panchayati Raj in the states (village, intermediate and district level). States with a population of less than 20 lakhs may not constitute the intermediate level.
3. Election of members and chairperson: The members to all the levels of the Panchayati Raj are elected directly and the chairpersons to the intermediate and the district level are elected indirectly from the elected members and at the village level the Chairperson is elected as determined by the state government.
4. Reservation of seats: o For SC and ST: Reservation to be provided at all the three tiers in accordance with their population percentage.



o For women: Not less than one-third of the total number of seats to be reserved for women, further not less than one-third of the total number of offices for chairperson at all levels of the panchayat to be reserved for women.

o The state legislatures are also given the provision to decide on the reservation of seats in any level of panchayat or office of chairperson in favour of backward classes.

5. Duration of Panchayat: The Act provides for a five-year term of office to all the levels of the panchayat. However, the panchayat can be dissolved before the completion of its term. But fresh elections to constitute the new panchayat shall be completed –

a. before the expiry of its five-year duration.

b. in case of dissolution, before the expiry of a period of six months from the date of its dissolution.

6. Disqualification: A person shall be disqualified for being chosen as or for being a member of panchayat if he is so disqualified - . Under any law for the time being in force for the purpose of elections to the legislature of the state concerned.

a. Under any law made by the state legislature. However, no person shall be disqualified on the ground that he is less than 25 years of age if he has attained the age of 21 years.

b. Further, all questions relating to disqualification shall be referred to an authority determined by the state legislatures.

7. State election commission:

o The commission is responsible for superintendence, direction and control of the preparation of electoral rolls and conducting elections for the panchayat.

o The state legislature may make provisions with respect to all matters relating to elections to the panchayats.

8. Powers and Functions: The state legislature may endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government. Such a scheme may contain provisions related to Gram Panchayat work with respect to: a. the preparation of plans for economic development and social justice. b. the implementation of schemes for economic development and social justice as may be entrusted to them, including those in relation to the 29 matters listed in the Eleventh Schedule.

9. Finances: The state legislature may –

a. Authorize a panchayat to levy, collect and appropriate taxes, duties, tolls and fees.

b. Assign to a panchayat taxes, duties, tolls and fees levied and collected by the state government.



c. Provide for making grants-in-aid to the panchayats from the consolidated fund of the state.

d. Provide for the constitution of funds for crediting all money of the panchayats.

10. Finance Commission: The state finance commission reviews the financial position of the panchayats and provides recommendations for the necessary steps to be taken to supplement resources to the panchayat

11. Audit of Accounts: State legislature may make provisions for the maintenance and audit of panchayat accounts.

12. Application to Union Territories: The President may direct the provisions of the Act to be applied on any union territory subject to exceptions and modifications he specifies.

13. Exempted states and areas: The Act does not apply to the states of Nagaland, Meghalaya and Mizoram and certain other areas. These areas include,

a. The scheduled areas and the tribal areas in the states

b. The hill area of Manipur for which a district council exists and

c. Darjeeling district of West Bengal for which Darjeeling Gorkha Hill Council exists. However, Parliament can extend this part to these areas subject to the exception and modification it specifies. Thus the PESA Act was enacted.

14. Continuance of existing law: All the state laws relating to panchayats shall continue to be in force until the expiry of one year from the commencement of this Act. In other words, the states have to adopt the new Panchayati raj system based on this Act within the maximum period of one year from 24 April 1993, which was the date of the commencement of this Act. However, all the Panchayats existing immediately before the commencement of the Act shall continue till the expiry of their term, unless dissolved by the state legislature sooner.

15. Bar to interference by courts: The Act bars the courts from interfering in the electoral matters of panchayats. It declares that the validity of any law relating to the delimitation of constituencies or the allotment of seats to such constituencies cannot be questioned in any court. It further lays down that no election to any panchayat is to be questioned except by an election petition presented to such authority and in such manner as provided by the state legislature.

PESA Act of 1996

The provisions of Part IX are not applicable to the Fifth Schedule areas. The Parliament can extend this Part to such areas with modifications and exceptions as it may specify. Under these provisions,



Parliament enacted Provisions of the Panchayats (Extension to the Scheduled Areas) Act, popularly known as PESA Act or the extension act.

Objectives of the PESA Act:

1. To extend the provisions of Part IX to the scheduled areas.
2. To provide self-rule for the tribal population.
3. To have village governance with participatory democracy.
4. To evolve participatory governance consistent with the traditional practices.
5. To preserve and safeguard traditions and customs of tribal population.
6. To empower panchayats with powers conducive to tribal requirements.
7. To prevent panchayats at a higher level from assuming powers and authority of panchayats at a lower level.

As a result of these constitutional steps taken by the union and state governments, India has moved towards what has been described as 'multi-level federalism', and more significantly, it has widened the democratic base of the Indian polity. Before the amendments, the Indian democratic structure through elected representatives was restricted to the two houses of Parliament, state assemblies and certain union territories. The system has brought governance and issue redressal to the grassroots levels in the country but there are other issues too. These issues if addressed will go a long way in creating an environment where some of the basic human rights are respected.

After the new generation of panchayats had started functioning, several issues have come to the fore, which have a bearing on human rights. The important factor which has contributed to the human rights situation vis-a-vis the panchayat system is the nature of Indian society which of course determines the nature of the state. Indian society is known for its inequality, social hierarchy and the rich and poor divide. The social hierarchy is the result of the caste system, which is unique to India. Therefore, caste and class are the two factors, which deserve attention in this context. Thus, the local governance system has challenged the age old practices of hierarchy in the rural areas of the country particularly those related to caste, religion and discrimination against women.

UPSC Questions related to Panchayati Raj

Who is the father of Panchayati Raj?

Balwant Rai Mehta was a parliamentarian who is credited for pioneering the concept of the Panchayati Raj in India and was also known as the 'Father of Panchayati Raj'.



What is the importance of Panchayati Raj?

Panchayati Raj institutes village local government that plays a significant role in the development of villages especially in areas like primary education, health, agricultural developments, women and child development and women participation in local government, etc.

Which state in India has no Panchayati Raj institution?

All states of India have Panchayati Raj systems except Nagaland, Meghalaya and Mizoram, in all Union Territories except Delhi; and certain other areas.

What are the features of Panchayati Raj?

1. Gram Sabha: Gram Sabha is the primary body of the Panchayati Raj system. It is a village assembly consisting of all the registered voters within the area of the panchayat.
2. Three Tier System: village, intermediate and district levels.
3. Election of members and chairperson: The members to all the levels of the Panchayati Raj are elected directly and the chairpersons to the intermediate and the district levels are elected indirectly.



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B.A. (HONS.) Mass Communication I Year

Sub. – Public Administration, Society and Media

Unit-III

Media understanding of administration

Coverage and relation

The media is considered as the fourth pillar of the democracy along with the legislative, judiciary and the administration. The media must understand its responsibility to maintain the higher standards of ethics and rules for reporting administration. The media people must follow following points before reporting issues related with the administration-

There must not be any ambiguity in the understanding of hierarchical structure of the administration. The media people must know the proper hierarchy of the union, state and local level administration. He must understand the difference between administrative and legislative representatives and must not misunderstand.

The media person must know the responsibilities and functions of the administration. It must keep a check on the functioning of the administration as a watch dog and report if it is not performing its duties properly.

The media must understand the limits of the administration and if it is violating the jurisdiction, the media must intervene and warn the administration for not doing that.

The official secrets act and other media laws and ethics must be followed strictly. There is often a tug of war between the media and the administration over it. The administration often claims that the media is trying to violate the official secrets act, according to which special privileges are given to the administration to maintain secrecy. But media often tries to violate this on the name of freedom of press and right to information.

A proper coordination between the media and administration is required for the welfare of the society. It is the duty of both to maintain coordination.

The knowledge of rules related with relationship with the foreign countries, excitement to an offence and defamation is must before covering issues related with the administration.



Administration and freedom of press

Freedom of the press or freedom of the media is the freedom of communication and expression through mediums including various electronic media and published material. While such freedom mostly implies the absence of interference from an overreaching state its preservation may be sought through constitutional or other legal protections.

With respect to governmental information, any government may distinguish which materials are public or protected from disclosure to the public based on classification of information as sensitive, classified or secret and being otherwise protected from disclosure due to relevance of the information to protecting the national interest. Many governments are also subject to sunshine laws or freedom of information legislation that are used to define the ambit of national interest.

The Universal declaration of human rights states: "Everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference, and impart information and ideas through any media regardless of frontiers"

This philosophy is usually accompanied by legislation ensuring various degrees of freedom of scientific research, publishing, press and printing the depth to which these laws are entrenched in a country's legal system can go as far down as its constitution. The concept of freedom of speech is often covered by the same laws as freedom of the press, thereby giving equal treatment to spoken and published expression.

The Indian constitution, while not mentioning the word "press", provides for *"the right to freedom of speech and expression"* (Article 19(1) a). However this right is subject to restrictions under sub clause (2), whereby this freedom can be restricted for reasons of "sovereignty and integrity of India, the security of the State, friendly relations with foreign States, public order, preserving decency, preserving morality, in relation to contempt, court, defamation, or incitement to an offense". Laws such as the official secrets act and Prevention of Terrorist Prevention Act (PoTA) have been used to limit press freedom. Under PoTA, person could be detained for up to six months for being in contact with a terrorist or terrorist group. PoTA was repealed in 2006, but the Official Secrets Act 1923 continues.

But the appropriate restriction of the freedom of press sometimes become stumbling blocks to the media and it tries to get more information. For the same the media gives reference of the Right to Information act. The **Right to Information Act 2005 (RTI)** is an Act of the Parliament of India *"to provide for setting out the practical regime of right to information for citizens."* The Act applies to all States and Union Territories of India except the state Jammu and Kashmir which has its own act made in 2009.. Under the provisions of the Act, any citizen may request information from a "public authority" (a body of Government or "instrumentality of State") which is required to reply expeditiously or within thirty days. The Act also requires every public authority to computerize their records for wide dissemination and to pro-actively publish certain categories of information so that the citizens need minimum recourse to request for information formally. This law was passed by Parliament on 15 June 2005 and came fully into force on 12 October 2005. Information disclosure in India was hitherto restricted by the Official Secrets Act and various other special laws, which the new RTI Act now relaxes. This relaxation provides the media an advantage of getting information, which the administration does not want to reveal. The RTI has several clauses on the basis of whom the administration has to provide the legal information in the given time limit.

Role of media in democracy

Democracy means "A system of government in which all the people of a country can vote to elect their representatives". Media came into existence in 1780 with the introduction of a newspaper namely The Bengal Gazette and since then it has matured leaps and bounds. It has been playing a very important role in shaping human minds.



Role of media

Media plays a crucial role in shaping a healthy democracy. It is the backbone of a democracy. Media makes us aware of various social, political and economical activities happening around the world. It is like a mirror, which shows us or strives to show us the bare truth and harsh realities of life.

The media has undoubtedly evolved and become more active over the years. It is the media only who reminds politicians about their unfulfilled promises at the time of elections. T.V news channels' excessive coverage during elections helps people, especially illiterates, in electing the right person to the power. This reminder compels politicians to be upto their promises in order to remain in power.

Television and radio have made a significant achievement in educating rural illiterate masses in making them aware of all the events in their language. Coverage of exploitative malpractices of village heads and moneylenders has helped in taking stringent actions against them by attracting government's attention.

The media also exposes loopholes in the democratic system, which ultimately helps government in filling the vacuums of loopholes and making a system more accountable, responsive and citizen-friendly. A democracy without media is like a vehicle without wheels.

In the age of information technology we are bombarded with information. We get the pulse of the world events with just a click of a mouse. The flow of information has increased manifolds. The perfect blend of technology and human resources (journalist) has not left a single stone unturned in unearthing rampant corruption in politics and society. We all are well aware of what tehelka did. Thanks to technology that has brought a kind of revolution in journalism.

Impact of media

The impact of media is really noteworthy. Excessive coverage or hype of sensitive news has led to communal riots at times. The illiterates are more prone to provocations than the literates. Constant repetition of the news, especially sensational news, breeds apathy and insensitivity. For instance, In Dhananjay Chatterjee case, the overloaded hype led to death of quite a few children who imitated the hanging procedure which was repeatedly shown in most of the T.V. news channels. There is a plethora of such negative impacts. Media should take utmost care in airing or publishing such sensational news.



Commercialization has created a stiff competition in media. In order to outdo each other print media has often gone one step further in publishing articles, cover stories, etc. on sex. Media experts say this is one of the means of attracting readers who are glued to T.V. news channels, which have cropped up swiftly in a recent past and they believe this is a cheap form of journalism.

Conclusion

No one is perfect in this world and so is the media. Here I am not degrading the media, rather I would say there is still a lot of scope for improvement by which media can raise upto the aspirations of the people for which it is meant. I cannot think of a democracy without active and neutral media. Media is like a watchdog in a democracy that keeps government active. From being just an informer it has become an integral part of our daily lives. With the passage of time it has become a more matured and a more responsible entity. The present media revolution has helped people in making an informed decisions and this has led to beginning of a new era in a democracy.

Freedom of Media

This editorial is based on **“Stop press: On blanket gag order against the media”** which was published in The Hindu on 17/09//2020. It talks about importance and issues related to freedom of media.

Recently, the higher judiciary passed an order that pertains to regulation of Media. In one order, Andhra Pradesh High Court imposed a ban on the media, and even social media, from mentioning anything in relation to a case linked to former Advocate General of the State.

In the second case, the Supreme Court passed an interim order which stopped the telecast of the remaining episodes of a news channel, as it was engaged in the vilification of a particular community. Though both the order will have consequences for free speech and the citizen's right to receive information, they should be seen in different contexts.

While the first order may envisage to prevent possible defamation or invasion of privacy or at protecting the fairness of a trial or investigation, the other may be seen as putting a check on propagation of hate. In this context, there is a need for fine balance between rights of individual and free press.



Freedom of Press

- The Constitution, the supreme law of the land, guarantees **freedom of speech and expression under Article 19**, which deals with 'Protection of certain rights regarding freedom of speech, etc.
- Freedom of press is not expressly protected by Indian legal system but it is impliedly protected under article 19(1) (a) of the constitution, which states - "All citizens shall have the right to freedom of speech and expression".
- In 1950, the Supreme Court in **Romesh Thappar v. State of Madras** observed that freedom of the press lay at the foundation of all democratic organisations.
- However, Freedom of press is also not absolute. A law could impose only those restrictions on the exercise of this right, it faces certain restrictions under article 19(2), which is as follows-
 - Matters related to interests of the sovereignty and integrity of India, the security of the State, friendly relations with foreign States, public order, decency or morality or in relation to contempt of court, defamation or incitement to an offence.

Importance of Free Media

- Free Media promotes open discussion of ideas that allows individuals to fully participate in political life, making informed decisions and strengthening society as a result — especially in a large democracy such as India.
- A free exchange of ideas, free exchange of information and knowledge, debating and expression of different viewpoints is important for smooth functioning of democracy. As the free media by virtue of being the voice of masses, empowers them with the right to express opinions. Thus, free media is critical in a democracy.
- With Free Media, people will be able to exercise their rights as questioning decisions of government. Such an environment can be created only when freedom of press is achieved.
- Hence, Media can be rightly considered as the fourth pillar of democracy, the other three being legislature, executive and judiciary.

