
UNIT 5 CONTINUITY AND CHANGE IN INDIAN ADMINISTRATION: POST 1947

Structure

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5.0 OBJECTIVES

After studying this Unit, you should be able to:

- Understand the continuity and change in Indian Administration after Independence;
- Explain the structure of public services on the comparative backdrop of the British administration in India; and
- Highlight the main directions of Indian administration in post-1947 India.

5.1 INTRODUCTION

This Unit analyses the salient features of Indian administration after independence on the comparative backdrop of the conditions obtained under the British rule. The organisation of the various departments and ministries in independent India is dealt with reference to the departments that existed before Independence.

The growth of the public services in the aspects of structure and Public Service Commissions is delineated thereafter.

The main directions of the welfare content of the Indian administration and of the economic development that has taken place are indicated in the next section. This is done in the follow-up of the Constitutional directives.

The main features of the federalism in regard to the administration are depicted later and finally, the phenomena of political involvement and popular participation are examined.

5.2 CONTINUITY IN INDIAN ADMINISTRATION

There has been continuity in the Indian Administration after 1947 from the pattern that existed before independence. At the same time the political background and the psychological atmosphere and the objectives of administration have changed completely after independence.

The most important reason for this continuity was the sudden and peaceful transfer of power from the British rulers to the Indian people. Another reason

was that millions of refugees migrated between the two post-partition countries, India and Pakistan, partly due to communal violence and partly due to the willing option of sections of population to settle in the other country. Most of the cadres in Administration got depleted as most of the Muslims and European Civil Servants resigned and left the country. So there were neither the resources nor the people to set up new administrative machinery. A stable and well-founded administrative organisation comprising departments and civil services was the critical need of the hour. So, the then existing administrative framework continued after independence.

However, free India adopted its own Constitution within three years after Independence. The objectives and nature of this Constitution are altogether different from those of the constitutional Acts prevailing under the British rule. Free India's has been a democratic constitution – free periodic elections to the national Parliament and the State legislatures, adoption of laws, amendments of the Constitution, control over the executive and expression of popular opinion.

The liberties of the individuals, of the political parties, minorities and other organisations are guaranteed by the Constitution. An independent judiciary protects these rights and freedom. The Constitution contains the ideal of welfare, socialist State. A federal political system based on the Union (Central) Government and State Governments is set up by the Constitution. Local Governments, urban and rural, looking after the civic and also developmental functions, are provided for by the Constitution. Public Service Commissions at the Union and the State levels ensuring the selection of meritorious public services are established by the Constitution.

These and other provisions of the Constitution have increased the responsibilities of Public Administration in the country. Moreover, the public services are accountable to the Parliament and State legislatures. They also have to be sensitive to the aspirations and grievances of the people who elect the government in the country.

The Constitution has established parliamentary democracy in the country. Before independence the country had legislature at the Centre and in the Provinces. These did not possess full powers and authority as under the present Constitution. During the periods of partial legislative control, 1920-35, 1937-39 and 1946-47, the public services were to an extent accountable to the popularly elected representatives and the ministers responsible to them. This was another feature of administrative continuity after independence.

5.3 DEPARTMENTAL ORGANISATIONS

The pre-independence era saw the administrative organisations of the Central and the State (then called 'Provincial') governments intact. This was a factor contributing to the undisturbed transfer of power from the British to the Indian hands. The administration of the country's security, law and order, finances, communication system, educational organisation and other elements of the infrastructure after 1947 continued as before.

At independence on 15 August 1947, the following eighteen departments (redesignated as 'Ministries') functioned under the Government of India: (1) External Affairs and Commonwealth Relations, (2) Defence, (3) Finance, (4) Home, (5) States, (6) Legislative (Law), (7) Commerce, (8) Industries and Supplies, (9) Railways, (10) Transport, (11) Communications, (12) Labour, (13) Agriculture, (14) Food, (15) Education, (16) Health, (17) Information and Broadcasting, (18) Works, Mines and Power.

From five departments in 1858, at the transfer of the government in India from the charge of the East India Company to the control of the British Parliament (actually

handled by British Government), to eighteen in 1947. This indicated an enormous increase in the administrative activity. These nine decades of the British rule witnessed the beginning of the elementary social services like primary education, health and medicine, agricultural research, fiscal incentives for industries, etc. Legislative activity had commenced. The two World Wars introduced price and physical controls over the essential supplies including food, cloth, petrol and kerosene, etc., besides growth in armed services, war industries and supplies. In 1921, the number of departments stood at nine, which were increased to twelve in 1937. After 1919 the main administrative activities in agriculture, education, health, and labour were conducted by the provincial governments, due to decentralisation under the 1919 and 1935 Government of India Acts.

The following are the typical present-day secretariat departments in the State governments: (1) General Administration, (2) Home, (3) Revenue and Forests, (4) Agriculture, Food and Cooperation, (5) Education and Social Welfare, (6) Urban Development and Public Health, (7) Finance, (8) Buildings and Communication, (9) Irrigation and Power, (10) Law and Judiciary, (11) Industries and Labour, (12) Rural Development.

Though the volume and variety of the administrative activities in the State have increased after independence, the number of Secretariat departments has not grown much. The administration in the States has changed in nature and size in rural development, in education, agriculture, health and medicine and related matters.

The administrative work both at the Centre and State levels has, after Independence, become more complex and challenging. New forms of organisation of these administrative activities have come up which did not exist before independence. The types of knowledge and skills required among the administrative personnel have also become more complex. The new economic social welfare, scientific and technical activities assumed by the state in India account for their variety and complexity. The growing international and defence responsibilities of the Indian state have also partly contributed to the strengthening and speeding up of this process. The low levels of literacy and awareness of numerous people have also added to the responsibilities and tasks of the administration.

Usually, the ministries at the central level will be having one or more