Issues Related with The Present Media

- **Right to Privacy:** The right to privacy emanates from natural rights, which are basic, inherent and inalienable rights.



- Article 21 which guarantees right to life guarantees right to privacy impliedly.
- Many times, the media has crossed its limits of fair reporting and intruded in personal spheres of life.
- In Aarushi Talwar Murder Case, the Supreme Court took a view that transparency and secrecy in an investigation are two different things. Where the apex court questioned a section of media for reporting that had resulted in tarnishing the reputation of the victim and her family members.
- **Media Trials:** The **Supreme Court in Sahara vs. SEBI (2012)** observed that the court can grant preventive relief on a balancing of the right to free trial and a free press.
 - Apart from this, the Supreme Court was of the view many times that the media covers issues in such a way that it seems like a trial.
 - Since such trials by the media are likely to affect the reputation of the judiciary and judicial proceedings adversely, it interferes with the functioning of the judiciary as well.
- **Paid News:** Paid news and fake news can manipulate public perception and can instigate hatred, violence, and disharmony among the various communities within society.
 - The absence of objective journalism leads to the false presentation of truth in a society which affects the perception and opinions of people.

Way Forward

- **Strengthening Institutional Framework:** The Press Council of India, a regulatory body, can warn and regulate media if it finds that a newspaper or a news agency has violated media ethics.
 - Statutory status should be given to News Broadcasters Association (NBA) which represents the private television news and current affairs broadcasters.
- **Tackling Fake News:** Countering content manipulation and fake news to restore faith in the media without undermining its freedom will require public education, strengthening of regulations and effort of tech companies to make suitable algorithms for news curation.
 - Any future legislation to curb fake news should take the whole picture into account and not blame the media and go for knee-jerk reactions; in this age of new media anyone can create and circulate new for undisclosed benefits.



- **Adherence to Media Ethics:** It is important that the media stick to the core principles like truth and accuracy, transparency, independence, fairness and impartiality, responsibility and fair play.

Types of Mass Media

Media is a vehicle or means of communication that disseminates information from the source to the target public and any media intended for the larger audience is called mass media. From pictorial representations in the early age, massive production of newspapers, fancy videos on television to high-tech media combining the Internet and computers, there are variations in the type of mass media. Being the prime source of information, entertainment, marketing, **advertising media**, and motivation for everyone and everywhere in the world, you will, through this blog, learn about the different types of mass media and how it influences us!

What is Mass Media?

To put it simply, **Mass Media can be defined as a technology which is intended to communicate or reach a mass audience.** Mass media is actually the primary means of communication for the general public to communicate with each other as well as on a grander level. The most popular types of mass media include Newspapers, Radio, Television, Internet, Magazines and more!

What is Mass Communication?

Mass Communication refers to the process of disseminating and exchanging information through diverse media platforms to reach the masses. Mass Communication is different from Mass Media because various forms of mass media like TV, Radio, the Internet, Print Media, Outdoor Media, etc. are used to facilitate mass communication, i.e. communicate certain information to the masses.

The most common **types of Mass Communication** are:

- Journalism



- Social Media
- Films
- Television
- Radio
- Advertising
- Public Relations
- Books, Magazines, Newspapers and Journals
- Photography
- Audio Media like Community Radio, Podcasts
- Interactive Media like websites, video games, digital ads, etc.

Advantages of Mass Media

There are numerous advantages of mass media in the contemporary world. From being the watchdog of a democratic country to ensuring faster communication, different types of mass media have various advantages and benefits such as:

- **Giving Voice to the Voiceless**

Mass media plays an essential role in shining the spotlight on the masses as the general public can express their views and opinions freely. This way, it becomes the voice of the voiceless thus giving the right platform for the people to use their right to express freely.

- **Effective and Wider Communication**

It is through different types of mass media from social media to the digital platforms that the world has transformed into a global village. This way, mass communication has become useful for the people, businesses, governments and the whole world to stay connected with each other.

- **Diffusion of Diverse Cultures**



Mass media also plays a colossal part in spreading arts and cultures to every nook and corner of the world. With the help of the internet, anyone can learn a new language, know about a different culture or even travel the whole world without physically going from one place to another.

- **Encyclopedia of Information**

The internet is truly a massive open source of information and different types of mass media from search engine platforms to social media platforms and learning websites play a greater role in helping anyone learn anything anywhere.

Apart from these, there are certain disadvantages of mass media such as easier spread of fake news, compromised privacy, health issues, glamorizing censored content and topics, possibility of fraud and hacking, amongst others.

Examples of Mass Media

Whenever you want to listen to your favourite music, watch the latest movie, an event or a cricket match, where do you go? While earlier, television was the only source, the modes of staying updated with the happenings around you have expanded. Here are the most common examples of Mass Media:

- Television
- Radio
- Newspapers
- Magazines
- **Social Media**
- **Digital media**
- The internet, etc

These sources of disseminating information and news is considered 'mass media'. It is a medium that is used to communicate with the masses or a large number of heterogeneous audiences different kinds of information.



Characteristics of Mass Media

Mass Media comprises a wide range of media technologies to disseminate or reach over a larger audience through mass communication. **The major characteristics of Mass Media are:**

- Mass Media **constitutes both technical and institutional methods for communication**, production and dissemination of news.
- It **reaches larger audiences or masses** and that's why is referred to as mass media.
- Mass Media has **the power to influence society** and is also **impacted by what's happening in society** itself.
- Audience or the masses are offered with a **wide variety of choices** in terms of content, media platform, etc. to choose from the type of mass media they want to consume.

Functions of Mass Media

Mass media has been one of the most significant forces in modern culture. All types of mass media communication whether written, broadcast or spoken reach a larger audience thus creating a massive impact. Here are the important functions of Mass Media:

- Mass media plays a crucial role in shaping how we view the world.
- Intensive use of mass media has resulted in the world to appear smaller and closer.
- It also promotes the distribution of goods and services.
- The fundamental objectives of mass media are to inform, educate and entertain the masses.
- It is known to be an important player in democracy and the smooth functioning of the nation.
- Media is the watchdog of society.



- Mass media works to transmit heritage and cultural values.
- The rise of new mass media creates a global platform to bring people together.

Types of Mass Media

When it comes to the different **forms of media**, there are varied formats of modern media such as print media (newspapers, books, magazines), broadcast media (television, radio), digital media (internet) as well as video games, music, cell phones, films, amongst others. All these types of mass media comprise content as well as a device or object which is the medium for delivering the content.

There are 6 main **types of Mass Media**:

1. Traditional Media
2. Print Media
3. Electronic/Broadcasting Media
4. Outdoor Media or Out of Home Media (OOH)
5. Transit Media
6. Digital Media/New Media/Internet

Traditional Media

People have developed different ways of communication depending upon their local language and culture. Traditional media is one of the oldest types of mass media to transfer traditions and culture over generations. The tools of communication have been developed from beliefs, customs, rituals, and practices of society. Traditional media imparts indigenous ways of communication for ages. Further, this type of mass media varied as per each culture and society as every culture has their own mediums to communicate to their mass audience. Thus, the traditional media can be folk songs, dances, folktales and folklore as well as paintings, sculptures, stupas, statues and fairs, festivals, rural or community radio and announcement mediums like nagada, etc.

Forms of Traditional Media

- Folk Dances



- Folk Songs and Music
- Theatre, Drama, and Folktales
- Painting, Sculptures, Inscriptions, Statues, and Stupas
- Motifs and Symbols
- Announcements made by beating drums or 'nagada'
- Shadow **Puppetry** and String Puppetry
- Storytelling
- Nautanki
- Fairs and Festivals
- Rural Radio

Print Media

Courtesy: Research Guides at New Jersey State Library

In simple words, **Print Media** is all about the printed form of information and news. Before the invention of the printing press, printed materials had to be hand-written that made mass distribution almost impossible. Print media is one of the basic types of mass media tools making it very popular and convenient to reach a wider audience. Newspapers are considered as the oldest forms of mass media after the traditional mass media as for a long period of time, the general public relied on newspapers to know the latest happenings in their local areas as well as from around the world. Thus, print media originally refers to newspapers and then expanded towards magazines, tabloids, promotional brochures, journals, books, novels and comics.

Forms of Print Media

- Newspapers (broadsheet and tabloid)
- Periodicals, Newsletters, and Magazines (general or specific interest)
- Brochures, Leaflets and Pamphlets
- Journals
- Books, Novels and Comics



Electronic Broadcasting Media

Broadcasting is simply a distribution of audio and video content to a dispersed audience using the electronic broadcasting medium. Originally the term 'broadcasting' referred to the sowing of seeds on farms by scattering them over the large field. **Broadcast media** allows ease of news dissemination to even an illiterate person because it appeals to both the auditory and visual senses making it one of the most lucrative types of mass media. Centuries later after the newspapers were used as the original mass media, the advent of radio and television happened. Radio was the primary medium of news for the general public during wars as well as for sports and entertainment. When television was invented, it became the most effective type of mass media as it was primarily used for news dissemination and then for TV shows, live events and other entertainment purposes.

Forms of Broadcasting Media

- Television
- Radio (AM, FM, Pirate Radio, Terrestrial Radio, and Satellite)
- Traditional Telephone
- Film/Movie/Motion Picture
- Video Games
- Audio Recording and Reproduction

Outdoor Media

This is also known as OOH or Out-of-Home Media and is focussed on transmitting information and news when the public is outside their home. Outdoor media gives importance to display advertising and attracting individuals towards new products, some social cause or any development or change in the society. These are prominent in brand promotion seen on buildings, streets, electric polls, roadside, vehicles, screens, kiosks, etc. This is one of the most prominent types of mass media used for commercial





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as well as public welfare advertising and mainly includes billboards, banners, posters, brochure distribution, ComPark Advertising, Wallscape, amongst others!

Forms of Outdoor Media

- Billboards or Bulletins
- Inflatable Billboards
- Mobile Billboards
- Banner
- Lamppost Banners
- Posters
- Signs and Placards
- Blimps, Skywriting
- Brochure distribution
- ComPark Advertising
- Wallscape

Transit Media

Transit Media revolves around the concept of advertising and information dissemination when consumers are “*on the go*” in public places or in transit. These include display advertising on vehicles and transportation. With the aim “*driving home a message*” transit media is significantly used for massive brand promotion to millions of people who travel the country’s streets and highways every day.

Some people might think that this type of mass media is outdated or ineffective, yet it is widely visible on the sides of buses, in subway cars, at transit stations where passengers enter or disembark from public transportation.

Forms of Transit Media

- Bus Advertising
- Railway Advertising
- Taxi Advertising



- Transit Shelter Advertising

New Media or Digital Media

Since the invention of the **World Wide Web** by English scientist **Tim Berners-Lee** in 1989, the Internet has drastically taken over all the types of mass media because of faster dissemination speed and higher digital technology. **New Media** is an interactive two-way communication with users being the active producers of content and information. The Internet is considered as a highly interactive mass medium and can be simply defined as the “network of networks”. It has quickly transformed as the centre of the mass media as it has marvellously integrated all the prominent types of mass media. Now, you can see news websites, broadcasted TV shows as well as listen to online radio using the internet and this is also called as the **convergence of mass media!**

New Media is normally a re-conceptualization of the existing media. This is a rapidly growing mass media with the ease of accessibility with a computer and an Internet connection (broadband or WiFi). From **Story Writing** and **Graphic Designing** to **Multimedia and Animation**, pursuing a career in this field can be highly advantageous.

- Websites
- Emails
- Social Media and Social Networking Sites (SNS)
- Webcast and Podcast
- Blogging and Vlogging
- IPTV (Internet Protocol Television)
- E-forums and E-books
- E-commerce and M-commerce
- Digital Videos
- Computer Animation



- Digital Video Games
- Human-Computer Interface
- Virtual World & Virtual Reality

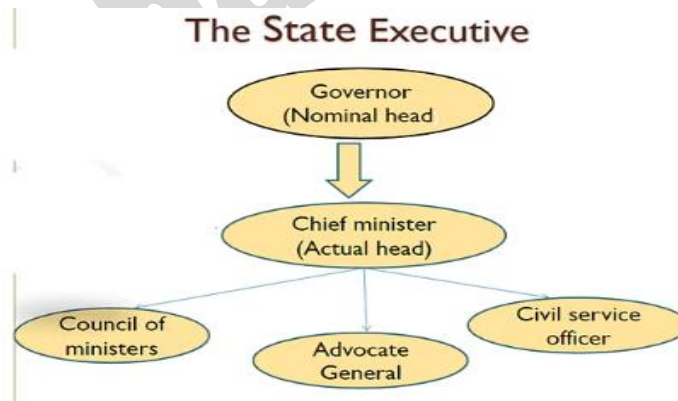
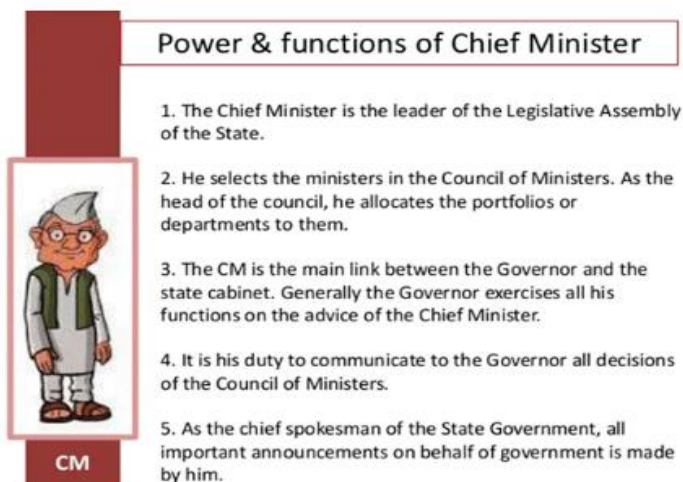
Chief Minister and Council of Ministers

Chief Minister

. He is the head of the state government.

While the governor is the nominal executive of the state government, the person who becomes the chief minister is the real executive of the government.

- The real executive is called 'de facto' executive which means, 'in fact, whether by right or not.



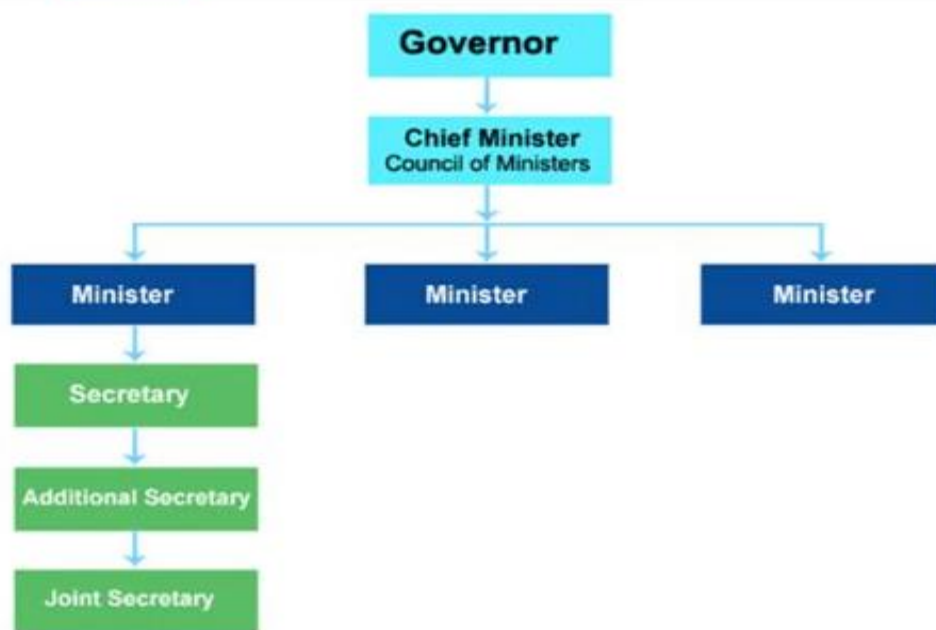


Appointment of Chief Minister

- Just like the Prime Minister, provisions of whose appointment are not mentioned in the Indian Constitution, Chief Minister's appointment particulars are not mentioned in the Constitution.
- . According to Article 164 in the Indian Constitution, Governor appoints Chief Minister.
- However, the Governor cannot appoint any random person as the Chief Minister but has to follow a provision.



- The policies and workings of the different ministries are monitored and co-ordinate by him. He summons and presides over the meetings of the Council of Ministers.
- The Governor appoints or dismisses other ministers on his advice. The Chief Minister allocates or re-allocates the portfolios among the ministers.
- Sole channel of communication between his ministers & Legislature. (bills, resolution, etc., moved in Legislature must have his approval).
- He remains responsible to the Legislative Assembly for the acts performed by the State Council of Ministers.
- If the Chief Minister resigns, the entire Council of Ministers is bound to resign.





A leader of the party that has got the majority share of votes in the assembly elections, is appointed as the Chief Minister of the state.

. When no party gets a majority in the elections, the governor exercises his own discretion and appoint a Chief Minister accordingly.

- In a case where no party has won the majority votes, Governor appoints the member of the largest party or one from the coalition (if occurs) as the Chief Minister and then he is given 1 month time to prove confidence in the house.

If the incumbent dies in the office, Governor at his own discretion can appoint a Chief Minister however, the ruling party nominates a member and Governor usually appoints that person as the Chief Minister. This person then has to prove confidence within a specified time.

A person not belonging to either house (Legislative Assembly & Council) can also be appointed as the Chief Minister, however, within six months of his tenure as a CM he should be elected to

either house without which he ceases to be a CM.

- Chief Minister can belong to any house in the State Legislature.

Term of Chief Minister's office

Aspirants should clearly understand that the term of Chief Minister is not fixed and he holds his office during the pleasure of the governor

. Governor cannot remove him any time.

. Governor cannot even dismiss him till the time he enjoys the support of the majority of the house

When CM loses his majority support. he has to resign and Governor dismisses him then.

The main function of the Chief Minister

The CM of the state performs functions in relation to the different categories of people:

1. In relation to the Council of Ministers
2. In relation to the Governor

In relation to the State Legislature Other than that, he also performs the following functions:



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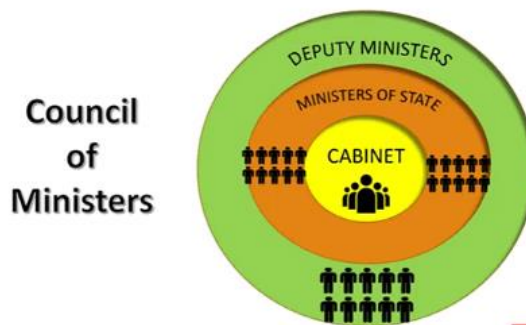
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1. He chairs the State Planning Board
2. He is a vice-chairperson of the concerned zonal council by rotation, holding that office for a period of one year at a time
3. He is a member of the Inter-State Council and National Development Council which are headed by the Prime Minister.

The Chief Minister is the head of the state council of ministers. He performs the following functions:

1. He recommends to the governor on who to appoint as ministers
2. He designates or reshuffles the portfolios of the ministers
3. He can ask a minister to resign
4. Meeting of the council of ministers is headed by him
5. All activities of the ministers are guided and controlled by the Chief Minister
6. If he resigns, the entire council of ministers collapses.

If the CM dies (or resigns), the council automatically dissolves.





Difference between Cabinet and Council of Ministers



Cabinet	Council of Ministers
The cabinet consists of many senior ministers who hold important portfolios such as defence, home affairs, education etc.	They consist of Cabinet Ministers, Deputy Ministers and Ministers of State
It was conferred the status of a constitutional body after the passing of the Constitutional Amendment Act of 1978 (Also Known as 44th Amendment)	It is a constitutional body
The Cabinet consists of some of the most experienced ministers. Thus the Prime Minister seeks their advice on important matters. The decisions of the cabinet are binding to all ministers	It is up to the Prime Minister to consult with the council of ministers or not when it comes to making important decisions
It enforces the collective responsibility of the council to its members	It enforces collective responsibility to the lower houses of the parliament
The Cabinet meets as frequently as possible to formulate policies and to decide on certain matters of national importance	The meetings between the council of ministers are rare.
The size of the cabinet is about 15-20 ministers	The council of ministers usually consists of about 60 to 70 ministers of the government.

Relation to the Governor

In relation to the governor, the Chief Minister performs the following functions: 1. All the activities, decisions that are taken up by the council of ministers are communicated to the governor by the chief minister



2. To report to the governor, information about the administrative affairs if and when asked by the governor

3. If any minister has decided on any issue, the same has to be reported to the Governor by the Chief Minister when the same has not been considered by the council.

4. He gives his advice to the governor for the appointment of the following persons:

(1) Advocate-General

() Chairman of state public service commission

0) The state election commission, etc.

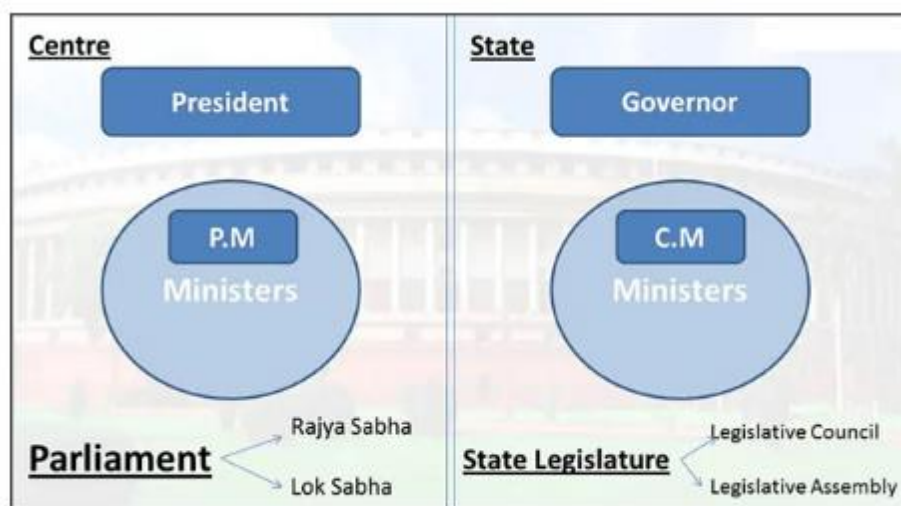
In Relation to the State Legislature

He is the leader of the house and holding this position, he performs the following functions:

1. Before a governor prorogues and summons the sessions of the state legislature, the Chief Minister's advice is a must

2. Legislative Assembly can be dissolved at any time on his recommendation to the governor

3. All government policies are announced by him on the floor of the house.



Parallel Analysis of positions at the state and centre level

Chief Minister and the Governor

The relationship between the Chief Minister of the state and the state's governor has always been in the news.

The debate on the authority of the respective posts has made the rounds throughout.

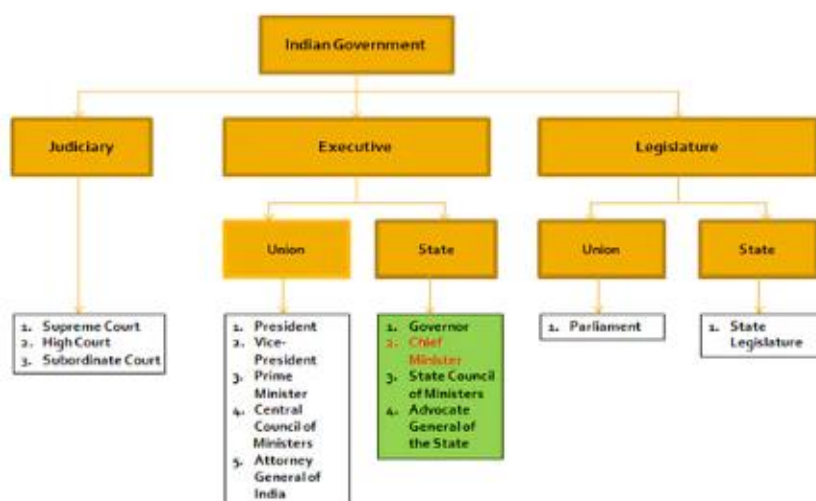


- IAS aspirants will understand the dynamics shared by the CM and the Governor by following the details given below:

Article 163	The governor is advised by the council of ministers which is headed by the Chief Minister. Note: When the governor acts at his own discretion, no advice is needed by the council
Article 164	Governor appoints Chief Minister and later Chief Minister recommends Governor on the appointment of ministers
Article 167	Chief Minister has to communicate all administrative decisions that are taken up by him and the council of ministers to the governor

State Council of Ministers

- The State Council of Ministers is similar to the Central Council of Ministers. The state council is headed by the Chief Minister.
- The council comprises ministers appointed by the governor on the recommendation of the CM.



Appointment of Council of Ministers

They are appointed by the governor on the advice of the CM. Governor also appoints a tribal affairs minister for the following states:

1. Chhattisgarh



2. Jharkhand

3. Madhya Pradesh

4. Odisha

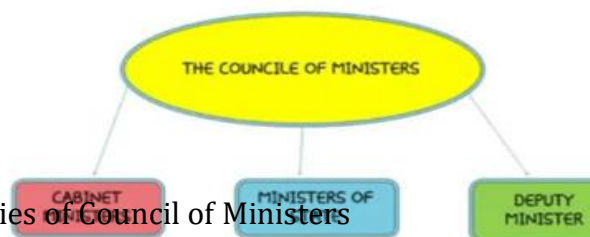
- Bihar was also one of the states to have tribal affairs minister, however, 94th Amendment Act 2006 freed Bihar from this obligation.

Difference between Lok Sabha and Rajya Sabha	Rajya Sabha
Difference between a Unicameral Legislature and a Bicameral Legislature	How a bill is passed in the Indian Parliament
Prime Minister & Council of Ministers	Vice-President
Ordinance Making Power of President & Governor	Directive Principles of State Policy
Important articles in the Indian Constitution	Constitutional Discretion of Governor

Composition of Council of Ministers

The size of the council is not mentioned in the Indian Constitution: Chief Minister decides the size and the rank of the ministers as per the requirement in the State Legislature.

Composition of the Council of Ministers



There are three categories of Council of Ministers

1. Cabinet Ministers

2. Ministers of State

3. Deputy Ministers



Collective Responsibility

- The provision of collective responsibility is dealt with by Article 164. The Article mentions that the council of ministers are collectively responsible to the state legislature
- This means that all the ministers own joint responsibility to the legislative assembly for all their acts of omission and commission.

When the legislative assembly passed a no-confidence motion against the council, all the ministers of the council have to resign including those belonging to Legislative Council too.

The council of ministers can advise the governor to dissolve the legislative assembly on the ground that the House does not represent the views of the electorate faithfully and call for fresh elections. The governor may not oblige the council of ministers which has lost the confidence of the legislative assembly.

Articles	Provision
163	Council of Ministers to aid and advise Governor
164	Other provisions as to Ministers
166	Conduct of business of the Government of a State
167	Duties of Chief Minister as respects the furnishing of information to Governor, etc.



UNIT-IV

District Administration

What is District Administration?

District Administration means the management of the task of government so far as it lies within an area legally recognized as a district. According to Khera, "District administration is the total management of public affairs within this unit." The district is kept under the charge of a district officer—called either Deputy Commissioner or District Collector who acts as the eyes, ears and arms of the State Government. As such D.C.'s task is of pivotal nature. This task is of five kinds viz., Revenue, Magisterial, Judicial, Executive and Development.

District Functionaries:

Deputy Commissioner or District Officer is the linchpin of district administration. He is the head of the district. He is designated as Collector in some of the states like Rajasthan and Madhya Pradesh and Deputy Commissioner in states like Haryana and Punjab.

In some other states, where judicial powers are still vested with the Deputy Commissioner, he is termed as the District Magistrate as well. Some other district officials who head various other departments in the District are Civil Surgeon or District Medical Officer, Executive Engineer, Superintendent of Police, District Forest Officer, District and Sessions Judge, District Education Officer, District Agricultural Officer, Assistant Registrar of Cooperative Societies etc., etc. However, Deputy Commissioner is overall responsible for efficient administration of the District.

These functionaries look to him for help, advice and at times orders. Even the citizens run to him for the redress of their grievances. According to the Imperial Gazetteer of India, a Collector of strong and sympathetic character with the gift of insight may gain the strongest hold over the affections and imagination of the peasantry and tales of his sagacity and good deeds will be told in remote village many years after his name has ceased to be borne on the civil list of the province. The position remains the same today depending on dynamism of the Collector/DC and his humane and unbiased approach to the citizens.

The District Officer:

The Deputy Commissioner (the D.C. or Collector) is designated as District Officer because he plays a pivotal role in the administrative set up of the district and exercises varying degrees of supervision over the heads of other departments functioning in the district.



He is appointed either through competitive examination for I.A.S. services held through U.P.S.C., or he is promoted from 'state' civil services. Quota for provincial services is reserved for promotion to IAS.

Duties of the District Officer:

He performs multifarious functions, hence he is called the backbone of administration and a pivot round which the entire administration of the district revolves. His principal duty, today, as it has always been, is the maintenance of law and order in the district. Prompt collection of revenue is his another duty of significance.

The direction and fulfilment of development plans is also one of his functions of paramount importance. To act as a buffer between citizens and administration is another important assignment of the D.C.

Hence his functions are multifarious and can be described as under:

1. As a Collector:

A district officer is the head of the revenue department of the district. In this capacity, he possesses power of general supervision and control of the land records and their staff; appointment, promotion, transfer and punishment of district officials in accordance with the standing orders of the government; writing character rolls of all under his authority; keeping a close watch on the agricultural conditions of the season; collecting of revenue and other taxes like agricultural income tax and irrigation rates, sales and mortgages of land, ensuring proper administration of land, seeing that rights in land are held and enjoyed and passed from one party to another within the jurisdiction of law and in an orderly way; submission of periodical reports to higher authorities; remission of revenue in case crops are destroyed due to flood havoc or drought or visits of locusts in the harvest season; maintenance of facts and figures regarding the wealth and welfare of the inhabitants of the district and managing governmental properties and courts of ward estates; relief of fire sufferers; assessment and realization of agricultural tax; supervision of Treasury and Sub-treasury; payment of Zamindari abolition compensation and rehabilitation grant, enforcement of Stamps Act.

As a fiscal officer of the district, he conducts Abkari sales and issues licenses to sellers of intoxicating drinks and narcotic drugs such as opium and hemp. He extends loans to the agriculturists and provides famine and flood relief to those affected adversely.



As in charge of district treasury, he is responsible for the due accounting of all money received and distributed, the correctness of the treasury returns and the safe custody of the valuables which it contains.

2. As the Chief Executive of the District:

His executive powers are enormous. He is the one man to whom the district looks for counsel, help and favours. According to S.S. Khera, an ex-I.C.S., one of the main purposes of district administration is to maintain the district in a state of law and order, in a state of peace. He can seek assistance from the police for maintaining peace and order in the district.

The Superintendent of Police is subject to his order and is expected to keep the D.C. informed about the problems pertaining to law and order. If he is vested with judicial powers as the District Magistrate as well, he is to deal with public meetings, processions, fairs, riots, agitations and communal or other disturbances.

He is to execute government policies on new schemes like National Savings, grow more food campaigns and family planning campaigns etc.

He brings about co-ordination between various departments. Some other executive duties of the D.C. are rationing of petrol, issuing of Haj passes, celebration of civil marriages, conducting of census, allotment of government built houses, conducting of elections, posting transfers and leave of gazetted officers within the district, dealing with pension cases of district staff, submitting annual budget estimates, in charge of the Treasury, District Stamp Officer, issuing of tentative programmes of ministers and V.I.Ps., to act as protocol officer in the District, supervising the proper conduct of civil suits in which state is party, counter-signing the grant-in-aid bills for various educational institutions, sale of excise shops, training of junior officers in official procedures and administrative work, effecting co-ordination in the work of all other district officers and presiding over the District Plan Implementation Committee.

3. As a Judicial Officer:

As a District Magistrate, he not only performs executive duties but also discharges judicial duties. He is to see that justice is done and that rule of law prevails. As a first class magistrate, he enjoys original and appellate jurisdiction in criminal cases. Appeals from the second and third class magistrates can be carried to him.



He supervises the subordinate magistrates including those working honorarily. If he considers an acquittal not justified or a punishment inadequate, he may advise the government to file an appeal to the High Court.

In the state where judicial powers have been taken away from the District officers and are entrusted to the District Magistrates (Judicial), the District Officers deal only with non-judicial functions such as exhorting people for good behaviour, regulation of prosecutions, control of the police, preventive detention etc.

He hears appeals against the revenue decisions of the S.D.O. or Tehsildar in matters affecting the entries in Patwari's records and some other tenancy and land revenue matters. He makes jail inspections and looks to expeditious disposal of cases of under trial prisoners. He deals with premature release of prisoners or their release on parole.

He submits annual criminal report to government. He inspects police stations invariably once a year. He grants and cancels many kinds of licenses. He controls and supervises election work in the district. He issues certificates for domicile to scheduled and backward classes and guardianship of political sufferers. He deals with labour problems and strikes. Many such functions of judicial nature are performed by him.

4. Supervision of the Local Bodies:

He is entrusted with the functions of supervising and controlling the working of local bodies in the District, viz., District Boards, Village Panchayats, Municipal Committees, etc. According to Palande, "He has also to see that in matters of sanitation proper steps are taken by the local bodies particularly on the outbreak of epidemics."

5. Development Functions:

With the dawn of independence, India has embarked upon a new era of welfare state and community life. Hence his developmental duties comprise of dispelling of ignorance, eradication of superstition, spread of co-operative institutions and Panchayats, increase of community projects and national extension schemes, rehabilitation of refugees and encouragement of awareness of rights and duties, etc., etc.

In fact performance of such duties gives him ample opportunities to come in contact with the people and prove his worth as a public servant in the true sense. The Imperial Gazetteer as quoted in preceding pages throws enough light on the developmental functions of the Collector (D.C.) even of the British times.



6. As Returning Officer:

The Collector is the Returning Officer for elections to Parliamentary and Vidhan Sabha Constituencies and is responsible for effecting coordination of election work at district level.

7. As District Census Officer:

He is responsible for conduct of census operations once in 10 years. He appoints enumerators, provides for their training and arranges timely supply of forms.

8. Miscellaneous Functions:

Besides the functions stated in the preceding paragraphs, he exercises a few other functions of no mean significance.

They are:

- (i) To exercise superintendence over all other branches of district administration even though they are not directly placed under his charge.
- (ii) To supervise the working of jails, reformatories, lunatic asylums and poor houses in the district.
- (iii) To remain in touch with the working of the departments headed by other district officials as Executive Engineer, the Civil Surgeon, the Forest Officer, the Health Officer and the District Inspector of School.
- (iv) To decide general policy on behalf of the government on such matters as local festivals, processions and conflict of interests between communities.
- (v) To take prompt action in case of calamity, disaster and the like. In the words of S.S. Khera, the test of good administration is “as to how quickly how well and effectively the whole district administration comprising all its various ramifications can be organised and harnessed to the aid of the people.”
- (vi) To keep liaison with military authorities and welfare of members of the armed forces—serving and retired.
- (vii) To act as a leader in emergencies, like floods, famines, earthquakes, internal and external aggression.
- (viii) He is to play role as a Public Relation Officer of the Government at the district level.

As such he is the spokesman of the district.

Position of the District Officer:



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Keeping in view his executive, judicial, fiscal, supervisory and developmental functions we can conclude that the Deputy Commissioner is the centre of every important activity in the district. His authority is onerous and powers enormous. It has been aptly said that all the strings of district administration are gathered together in his hands.

William Hunter's description of the powers of the D.C. during the British days holds good even today. According to him, "The District Officer is the fiscal officer charged with the collection of land revenue ; is also a revenue and criminal judge both of first instance and appeal.....Police, Jails, Education, Municipalities, Roads, Sanitation, Dispensaries, Local Taxation and the Imperial Revenue of his district are to him matters of daily concern. He is expected to make himself acquainted with every phase of the social life of the natives and with each natural aspect of the country."

The famous Simon Commission also gave a nice portrayal of the District Officer, during the Britishers' Rule—"He is the embodiment of the government. The authority which he derives from his statutory powers is augmented by the constant exercise of advice and discretion in matters where he is expected to lead. He wields large powers of patronage. He is responsible for making a vast number of minor appointments. His recommendations for honorary magistrateship and nominated memberships of all local self-governing bodies are ordinarily accepted. He can grant seats at ceremonial functions such as 'darbars' and the coveted Indian titles and honours and other rewards are usually conferred at his suggestion—the District officer must remain a very important person, the embodiment of effective authority and the resources to whom the countryside turns in time of difficulty and crisis. In no future that we can foresee will the post of the District Officer cease to be one which calls for those qualities of integrity and decision which so many of the best kind of public servants have exhibited in the service of India."

Though the Deputy Commissioner no longer holds darbars or confers titles and enjoys that glamorous position of British days, yet his authority in the district can hardly be under-estimated. He still remains the sole chief agent and representative of the state government in the district. He serves as channel of communication between the government and the inhabitants of the district. Palande correctly remarks, "The District Officer is the eyes, the ears, the mouth and the hands of the Provincial Government in the district."



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He is still the 'Mai Bap' of the simple souls living in the rural India. He is still a prop to the needy and the distressed. People run to him for succour and redress when floods and famines cause ruination and play havoc with their peaceful living.

District Officer in Pre-Independence Days:

The District Officer (D.C. or Collector) was the real ruler of District prior to India's emancipation from the imperialistic yoke. In the administrative hierarchy—Governor General, Governors, Divisional Commissioners, Deputy Commissioner—his presence was felt the most by the common man and his authority was wielded the maximum.

The Governor-General, the Governors and even the Commissioners being out of reach for the common man on account of their remoteness from the district headquarter and the superiority complex most of them suffered from, the people in general took the D.C. for the embodiment of the might of British Sarkar.

It was he who ruled the District according to his whims and caprice. His presence used to be felt by the people at every step and they invariably looked upon him as the savior of their hearth and homes, peace and prosperity. Thus, the D.C. was the real ruler of the District during Britishers' era. Another important fact about the D.C. during the British rule pertained to a wide gulf between him and the people. He was autocratic, being the representative of the tyrant rulers. He was master, a ruler but never a public servant. As already said, he was their 'mai bap' of course out of sheer necessity and not from the core of their heart. People feared him. They approached him with awe. In fact, the D.C. himself played the role of a high-browed bureaucrat. He purposely did not mix with the people as it enabled him to uphold the dignity and prestige of the British Raj. He was the "British rule incarnate" the respected, feared, trusted, father and mother, to his 800000 he is omnipotent.

District Officer in Post-Independence Days:

With the ushering in of independence era in India there has occurred a marked change in the position of the D.C. The halo of glamour which surrounded him in the British days has almost vanished. He is no longer the 'mai bap' of the people. The inception of parliamentary form of government has transferred the D.C. from being an agent of a paternalistic alien rule into a subservient tool of a popularly elected government.



As such he is required to be persuasive and not coercive in his approach to the people whom he is supposed to serve. Besides he is conscious of his limitations. He is less adequately equipped for his job than his counterpart in British era.

An IAS after 4 to 5 years heads a district whereas his counterpart in British era could get the opportunity after many years of service. Still as said by K.K. Day, **“There is not and never has been an official quite like the Collector anywhere else.”**

No doubt his powers have not been curtailed except in those states where in pursuance of the Directive Principles, he has been deprived of judicial powers. Yet he has ceased to be an autocrat. With the emergence of the concept of welfare state, the Deputy Commissioner, like all other political and permanent functionaries, has become the custodian of the welfare of the people under his jurisdiction. In fact, he had to adjust with the changed circumstances.

He can no longer treat the people as mere abstractions. He can no longer create awe and fear in their minds. This has resulted in a change in the people’s attitude towards him as well. He is longer feared or looked down upon by the people.

He is easily accessible and is considered amenable to reason. He considers himself as a part of the popular government machinery. He is no longer the instrument of oppression to keep people under the constant threat of being deprived of their lives and also their possessions if they do not toe the line of the government.

He has instead become the public servant in the true sense. He has to care for the M.L.A. of the area who can expose him, if he overshoots the mark and indulges in oppression of the people.

The M.L.A. being guardian of the people’s interests in the constituency, can carry complaints against the D.C. to the Chief Minister or the Home Minister who may not spare a corrupt, negligent or autocratic D.C. and transfer him to an unimportant department in the secretariat where he will be reduced to a mere glorified ‘Babu.’

However, it may not be out of place to point out that sometimes undue political interference is embarrassing and proves detrimental to the administration. Sometimes the M.L.As and M.Ps interfere in day to day administration and even challenge the Collectors with dire consequences if the latter fail to accommodate their friends, their relations and even party workers.

While referring to undue interference of M.L.As or M.Ps in District administration, Dr. Sastri has rightly pointed out— **“the pernicious influence or blatant interference of the bad among**





them in the normal administration of the districts to which they belong is deplorable — they are the queerest customers of collectors.”

Though undue interference is undesirable yet an occasional pinpricking of the D.Cs by the local M.L.As and M.Ps in the interest of the inhabitants of the districts is essential. It has been rightly observed by a scholar on the discipline, **“The role of District Collector has changed but not diminished for now he has an additional function of guiding democratic bodies and has to carry conviction with members of those democratic institutions.”**

That enables the D.C. to maintain rational and harmonious balance between autocracy and democracy. The D.C. is required for toning up the administration and maintaining law and order whereas the MLA and MP are imperative if public service is the ultimate goal of the top functionaries of the welfare state. The latter pull up the former if he goes off the rails and exhibits arrogance.

Other Functionaries of the District:

A brief account of the functions of the functionaries in the district will not be out of place. District and sessions judge, Superintendent of police, Civil surgeon or chief medical officer of health, Executive engineer, S.D.O. and tehsildar, District inspector of schools, Employment exchange officer, District supply officer are some of the important heads of the departments functioning in the districts.

1. District and Sessions Judge:

The District and Sessions Judge heads the judicial organisation of the district. He constitutes the highest court in the district. As such he is equipped with both original and appellate jurisdiction. In the former capacity, he tries murder cases which are committed to his court by a first class magistrate.

However, if he is convicted as a murderer, the same is subject to approval by the High Court. In his capacity as an appellate authority, he hears appeals in both civil and criminal cases from the courts of magistrate and subordinate judges in the district.

The District and Sessions Judge also performs certain administrative duties. In this capacity, he supervises the work of civil and criminal courts in the district. He is selected through State Civil Service (Judicial) examination as Sub-Judge. A Senior Sub-Judge afterwards is promoted as District and Sessions Judge.

2. Civil Surgeon and Health Officers:



The Civil Surgeon is in-charge of governmental hospitals and dispensaries in the district. He advises and assists the District Officer in matters pertaining to health and sanitation. In Haryana and Punjab, the Civil Surgeons are now designated as Chief Medical Officers of Health.

They are generally in-charge of the Civil Hospitals and also the dispensaries and hospitals in the district. They have to keep up the health standards of the district. The Municipal Medical Officer of Health looks to sanitation of the town and adopts measures for the prevention of outbreak of various epidemics, as well.

3. Superintendent of Police:

The Superintendent of Police is the in-charge of Police force in the district. He assists the D.C. in the maintenance of peace and order in the district. In the departmental affairs, he is subject to the instructions of Inspector General of Police.

Moreover, in affairs pertaining to law and order, he is subject to the orders of the D.C. He gets assistance from Deputy Superintendent of Police, Inspectors, Sub-inspectors etc., in his task of establishing peace in the district. He is selected either through competitive examination for I.P.S. service or is promoted from D.S.P. to S.P.

4. Executive Engineer:

The Executive Engineer heads the engineering establishment in the district. His department (P.W.D.) deals with the construction and maintenance of government buildings, roads, bridges, tanks and wells. In the Punjab and Haryana a separate engineering department concerning the canals also exists. A Canal Engineer is the in-charge of this department.

5. Sub-Divisional Officer:

A few tehsils put together constitute a sub-division. A Sub-Divisional Officer heads the sub-division. He possesses both administrative and judicial duties. He is a magistrate as well as a revenue officer. In fact, his functions are analogous to those of the Collector at the district level.

His revenue duties are—regulation of details and resolution of disputes, doubts and difficulties regarding land revenue, supervision and inspection of all revenue matters, from assessment to collection, co-ordination of work in the departments of revenue, agriculture, veterinary and public health within the sub-division, appointment and dismissal of small revenue officials, collection and compilation of agricultural statistics.



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His judicial duties comprise of decision of cases pertaining to land rights, enhancing, abating or commuting a rent, ejecting illegal subletting and deciding the question of the rightful ownership for a disputed land.

As a Magistrate First Class, he tries cases falling within his jurisdiction. He commits cases to sessions court. His quasi-judicial duties pertain to liaison and co-operation with the police in the sub-division, special precautions and actions in emergencies, appointments of mukhias, recommendations to the collector for grant of arms licenses.

His executive duties at the sub-division level become fairly important especially when in pursuance of Directive Principles; he is deprived of judicial duties. Supervising the police, deciding disputes of non-criminal character, appointing, promoting or transferring functionaries of the revenue department, maintaining closer contact with the public are his important executive duties.

Besides these functions, he is to perform developmental functions as well. The plans for grow more food. Community Projects and National Extension Schemes, abolition of social evils and superstitions, rehabilitation of refugees, etc., are some of the developmental functions which S.D.O. performs at the sub-divisional level, in order to cater to the welfare concept of the state.

6. District Inspector of Schools or District Education Officer:

Every district has a Inspector of Schools. In Punjab and Haryana they are designated as District Education Officers. A District Inspector of Schools or D.E.O. supervises and inspects the working of educational institutions up to Higher Secondary standards in the district.

He makes recommendations regarding extension of grants-in-aid to these schools. He is to look to the general educational development of the district, under the general direction of the D.C.

7. Extra Assistant Director of Agriculture:

In every district, there is an extra-assistant director of agriculture whose main duty is to propagate for the improved means of cultivation. He is also the in-charge of a model farm in which new methods are tried and research work regarding cultivation is carried on.

8. District Civil Supplies Officer:

He is in-charge of the rationing department in the district. He regulates the supply of essential commodities like sugar, flour, rice, maida and suji according to the instruction of the State Food Department.



9. Employment Exchange Officer:

He heads the Employment Exchange department of the district. His department is to register the names of persons seeking employment and to recommend them for appointment to suitable vacancies where they crop up.

All these heads of the various departments described in the preceding paragraphs work under the control and constant supervision of their respective departmental supervisors but the D.C. supervises and co-ordinates their work and exercises influence upon their departmental policies to quite a great extent. His remarks in the annual confidential reports of departmental heads matter.

10. Divisional Commissioner:

It is essential to say a few words about the Divisional Commissioner. The Divisional Commissioner is the head of a Division which is composed of generally seven to eight districts. He holds a position mid-way between a District Officer and the head of the state.

District Police Organisation and Role of Superintendent of Police

The police administration is built around police districts. Each police range comprises of four or more police districts, which coincide with the boundaries of the revenue districts. Organizationally, the district is further subdivided into police circles and police stations. The police circles are placed under the control of circle inspectors while the police stations are administratively managed by the Sis of police, which are known by several names in vernacular in different states.

Some police stations also have their police outposts or chowkis within their territorial jurisdiction, which are usually under the charge of head constables or assistant Sis of police depending on the importance of the place where an outpost is located.

For organisational purposes, a police station is the smallest field unit of police administration. Several states have abolished police inspectors in the wake of administrative reorganisation. The SP who heads the district police office, also coordinates the functions of the heads of the district police lines, district crime bureau, district special branch, district traffic branch and the district prosecution branch.



The volume of work which depends upon the size and special demographic characteristics of the district, generally determines the size of police network and the functions of the SP. As a police chief, he has to work in close liaison and collaboration with his administrative seniors at the range and state headquarters. The organisational chart given on the next page depicts the chain of command as it obtains in the police organisation of a typical district.

District Headquarters and the Office of the SP:

The district police organisation constitutes the hub of the Indian police system. On an average, an Indian district covers about 3,600 sq. miles and a population of over a million and a quarter people. In addition to providing administrative services, the district headquarters have a large jail and store-houses for clothing equipment, arms and ammunition.

Constables for the district are recruited and partly trained here. Armed police and sometimes, mounted police also have their reserve lines or barracks there. The CID organisation operates from its headquarters. Adequate discretion has been vested in the police authorities at this level and this facilitates a happy mediation between general directives and adjustment to specific circumstances.

The district police organisation is represented by its chief, the SP. He is always a member the IPS and wields a great amount of power and prestige in the district. Working under the overall supervision of the DM, he looks after the problems of law and order and that of the administration of crime and vice in the district.

As the chief intelligence officer of the district, he collects information from the lower levels and communicates his assessment of the same to his superiors of the district police personnel system and looks after the service conditions of the junior police employees working under his charge.

He is directly responsible for their efficiency, morale and discipline as policemen. In districts which territorially include big cities, the SPs have additional and special responsibilities such as regulation and control of traffic, collection of special intelligence and handling of political and communal conflicts of violent nature.

The district or the state police organisation controls the network of police stations spread all over the country. The superintendent of police, who presides over this organisation, is the key functionary through whom the state government operates and the police stations below look to him for command, guidance and action. Hierarchically speaking, the district police in most of the



states stand organised into police subdivisions and police circles, which comprise a cluster of police stations.

The additional or deputy superintendents of police look after the work of police subdivisions, while the circle inspectors deal with the supervisory work of police stations falling within their respective circles. A number of staff agencies such as crime bureau, special branch and special investigating agency, etc., stand converged into the office of the district SP, who, in turn, operates through a network of line units, such as police stations, special squads, prosecuting branch, traffic police and reserve police.

The SP is empowered to take all sorts of preventive measures, if a breach of peace is apprehended in the district. To avoid untoward situations, he may advise the collector to issue prohibitory orders and even to clamp curfew, if the situation so warrants. In the event of actual breach of peace, he is expected to make adequate police arrangements to cope with the situation.

Crowd-control during fairs and religious festivals are his special concerns. If agitations are launched by political parties or other militant groups, the SP is required to take special precautions consistent with the susceptibilities of special groups. Holi, Diwali, Bakra-Id, VIP visits, election campaigns and political meetings, etc., are some of the special occasions when mass congregations threaten to violate public order and as such their management constitutes special responsibilities of the SP.

Deliberate violation of laws is a crime and even where it does not disturb public peace or security in an immediate sense, it has to be detected and plugged in time in the larger public interests. The SP of a district has special responsibility in this regard.

He controls the incidence of crime in his district through:

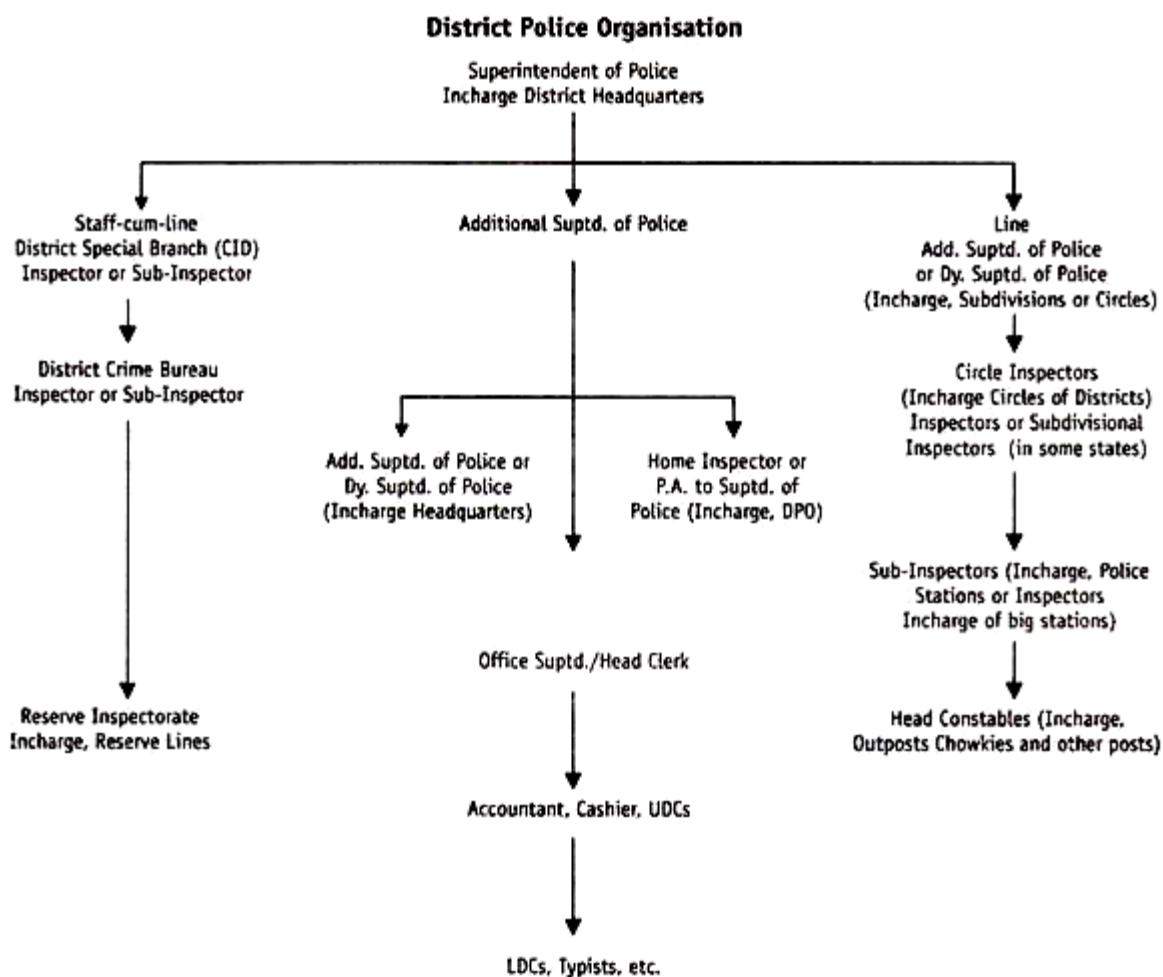
- (a) Effective patrol by his fleet;
- (b) Investigation of grave crimes and making and receiving special reports about these cases; and
- (c) Administrative supervision over his subordinates who keep constant vigilance, take preventive measures, and maintain up-to-date records of criminals in the district.

The function entails a number of subsidiary duties. The SP has to call for reports, supervise in person and visit the scenes of crime soon after their occurrence. This is a major traditional function and the victims involved in these crimes after go to the SP as aggrieved parties in appeal.

The SP also supervises the operations of crime and special branches of his CID. He sends periodic information to the DIG (Intelligence) at regular intervals. He also acts as a line agency on behalf of



the state organisation of the CID, which, in turn, may ask him to undertake certain special kinds of intelligence operations on the request of Union agencies like CBI or CIB or SPE. The civil, the political and the senior police officials of the government have to be kept constantly informed about the incriminating activities of the saboteurs of peace and enemies of the state.



The functions of the SP further include various kinds of organisational and personnel responsibilities at the district level. He has to maintain an adequate supply of vehicles, arms, communications, equipment's and other accessories like uniforms, etc., in a good shape. He inspects police stations within the jurisdictional limits of his district and provides for necessary physical conditions to keep his men working in a satisfactory state of morale and motivation.

As a captain of his team, the SP has a critical say in the policies pertaining to recruitment, promotion, training programmes and disciplinary matters. He evaluates the performance of his administrative subordinates and takes disciplinary actions as and where needed. To effect



discipline in the force he attends parades, gives personal interviews and recommends cases for promotion, punishment and transfers to his seniors.

He organizes sports, tournaments, annual get-together and special meets to keep his district force in high spirits. He undertakes police welfare projects and provides incentives to his juniors for better performance. As head of the office, he is personally responsible for the correctness of cash and store accounts of his department.

He maintains financial propriety by observing rules and is expected to effect measures conducive to internal economy for the organisation. He supervises the office work of his civilian officials, who handle the inflows and outflows of all kinds of communications, horizontally as well as vertically. Democracy in the country has developed a new responsibility upon the SP and that is to evolve and maintain friendly and cordial police-public relations in the district. The aggrieved people are given special audiences and the co-operation of the political leaders of the area is sought. He has to act as a reconciliatory link between his junior police officers and the aggrieved parties, which hurl all sorts of accusations against the former. Some SPs maintain special research cells or police-public relations units in their organisations to keep their fingers on the pulse of the people.

Thus, the functions and duties of a SP in a district are fairly wide, varied and far-reaching. They make him a central person in the district administration. Sitting in the office of the district police chief, the SP deals with his juniors, seniors, non-colleagues, people, political parties and an endless variety of political and quasi-political pressure groups.

His main functions are certainly preservation of peace and prevention of crime but the ancillary roles that grow around these major functions like collection of intelligence, traffic control, inculcation of healthy public relations, make him a really powerful district officer who occupies a pivotal position in district administration.

The Office of the Sub-Inspector of Police:

The office of the sub-inspector of police is one of the living anomalies of the Indian administration. Originating in the Daroga system of mediaeval India, the office of the sub-inspector represents a queer and ingenious grafting of the law and order machinery on the district-based and district-biased revenue administration of the country, evolved by the colonial rulers of India.

It was the office around which Sir Charles Napier reorganized his Sindh Constabulary under the district police superintendents in 1853. The later Torture Commission, (1855) and the Police Act, (1861) concentrated their reform zeal primarily on the office of the superintendent and the sub-



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inspector continued to be a petty functionary with enormous powers and Herculean responsibilities.

The Police Commission of 1902 also lamented a great deal about the organisational contradictions and personnel policy loose-ends at all the levels below the superintendent of police but very little concrete or reformatory action could emerge in the background of the history of the national movement. This one potent factor has kept the Indian police insulated and relatively stagnant for almost the entire 20th century.

It has contributed a great deal to the omnipotence and omnipresence of the sub-inspector in the realm of the law and order administration. Being the lowest responsible functionary on the spot, he has been handling the sociology of crime and the politics of mass violence and quasi non-violence with a lot of discretion in the absence of a communication revolution.

Although independence has radically altered the politics, the economics and the sociology of the country yet the fact remains that, notwithstanding a few ritualistic exhortations in the periodic reports of the State Police Commissions, nothing basic or serious has been attempted or even conceived of to rationalise his position, powers, duties and relationships in the emerging pattern of administration in the states and at the Centre.

Mass education, adult suffrage, parliamentary system of government, Panchayati Raj, urban patterns of living, liberation of women, labour unionism, communal tensions and increasing youth violence have all added to his predicate meats, but still very much like a Casablanca instinctively trained to obey his seniors, he stands on the burning docks of social upheaval with literally very little mental and professional equipment to combat with.

His recruitment and training have rendered him into a pathetic picture of apparent muscle, mentally insecure and psychologically timid and starving. He is efficient but he does not care what the social and economic costs involved are. Having nothing but crude and blatant power to exhibit and constantly surrounded by all sorts of criminals, delinquents, neurotics and abnormal, he finds his mental equipment and intellect-cultivation too fragile to stand to the strain.

No wonder the psychic needs of his personality tend to make him arrogant and even a slavish flatterer to his seniors. Worse still are the varieties, which become escapists and take an apathetic view of things with mysterious dispositions.

The recruitment and training of sub-inspectors and the constabulary are not only out of tune in themselves but are not relevantly and gainfully linked with the purpose of the organisation and



the new philosophy of the profession. Only skills are being imparted and in the absence of norms and attitude they are working the other way round.

The neglect of the problems of performance evaluation, incentivisation and follow up programmes do not redound to the credit of the training institutions. The trainers of the equitation and musketry age not only need retraining but bring the problems of gerontocracy or generation gap into play.

This breeds professional casteism and generates low morale among those who are yet to launch upon their lifetime careers. Obviously, an ill-equipped recruit militarily trained and brain-washed into the professional skills and physical discipline of the profession by his hierarchical seniors can hardly grow into a dynamic police officer whom the changing police scene in India so sadly needs and so badly demands.

The Police Station:

‘A police station’, by definition, “is a place or post generally or specially declared as such by the state government and includes local area specified by the state government on this behalf”. It is a primary administrative unit of police investigation which receives and registers information and complaints about cognisable offences.

The jurisdiction of a police station is often changed or recognized by the state government on the recommendations of the DGP, DIG range and the district collector. The average area of a police station in India is about 200 sq miles, covering about one hundred villages or so and with a population of approximately 1,00,000 persons.

However, the jurisdiction of a police station in northern states tends to be larger than what it is in the southern states. The density of population also makes a difference, so much so that while in West Bengal an average police station stretches to 122.4 sq miles of territory inhabiting 106,000 people, in the State of Rajasthan the corresponding figures about a 3 police station are 27 sq miles of territory and 4,210 people only. Normally the personnel of a police station consists of one SI, one head constable and fifteen constables.

Functionally speaking, the police stations in Indian states are generally of five types:

- (1) The Rural Police Station
- (2) The Town Police Station
- (3) The Sub-urban Police Station



(4) The Metropolitan Police Station

(5) The Railway Police Station

A police station under law is a unit of police activity in terms of total police functions. Its three-tier hierarchy is headed by a SI, who along with a team of ASIs, head constables and constables looks after police jobs in the area. He is also called as SHO or the officer-in-charge of police station. He has numerous duties and immense responsibilities in the field of police administration.

In fact, he is a multipurpose man and the police laws require demanding services from him. His duties and functions are prescribed and enumerated in the police acts and other statutes but additionally he has a number of other informal and discretionary jobs to perform besides his assigned duties.

Some of his major duties as a station house officer can be enumerated as follows:

- (1) Pertaining to law and order
- (2) Duties pertaining to prevention and control of crime and vice
- (3) Duties pertaining to detection of crime
- (4) Duties pertaining to intelligence
- (5) Duties pertaining to legal matters
- (6) Duties pertaining to traffic, public assemblies and processions
- (7) Duties pertaining to tours and beat in the areas
- (8) Duties pertaining to police prosecution
- (9) Duties pertaining to police station management

The SHO enjoys a fairly large discretion in operating various administrative procedures which the police law entails and the civil law warrants. He maintains a host of legal books, report registers and manuals as required under the procedural laws.

Some of these important records in a typical police station are:

- (1) FIR Book
- (2) Case Diaries
- (3) Charge sheets
- (4) Final reports
- (5) Bail bonds
- (6) Search lists



- (7) Seizure lists
- (8) Register of non-FIR cases
- (9) Register of unnatural death cases
- (10) Inquest reports, especially of the murder cases

All these basic documents contain fairly detailed information about the 'crime profiles' of the area and have to be filled in daily as well as periodically in addition to the above, the SHO is especially charged with the responsibility of maintenance of several other kinds of useful police records which among others, include:

- (1) A General Diary
- (2) A Crime Register
- (3) A Conviction Register
- (4) History Sheets and Surveillance Register
- (5) Village Information Sheet
- (6) The Crime Map
- (7) The Bad Character Rolls
- (8) The Crime Index
- (9) Statistics
- (10) Property Register
- (11) Summon and Warrant Registers
- (12) Absconders Register

In addition to the above, there are other registers which are to be maintained in connection with the administration of Arms Act of 1959.

These registers are:

- (1) Arms License Register and
- (2) Arms Deposit Register.

Then, there are other administrative records and legal documents such as:

- (1) Buildings Register
- (2) Government Property Register
- (3) Cash-Book
- (4) Accounts Duty Roster
- (5) Correspondence Registers



(6) Village Rosters

(7) Jurisdictional Lists

The titles of the police station records are self-explanatory and indicate what all these registers contain. Through these registers the police station keeps an up-to-date record of information about public order, grave crimes, useful intelligence and measures taken by the administration in the past and the present. They also indicate the future course of police action. The SI of police signs all these documents in person and he and his juniors are personally responsible for the safe custody of significant records.

The Constabulary:

Constables are the lowest link in the organisational hierarchy of police administration of a district. As they belong to civil police, they are not armed except on special occasions. When on duty, they wear prescribed uniforms. They are recruited straightaway from the masses and mostly belong to rural sections of society. The educational qualifications and equipment of the constables are very low.

They generally do odd jobs of manual nature and merely execute such orders which entail little discretion and decision-making. In India, the largest number of police personnel belongs to the rank of constables. His duties and functions, though very significant, are not recognized as basic to police administration by the government and society. Actually, the post of a police constable in India is analogous to that of a chaparasi or a class IV servant.

Some of the routine functions of a police constable are:

- (1) To perform such guard and escort duties as are assigned to him by his seniors from time to time. (He acts as a sentry at the police station and guards prisoners in the lock-up, the treasure chests, the malkhana and all the property of the police station.)
- (2) To patrol the area of his beat during night and to regulate traffic during day, depending upon the nature and volume of work at his police station.
- (3) To regulate processions and assemblies, to suppress public disturbances, to enforce orders for search and seizures and to execute summons and warrants as routine duties. (These duties assume importance during emergencies.)
- (4) To serve as orderlies and peons in police stations and police offices. They are often employed to do non-police jobs of routine and manual nature inside police stations and in the offices.



(5) To accompany and assist senior police officials in investigational work with regard to crime and on occasions such as those of post-mortem examination, police funerals and hospital operations of the convicts, under trial and police custody.

These functions place police constables at the back and call of the seniors who lay down programmes of action for them. The quasi-military nature of the police organisation does not allow the constable to have advisory or staff functions. Whether they guard public property or serve water to their seniors in the office or even act in the midst of a tumultuous crowd, they always execute laws or rules in a mechanical fashion and never forget to take orders from their seniors before they are really up and doing.

They are petty officials and their duties and functions, howsoever decisive for the efficiency and image of the cops, are deliberately devoid of responsibility, discretion and individual judgement. They represent and symbolise the law and are even called 'the limbs of law'. Yet, they are neither participants nor decision-makers in the administration of law and order of the country.

The System of Rural Policing:

The Indian Police Commission 1902 recommended a system of village police which continued for the rest of the period of British regime in India. The village police in a district has two distinct parts, namely, the village watchman and the village voluntary organisations.

The commissions appointed by different state governments in India have strongly condemned the structure and working of village watchmen. However, the Indian Police Commission of 1902 found it relevant and useful in a particular given context of history and rural sociology.

The principle of village responsibility for policing which the commission advanced and advocated would yield the following characteristics of the chowkidari system:

- (1) The village, recognised as a unit for revenue and general administration should have a police watchman for the village.
- (2) The village police officer, i.e., the SHO, should not be the master or superior of the headman.
- (3) The village headman should be a multi-purpose person and must concentrate on one village only.
- (4) The district police may control his failures of duty in a limited manner and for all practical purposes he should be answerable to the civilian head of the district or to his subordinates.



(5) The post of the village headman should be stipendiary and may be, as far as possible, hereditary and he should only be a part-time government servant.

Thus, the police organisation at the district level has a wide and complex mixed duties pertaining to the registration and investigation of crimes, patrolling, surveillance, services of processes, collection of intelligence, arrest of criminals, searches and seizures of property and other detective and preventive measures are undertaken by the police stations located in the field.

The big city police stations are called 'kotwalis' and are generally put under the charge of inspectors. Normally, a sub-inspector heads the administration of an urban as well as rural police station. He is assigned a varying number of sub-inspectors, assistant sub-inspectors, head constables and constables to do the job of policing.

The actual number of these functionaries depends upon the size of the police station and the nature of work or crime a police station has to handle. The character and organisation of urban and rural police stations are almost identical and they follow similar procedures of police work in all the states of the Union.

As a repository of information about the area, the police stations maintain daily diaries, cases diaries, FIR registers, crime registers, cashbooks, malkhana registers and history sheet records. Together they present the profile of crime and criminals, which obviously differ from state to state, area to area and station to station.

Panchayati Raj, as a developmental mechanism has unleashed all kind of new variables and tensions in the politico-economic system of rural India. It has thrown up new leadership and new threats of public disorder and crimes which the old police-machine finds increasingly difficult to cope with. Thirdly, the pace of social change and gradual modernisation of traditional ways of living are not only eroding the structure of social values but have also introduced quasi rural patterns of community living in medium-class towns.

The mixed situation, marking transition from rural to pen-urban community living, devolves special responsibilities upon the guardians of law and order who find the police organisation in the district too ill-equipped and stagnant to deal with pressures of change.

The changing context presents a bewildering picture of the district police organisation in which an SP is too high and too far away from the actual scene of police operations and an SI is too inadequately qualified and ill-trained to handle growing complex situations of changing India.



The illiterate policeman at the lowest rung of the organisational ladder is fast becoming an anachronism even for the rural police and if the democratic system continues to move with speed, the organisation and officials of the police station will be too frail and too inadequate to live up to their minimal duties.

In sum, it can be stated that the structure and mechanism of district police administration has been too static to face the dynamism of change. The lower rungs of the hierarchy are neither recruited from amongst the qualified strata nor are they empowered to do jobs according to the changing needs of the community.

There is overcentralisation in organisation and working and the entire organisation is saddled with multitudinous and multipurpose functions. The old structures have yielded little room for specialisation and stratification and still less, for innovation and reform. The organisational functioning of the police has been adversely affected by compulsions of political awakening and new socio-cultural ethos of the post-independence era.

The need for decentralisation and autonomous flat structures at state and district level police administration is increasingly being realised and a thorough overhaul and radical re-organisation of the police machine, at all levels of hierarchy, especially at the district is more than overdue.

Rural Administration in India

Introduction

The smallest unit of the Indian democratic system is the village or the rural area. The rural sector makes up over 65% of the total population of the country, and in the context of administration, it is an enormous challenge. The urban sector is in a better and more advanced state technologically but it is not the case in the rural sector.

That being said, since independence, the legal system of the country has always taken into account the importance of the governance of this sector as it represents a majority of the global population. Due to this, India has a robust governance system in the rural sector, which shall be explored in this article.

Rural Administration Meaning

Rural administration refers to the initiatives undertaken by the government to govern the public affairs of the rural population and administer to them the benefits the state provides. It has



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different layers and divisions of different authorities for districts, taluks, villages and towns. Each of these sections has authorities such as police officials, a district collector, tahsildars and patwaris. All of these form a coherent part of the entire rural administration effort by the state, and each one compliments the other.

The PRI, also known as the Panchayati Raj Institution, is an example of the system of indigenous self-government in the rural setting of India.

Police

The police play a very important role as they are the primary body of authority that people in rural areas approach whenever any dispute arises. These disputes and conflicts usually arise between two different parties, who then proceed to file a complaint in the nearest police station. The role of the police then would be to maintain law and order and take action to enforce the same. Empowered by the Police Act of 1861, they have the right to investigate, interrogate and arrest people on the basis of whatever complaint has been filed.

Complications usually arise because there is inherent mistrust in the system. Take for example land disputes. In rural areas, the ownership of land sometimes follows years of inherited land. Hence, the land records might not be accurate. In addition to this, the police system is corrupt, and landlords who have money also control the police. These are all problems rural people face, apart from negligence by policemen, or they simply refuse to file complaints out of lethargy or disbelief. Due to this, there need to be more layers of enforcement, or, more authorities to perform roles.

Patwari

A Patwari is an individual who takes charge of land records. Across the country, the Patwari is referred to by different names in different languages. Examples of such names include Lekhpal-Kanungo, Karamchari, etc. A Patwari is assigned a cluster of villages, and they maintain the records for that entire region. They are also tasked with the ability to measure farms and agricultural fields, coordinate revenue collection on the land, and furnish details of the crops being grown in these fields.

Tehsildars and Talukdars

Tehsildars and Talukdars are the officials who keep an eye on the Patwari as they hold a powerful position that can be misused. While each Patwari is assigned a set of villages, the rural sector is also organized into tehsils, which are subdivisions within the district. Depending on the size, there



are also certain divisions known as taluks. The head of a taluk is the Talukdar and the head of a tehsil is the Tehsildar.

They take charge of the various Patwaris organized within each tehsil/taluk. They are in charge of ensuring that proper data of revenue and land records are maintained. They ensure the farmer has proof of his payment, students have caste certificates and other such documents. They also hear land disputes in their offices. There is also an official above these two positions, known as the District Collector, who is the head of the entire district.

District Collector

They are the head at the district level who are above the Tehsildar or Talukdar and supervise the whole district under them. Mostly they get this post by clearing one of India's toughest examinations of UPSC and by becoming IAS officers.

- They control and supervise all the villages under them.
- They maintain law and order in the whole district.
- They implement government laws and policies and programs in the district.

More About Rural Administration in India

India is a big country that is divided into multiple divisions such as states or Union Territories, districts, tehsil or taluk, and villages or cities. Our country is composed of several villages. A village is an area that is underdeveloped or is not that much developed as compared to the urban areas and where all the facilities are not there in a sufficient manner and where agriculture and other allied activities are considered as the main livelihood. There are several villages under one district. How all these villages are managed? We will see below how the rural administration in India works.

Chapter Story: A Quarrel in the Village

The chapter begins with the story of Mohan and Raghu, both farmers who owned adjacent lands separated by a small boundary called the bund. One day, Raghu shifted his border to include some of Mohan's land. Then Mohan decided to ask Raghu, he denied the allegations and had Mohan beaten up with the help of his workmen.



Role of Police

Chapter Story: Area of the Police Station

With nothing left to do, Mohan went to the local police station with eye-witnesses to lodge a formal complaint. Although he knew that Raghu might have influenced the local police, he couldn't even register a complaint at some other police station because every police station has a specific area under his control. Every individual residing in a specific area may report cases or inform the local police of any theft, accident, injury, conflict, etc. It is the responsibility of the police station of that area to interrogate, investigate and take action on cases within its area.

Chapter Story: The Work at Police Station

Although the police did not initially believe Mohan, the case was filed on the protests of other villagers. It would have been possible to resolve this argument more peacefully if records were maintained about who owned how much land in the village. Comparing land records with current measurements would have proved that Raghu took up Mohan's land.

The Role of the Police in the Administration is mentioned below in Points:

- Police help in solving the conflicts between the two parties in the village.
- We can file a complaint by directly going to the police station in our area.
- The police of your areas have to interrogate, investigate and take action on cases within the area.
- The maintenance of law and order in the area is the duty of the police.

But sometimes, things do not go the right way. People sometimes are scared to go to the police station and file a complaint. If someone files a complaint, the big landlords convince the Police personnel. In some cases, the police also work inefficiently and do not file the complaints of poor people.

Role of Patwari

Maintenance of Land Records: Assessing the land and maintenance of the record is the primary job of the Patwari who is known by different names in different states. In certain villages, such officers are known as Lekhpal-Kanungo or Karamchari or Village Officer, and so on.

- Each Patwari is responsible for a cluster of villages and maintains and updates the village records.
- It has means of measuring agricultural fields. A long chain is often used in many places.



- Patwari is responsible for coordinating the collection of land revenue from farmers and delivers the government with details on crops grown in the area.

Role of Tehsildar or Talukdar

Who keeps a check on the patwari? Each state in India is divided into districts for land-related management, and these districts are also subdivided. These district subdivisions are known by various names, such as tehsil, taluka, and so on. Tehsildar is called the head of the tehsil whereas Talukdar is the head of the taluk.

- They make sure that data is properly maintained and land revenues are collected.
- They also ensure that farmers easily receive a copy of their records and students obtain their caste certificates and much more.
- The Tehsildar office is where the land dispute issues are heard.
- They keep checking on officers subordinates like patwari.
- They maintain law and order.

A New Law

Farmers who own land are often men, while women work on the farm but do not own agricultural land. In some regions, Hindu women have not acquired a share of the family's agricultural land. After the father's death, the property is divided equally between the sons. The law has recently been changed. According to the new legislation, sons, daughters, and mothers have an equal share of land and the same law applies to all States and Union territories of the country. A huge proportion of women will benefit from this law.

Hindu Succession Amendment Act (2005)

This Act was passed to eliminate the gender discriminatory provisions of the Hindu Succession Act, 1956 and to grant the following rights to daughters under Section 6: The daughter of a coparcener (joint-heir) by birth becomes a coparcener by right in the same way as the son. The daughter has the same rights in the coparcener's property as she would have had if she had been a son.

Conclusion

Thus, in this article, we have learned about rural administration in India. We have covered the whole rural administration introduction and have learned what are rural areas, what administration means, and how rural administration works.



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We have also learned rural administration meaning, rural administration definition, the role of police, patwari, tehsildar or talukdar, district collector, and related law which helps in the administration of the rural areas. This article will help you in getting the basic idea of administration in the rural areas of the country.



Block Development Officer (BDO)

After reading this essay you will learn about the powers and functions of Block Development Officer (BDO).

1. Powers of Block Development Officer (BDO.):

(a) As a Chief Executive Officer:

(i) Block Development Officer is to see that the plans and programmes approved by the appropriate authorities are executed efficiently.

(ii) He signs contracts and authenticates all letters and documents for and on behalf of the Panchayat Samiti subject to the prior approval of the appropriate authority.

(iii) He draws and disburses money out of the Panchayat Samiti Fund.

(iv) He takes steps to remove any irregularity pointed out by the auditors about Panchayat Samiti accounts.

(v) He inspects on behalf of the Panchayat Samiti, the financial position of the Panchayats with special reference to the levy of taxes, and their recovery of loans and maintenance of regular accounts.

(vi) He helps Panchayats to draw up plans and see that they conform to the plans and priorities of the Panchayat Samiti. He also sees that the construction programmes undertaken by the Panchayat conform to the standards laid down and completed within the scheduled time.

(b) As a Head of the Block Office:

(i) BDO exercises supervision and control over the extension officers and other employees of the Panchayat Samiti and the staff borne on transferred schemes. He can censure a Panchayat Samiti employee under him, subject to the right of appeal of the latter to the standing committee on taxation, finance and administration.

(ii) He formulates annual budget and places it before the Panchayat Samiti, prepares the annual administrative report and quarterly progress reports for the consideration of the Panchayat Samiti and transmits the same to Zila Parishad and the State Government.

He supplies copies of resolutions and proceedings of the Panchayat Samiti and standing committees to the Zila Parishad or the State Government or their duly authorized officers.

(iii) He reports without delay all cases of fraud, embezzlement, theft or loss of money or other property of the Panchayat Samiti.



(c) As a Secretary:

- (i) He issues notices for the meetings of the Panchayat Samiti and standing committees under instructions from the Pradhan and Chairman of the respective committees.
- (ii) He attends all such meetings himself or authorizes a senior officer subordinate to him to attend such meetings. However, he does not exercise right to vote while attending such meetings.
- (iii) He causes minutes to be recorded and circulated.

(d) Emergency Functions:

In case of fire, floods or epidemics, he directs the execution of any work or act and incurring of expenditure upon it which normally, requires the sanction of Panchayat Samiti or its standing committee. In every such case, the action taken and reaction thereof requires reporting to the competent authority.

It may not be out of place to point out that the role of B.D.O. in Panchayat Samiti meetings is more than secretarial. He can render advice regarding the legality and the various consequences of a proposed course of action.

Owing to his long experience, knowledge of precedents and insight into legal, financial and administrative matters, his advice is given every consideration. He sometimes acts as a moderator when the Samiti fails to compose the differences. A competent and sympathetic B.D.O. can win the trust and respect of the Panchayat Samiti members.

He is assisted by a team of experts in agriculture, co-operation, animal husbandry, cottage industries, etc. Commenting on the significance of Block organisation, Ramaswamy remarks, "Block organisation is the symbol of cooperation between a democratic government and its free people. It is only now that the block officers, have started going to the farms and homes of the villagers to do what the villagers wanted."

2. Functions of Block Development Officer:

Next comes the village level worker who is in-charge of about ten to twelve villages and performs multi-purpose functions. He is generally a matriculate. In the initial stages of the community development programme the village level worker was portrayed as the hinge upon which the development programme in the village revolved.

As a multiple- purpose functionary, he has to serve as common agency of all the development departments and educate the people to adopt the programmes of technical and financial assistance.



His main functions are as follows:

(a) Agricultural, Education, Store and Distribution of Agricultural Supplies:

It was an important function in the initial stages. However, with the emergence of co-operative stores, the distribution function has been taken away from him. Through camps, individual talks, group meetings and demonstration, he imparts agricultural education which means making the villagers aware of fertilizers, improved seeds and use of insecticides.

(b) Social Education:

Formerly he explained to the people, the philosophy of the community development programme and the opportunities available under it. Now, this responsibility mostly devolves upon Gram Sabha and Samitis. However, he has to do a lot of explaining in Gram Sabhas and Panchayats. In the words of Dr. S. C. Jain, "The V.L.W.'s role has become as one of an enabler rather than that of the initiator.

(c) Production Plan and Allied Services:

Since 1957, the V.L.W. has started helping the Village Panchayats in framing their production programmes and executing and reviewing them. He draws up the plan in accordance with instructions from above, summons Gram Sabha meetings, explains the plan to Gram Sabha and sanctifies it as village plan after the rectification of the plan by the Gram Sabha.

He secures technical and financial assistance through the help of Extension Officer and by expediting applications for loan or subsidy.

(d) Attending Works Programme:

In the initial stages, he persuaded the villagers to make contribution to the work programmes, organised 'Sram dan', secured the assistance of overseer, maintained record of works and secured grants from the government for executing the programme. This function is claiming comparatively less attention now.

(e) Organising Co-operatives and other Auxiliary Agencies:

The village level worker organises co-operatives, youth clubs, Bal Mandirs and Mahila Mandals. He convenes their meetings quite frequently.

(f) House Keeping:

He sends reports and returns and maintains records. He attends staff meetings at the Block Headquarters and attends to supervisors and visitors who call upon him when he is on official tour.



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(g) Attending Panchayat Samiti and Gram Sabha Meetings:

He is required to attend Panchayat and Gram Sabha Meetings in his circle. These meetings are convened on an average about five per month and take nearly five and a half days.

(h) Miscellaneous Jobs:

Besides the functions already enumerated, he has been entrusted some miscellaneous functions as supplying medical first-aid, taking surveys, participation in small saving campaigns and other functions of emergent nature.

Keeping in view the relative importance of functions performed by him, we can, therefore, sum up that Village Level Worker (V.L.W.) devotes 80 per cent of his time on agriculture. His multipurpose character thus stands eclipsed.



UNIT-V

10 Major Agricultural Problems of India and their Possible Solutions

Some of the major problems and their possible solutions have been discussed as follows. Indian agriculture is plagued by several problems; some of them are natural and some others are manmade.

1. Small and fragmented land-holdings:

The seemingly abundance of net sown area of 141.2 million hectares and total cropped area of 189.7 million hectares (1999-2000) pales into insignificance when we see that it is divided into economically unviable small and scattered holdings.

The average size of holdings was 2.28 hectares in 1970-71 which was reduced to 1.82 hectares in 1980-81 and 1.50 hectares in 1995-96. The size of the holdings will further decrease with the infinite Sub-division of the land holdings.

The problem of small and fragmented holdings is more serious in densely populated and intensively cultivated states like Kerala, West Bengal, Bihar and eastern part of Uttar Pradesh where the average size of land holdings is less than one hectare and in certain parts it is less than even 0.5 hectare.

Rajasthan with vast sandy stretches and Nagaland with the prevailing 'Jhoom' (shifting agriculture) have larger average sized holdings of 4 and 7.15 hectares respectively. States having high percentage of net sown area like Punjab, Haryana, Maharashtra, Gujarat, Karnataka and Madhya Pradesh have holding size above the national average.



Further it is shocking to note that a large proportion of 59 per cent holdings in 1990- 91 were marginal (below 1 hectare) accounting for 14.9 per cent of the total operated area. Another 19 per cent were small holdings (1-2 hectare) taking up 17.3 per cent of the total operated area.

Large holdings (above 10 hectare) accounted for only 1.6 per cent of total holdings but covered 17.4 per cent of the operated area (Table 22.1). Hence, there is a wide gap between small farmers, medium farmers (peasant group) and big farmers (landlords).

The main reason for this sad state of affairs is our inheritance laws. The land belonging to the father is equally distributed among his sons. This distribution of land does not entail a collection or consolidated one, but its nature is fragmented.

Different tracts have different levels of fertility and are to be distributed accordingly. If there are four tracts which are to be distributed between two sons, both the sons will get smaller plots of each land tract. In this way the holdings become smaller and more fragmented with each passing generation.

Sub-division and fragmentation of the holdings is one of the main causes of our low agricultural productivity and backward state of our agriculture. A lot of time and labour is wasted in moving seeds, manure, implements and cattle from one piece of land to another.

Irrigation becomes difficult on such small and fragmented fields. Further, a lot of fertile agricultural land is wasted in providing boundaries. Under such circumstances, the farmer cannot concentrate on improvement.



The only answer to this ticklish problem is the consolidation of holdings which means the reallocation of holdings which are fragmented, the creation of farms which comprise only one or a few parcels in place of multitude of patches formerly in the possession of each peasant.

But unfortunately, this plan has not succeeded much. Although legislation for consolidation of holdings has been enacted by almost all the states, it has been implemented only in Punjab, Haryana and in some parts of Uttar Pradesh.

Consolidation of about 45 million holdings has been done till 1990-91 in Punjab, Haryana and western Uttar Pradesh. The other solution to this problem is cooperative farming in which the farmers pool their resources and share the profit.

2. Seeds:

Seed is a critical and basic input for attaining higher crop yields and sustained growth in agricultural production. Distribution of assured quality seed is as critical as the production of such seeds. Unfortunately, good quality seeds are out of reach of the majority of farmers, especially small and marginal farmers mainly because of exorbitant prices of better seeds.

In order to solve this problem, the Government of India established the National Seeds Corporation (NSC) in 1963 and the State Farmers Corporation of India (SFICI) in 1969. Thirteen State Seed Corporations (SSCs) were also established to augment the supply of improved seeds to the farmers.

High Yielding Variety Programme (HYVP) was launched in 1966-67 as a major thrust plan to increase the production of food grains in the country.



The Indian seed industry had exhibited impressive growth in the past and is expected to provide further potential for growth in agricultural production: The role of seed industry is not only to produce adequate quantity of quality seeds but also to achieve varietal diversity to suit various agro-climatic zones of the country.

The policy statements are designed towards making available to the Indian farmer, adequate quantities of seed of superior quality at the appropriate time and place and at an affordable price so as to meet the country's food and nutritional security goals.

Indian seeds programme largely adheres to limited generation system for seed multiplication. The system recognises three kinds of generation, namely breeder, foundation and certified seeds. Breeder seed is the basic seed and first stage in seed production. Foundation seed is the second stage in seed production chain and is the progeny of breeder seed.

Certified seed is the ultimate stage in seed production chain and is the progeny of foundation seed. Production of breeder and foundation seeds and certified seeds distribution have gone up at an annual average rate of 3.4 per cent, 7.5 per cent and 9.5 per cent respectively, between 2001-02 and 2005-06).

3. Manures, Fertilizers and Biocides:

Indian soils have been used for growing crops over thousands of years without caring much for replenishing. This has led to depletion and exhaustion of soils resulting in their low productivity. The average yields of almost all the crops are among the lowest in the world. This is a serious problem which can be solved by using more manures and fertilizers.

Manures and fertilizers play the same role in relation to soils as good food in relation to body. Just as a well-nourished body is capable of doing any good job, a well nourished soil is capable of giving



good yields. It has been estimated that about 70 per cent of growth in agricultural production can be attributed to increased fertilizer application.

Thus increase in the consumption of fertilizers is a barometer of agricultural prosperity. However, there are practical difficulties in providing sufficient manures and fertilizers in all parts of a country of India's dimensions inhabited by poor peasants. Cow dung provides the best manure to the soils.

But its use as such is limited because much of cow dung is used as kitchen fuel in the shape of dung cakes. Reduction in the supply of fire wood and increasing demand for fuel in the rural areas due to increase in population has further complicated the problem. Chemical fertilizers are costly and are often beyond the reach of the poor farmers. The fertilizer problem is, therefore, both acute and complex.

It has been felt that organic manures are essential for keeping the soil in good health. The country has a potential of 650 million tonnes of rural and 160 lakh tonnes of urban compost which is not fully utilized at present. The utilization of this potential will solve the twin problem of disposal of waste and providing manure to the soil.

The government has given high incentive especially in the form of heavy subsidy for using chemical fertilizers. There was practically no use of chemical fertilizers at the time of Independence. As a result of initiative by the government and due to change in the attitude of some progressive farmers, the consumption of fertilizers increased tremendously.

In order to maintain the quality of the fertilizers, 52 fertilizer quality control laboratories have been set up in different parts of the country. In addition, there is one Central Fertilizer Quality



Control and Training Institute at Faridabad with its three regional centres at Mumbai, Kolkata and Chennai.

Pests, germs and weeds cause heavy loss to crops which amounted to about one third of the total field produce at the time of Independence. Biocides (pesticides, herbicides and weedicides) are used to save the crops and to avoid losses. The increased use of these inputs has saved a lot of crops, especially the food crops from unnecessary wastage. But indiscriminate use of biocides has resulted in wide spread environmental pollution which takes its own toll.

4. Irrigation:

Although India is the second largest irrigated country of the world after China, only one-third of the cropped area is under irrigation. Irrigation is the most important agricultural input in a tropical monsoon country like India where rainfall is uncertain, unreliable and erratic India cannot achieve sustained progress in agriculture unless and until more than half of the cropped area is brought under assured irrigation.

This is testified by the success story of agricultural progress in Punjab Haryana and western part of Uttar Pradesh where over half of the cropped area is under irrigation! Large tracts still await irrigation to boost the agricultural output.

However, care must be taken to safeguard against ill effects of over irrigation especially in areas irrigated by canals. Large tracts in Punjab and Haryana have been rendered useless (areas affected by salinity, alkalinity and water-logging), due to faulty irrigation. In the Indira Gandhi Canal command area also intensive irrigation has led to sharp rise in sub-soil water level, leading to water-logging, soil salinity and alkalinity.



5. Lack of mechanisation:

In spite of the large scale mechanisation of agriculture in some parts of the country, most of the agricultural operations in larger parts are carried on by human hand using simple and conventional tools and implements like wooden plough, sickle, etc.

Little or no use of machines is made in ploughing, sowing, irrigating, thinning and pruning, weeding, harvesting threshing and transporting the crops. This is specially the case with small and marginal farmers. It results in huge wastage of human labour and in low yields per capita labour force.

There is urgent need to mechanise the agricultural operations so that wastage of labour force is avoided and farming is made convenient and efficient. Agricultural implements and machinery are a crucial input for efficient and timely agricultural operations, facilitating multiple cropping and thereby increasing production.

Some progress has been made for mechanising agriculture in India after Independence. Need for mechanisation was specially felt with the advent of Green Revolution in 1960s. Strategies and programmes have been directed towards replacement of traditional and inefficient implements by improved ones, enabling the farmer to own tractors, power tillers, harvesters and other machines.

A large industrial base for manufacturing of the agricultural machines has also been developed. Power availability for carrying out various agricultural operations has been increased to reach a level of 14 kW per hectare in 2003-04 from only 0.3 kW per hectare in 1971-72.



This increase was the result of increasing use of tractor, power tiller and combine harvesters, irrigation pumps and other power operated machines. The share of mechanical and electrical power has increased from 40 per cent in 1971 to 84 per cent in 2003-04.

Uttar Pradesh recorded the highest average sales of tractors during the five year period ending 2003-04 and West Bengal recorded the highest average sales of power tillers during the same period.

Strenuous efforts are being made to encourage the farmers to adopt technically advanced agricultural equipments in order to carry farm operations timely and precisely and to economise the agricultural production process.

6. Soil erosion:

Large tracts of fertile land suffer from soil erosion by wind and water. This area must be properly treated and restored to its original fertility.

7. Agricultural Marketing:

Agricultural marketing still continues to be in a bad shape in rural India. In the absence of sound marketing facilities, the farmers have to depend upon local traders and middlemen for the disposal of their farm produce which is sold at throw-away price.

In most cases, these farmers are forced, under socio-economic conditions, to carry on distress sale of their produce. In most of small villages, the farmers sell their produce to the money lender from whom they usually borrow money.

According to an estimate 85 per cent of wheat and 75 per cent of oil seeds in Uttar Pradesh, 90 per cent of Jute in West Bengal, 70 per cent of oilseeds and 35 per cent of cotton in Punjab is sold by



farmers in the village itself. Such a situation arises due to the inability of the poor farmers to wait for long after harvesting their crops.

In order to meet his commitments and pay his debt, the poor farmer is forced to sell the produce at whatever price is offered to him. The Rural Credit Survey Report rightly remarked that the producers in general sell their produce at an unfavourable place and at an unfavourable time and usually they get unfavourable terms.

In the absence of an organised marketing structure, private traders and middlemen dominate the marketing and trading of agricultural produce. The remuneration of the services provided by the middlemen increases the load on the consumer, although the producer does not derive similar benefit.

Many market surveys have revealed that middlemen take away about 48 per cent of the price of rice, 52 per cent of the price of groundnuts and 60 per cent of the price of potatoes offered by consumers.

In order to save the farmer from the clutches of the money lenders and the middle men, the government has come out with regulated markets. These markets generally introduce a system of competitive buying, help in eradicating malpractices, ensure the use of standardised weights and measures and evolve suitable machinery for settlement of disputes thereby ensuring that the producers are not subjected to exploitation and receive remunerative prices.

8. Inadequate storage facilities:

Storage facilities in the rural areas are either totally absent or grossly inadequate. Under such conditions the farmers are compelled to sell their produce immediately after the harvest at the



prevailing market prices which are bound to be low. Such distress sale deprives the farmers of their legitimate income.

The Parse Committee estimated the post-harvest losses at 9.3 per cent of which nearly 6.6 per cent occurred due to poor storage conditions alone. Scientific storage is, therefore, very essential to avoid losses and to benefit the farmers and the consumers alike.

At present there are number of agencies engaged in warehousing and storage activities. The Food Corporation of India (F.C.I.), the Central Warehousing Corporation (C.W.C.) and State Warehousing Corporation are among the principal agencies engaged in this task. These agencies help in building up buffer stock, which can be used in the hour of need. The Central Government is also implementing the scheme for establishment of national Grid of Rural Godowns since 1979-80.

This scheme provides storage facilities to the farmers near their fields and in particular to the small and marginal farmers. The Working Group on additional storage facilities in rural areas has recommended a scheme of establishing a network of Rural Storage Centres to serve the economic interests of the farming community.

9. Inadequate transport:

One of the main handicaps with Indian agriculture is the lack of cheap and efficient means of transportation. Even at present there are lakhs of villages which are not well connected with main roads or with market centres.

Most roads in the rural areas are Kutcha (bullock- cart roads) and become useless in the rainy season. Under these circumstances the farmers cannot carry their produce to the main market and are forced to sell it in the local market at low price. Linking each village by metalled road is a gigantic task and it needs huge sums of money to complete this task.



10. Scarcity of capital:

Agriculture is an important industry and like all other industries it also requires capital. The role of capital input is becoming more and more important with the advancement of farm technology. Since the agriculturists' capital is locked up in his lands and stocks, he is obliged to borrow money for stimulating the tempo of agricultural production.

The main suppliers of money to the farmer are the money-lenders, traders and commission agents who charge high rate of interest and purchase the agricultural produce at very low price. All India Rural Credit Survey Committee showed that in 1950-51 the share of money lenders stood at as high as 68.6 per cent of the total rural credit and in 1975-76 their share declined to 43 per cent of the credit needs of the farmers.

This shows that the money lender is losing ground but is still the single largest contributor of agricultural credit. Rural credit scenario has undergone a significant change and institutional agencies such as Central Cooperative Banks, State Cooperative Banks, Commercial Banks, Cooperative Credit Agencies and some Government Agencies are extending loans to farmers on easy terms.

There has been a steady increase in the flow of institutional credit to agriculture over the years (Table 22.3).

Table 22.3 Institutional Credit to Agriculture:

Institutions	1999-00	2000-01	2001-02	2002-03	2003-04
Co-operative Banks	18,363	20,801	23,604	24,296	26,959



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Share (per cent)	40	39	38	34	31
Regional Rural Banks	3,172	4,219	4,854	5,467	7,581
Share (per cent)	7	8	8	8	9
Commercial Banks	24,733	27,807	33,587	41,047	52,441
Share (per cent)	53	53	54	58	60
Total	46,268	52,827	62,045	70,810	86,981
Per cent increase	26	14	17	14	22



Best Government Schemes and Programmes in Agriculture for Farmers

Agricultural schemes and programs are very beneficial for the farmers and they must know about it so as to take its benefit.

The welfare of farmers has always been the top priority of the Government of India. For this, it has implemented different schemes or yojana's to revive the agriculture sector and to improve the economic conditions of farmers.

These agricultural schemes are very beneficial for the farmers and they must know about it so as to take its benefit. So through this article, we will tell you about some of the most useful and popular government schemes for farmers in India.

Important Schemes in Agriculture

Let's me know about these schemes in detail;

PM-Kisan Scheme

Pradhan Mantri Kisan Samman Nidhi Yojana is an initiative of the Government wherein 120 million small and marginal farmers of India with less than two hectares of landholding will get up to Rs. 6,000 per year as minimum income support. PM-Kisan scheme has become operational since 1st December 2018. Under this scheme, cultivators will get Rs. 6000 in three installments.

Pradhan Mantri Kisan Maandhan yojana

Prime Minister Narendra Modi launched a pension scheme for the small & marginal farmers of India last September. Under PM Kisan Maandhan scheme about 5 crore marginalised farmers will get a minimum pension of Rs 3000 / month on attaining the age of 60. Those who fall in the age group of 18 - 40 years will be eligible to apply for the scheme. Under this scheme, the farmers will be required to make a monthly contribution of Rs 55 to 200, depending on their age of entry, in the Pension Fund till they reach the retirement date, 60 years. The Government will make an equal contribution of the same amount in the pension fund for the cultivators.



Pradhan Mantri Fasal Bima Yojana (PMFBY)

Pradhan Mantri Fasal Bima Yojana is an actuarial premium based scheme where farmer has to pay maximum premium of 2 percent for Kharif, 1.5 percent for Rabi food & oilseed crops and 5 percent for annual commercial or horticultural crops and the remaining part of the actuarial or bidden premium is equally shared by the Central & State Government. An important purpose of the scheme is to facilitate quick claims settlement. The claims should be settled within 2 months of harvest subject to timely provision of both yield data & share of premium subsidy by State Government.

Kisan Credit Card (KCC) scheme

Kisan Credit Card scheme is yet another important Government scheme that provides farmers with timely access to credit. Kisan Credit Card scheme was introduced in 1998 to provide short-term formal credit to the farmers. KCC scheme was launched to ensure that the credit requirements for cultivators in the agriculture, fisheries & animal husbandry sector were being met. Under this scheme, farmers are given short-term loans to purchase equipment & for their other expenses as well. There are many banks that offer KCC including SBI, HDFC, ICICI, Axis.

Pashu Kisan Credit Card Scheme

For the growth and development of animal husbandry sector in India, the Government has launched 'Pashu Kisan Credit Card' for livestock farmers. Haryana is the first state in the country to provide Pashu Kisan Credit Card to the farmers. Under this scheme, farmers are given loan to buy cow, buffalo, goat etc. To apply for Pashu Kisan Credit Card you will have to go to your nearest bank.

Paramparagat Krishi Vikas Yojana (PKVY)

Paramparagat Krishi Vikas Yojana is implemented with the aim to promote organic cultivation in India. To improve soil health as well as organic matter content and to boost the net income of the farmer so as to realize premium prices. Under Paramparagat Krishi Vikas Yojana, an area of 5 lakh acre is targeted to be covered through 10,000 clusters of 50 acre each, from 2015-16 to 2017-18.

Pradhan Mantri Krishi Sinchai Yojana (PMKSY)

Pradhan Mantri Krishi Sinchai Yojana was launched on 1 July 2015 with the motto 'Har Khet Ko Paani' to provide end-to end solutions in irrigation supply chain, viz. water sources, distribution



network & farm level applications. PMKSY focuses on creating sources for assured irrigation, also creating protective irrigation by harnessing rain water at micro level through 'Jal Sanchay' & 'Jal Sinchan'.

Components:

- Accelerated Irrigation Benefit Programme - implemented by Ministry of Water Resources, RD & GR.
- PMKSY (Har Khet ko Pani) - implemented by Ministry of Water Resources, RD & GR
- PMKSY (Watershed) - implemented by Department of Land Resources.
- PMKSY(Per Drop More Crop - PDMC)

National Agriculture Market (e-NAM)

National Agriculture Market gives an e-marketing platform at the national level and support creation of infrastructure to enable e-marketing. This new market process is revolutionizing agriculture markets by guaranteeing better price discovery. It also brings in transparency & competition to enable cultivators to get improved remuneration for their produce moving towards 'One Nation One Market'.

Dairy Farming

Dairy Entrepreneurship Development Scheme

The Department of Animal Husbandry, Dairying & Fisheries (DAHD&F) had launched a pilot scheme called as "Venture Capital Scheme for Dairy & Poultry" in the year 2005-06. The scheme aimed at extending support for setting up small dairy farms and other components to bring structural changes in the dairy sector. Later on, DAHD&F changed its name to 'Dairy Entrepreneurship Development Scheme' (DEDS) & the revised scheme came into operation with effect from 1st September, 2010.

Rainfed Area Development Programme (RADP)

Rainfed Area Development Programme was started as a sub-scheme under the Rashtriya Krishi Vikas Yojana (RKVY). The aim was to improve quality of life of farmers' especially, small & marginal farmers by giving a complete package of activities to maximize farm returns. It also help in increasing agricultural productivity of rainfed areas in a sustainable way by adopting suitable farming system based approaches. It minimises the adverse impact of possible crop failure



because of drought, flood or un-even rainfall distribution through diversified & composite farming system. The programme also help in increasing farmer's income & livelihood support for reduction of poverty in Rainfed areas.

Rajiv Gandhi Kisan Nyay Yojna

Rajiv Gandhi Kisan Nyay Yojna is a scheme for the farmers of Chhattisgarh. The scheme aims to ensure minimum income availability to cultivators growing 1 Rabi and 13 kharif season crops in the state.

Soil Health Card Scheme

Soil health card scheme was launched in the year 2015 in order to help the State Governments to issue Soil Health Cards to farmers of India. The Soil Health Cards gives information to farmers on nutrient status of their soil along with recommendation on appropriate dosage of nutrients to be applied for improving soil health and its fertility. Check for more information.

National Mission for Sustainable Agriculture (NMSA)

National Mission for Sustainable Agriculture is one of the eight Missions under the National Action Plan on Climate Change (NAPCC). It is aimed at promoting Sustainable Agriculture via climate change adaptation measures, boosting agriculture productivity especially in Rainfed areas focusing on integrated farming, soil health management & synergizing resource conservation.

Schemes under NMSA

- Rainfed Area Development (RAD) - implemented by RFS Division.
- Sub Mission on Agro Forestry (SMAF) - implemented by NRM Division
- Soil Health Management (SHM) - implemented by INM Division
- Paramparagat Krishi Vikas Yojana (PKVY) - implemented by INM Division
- National Rainfed Area Authority (NRAA) - implemented by RFS Division
- Soil and Land Use Survey of India (SLUSI) - implemented by RFS Division
- National Centre of Organic Farming (NCOF) - implemented by INM Division
- Mission Organic Value Chain Development in North Eastern Region (MOVCDNER) - implemented by INM Division



Rythu Bandhu scheme

Rythu Bandhu scheme also known as Farmer's Investment Support Scheme is a welfare program to support farmer's investment for 2 crops per year by Telangana Government. Under this scheme the government provides 58.33 lakh farmers, Rs. 5000 / acre / season to support the farm investment, two times a year, for rabi and khari seasons. It is the first direct farmer investment support scheme in the country, where the cash is paid directly.

Livestock insurance Scheme

Livestock insurance Scheme is aimed at providing protection mechanism to farmers as well as cattle rearers against any eventual loss of animals because of death. The scheme also tells about the benefit of insurance of livestock to dairy farmers and popularizes it with the ultimate goal of attaining a qualitative improvement in livestock & their products.



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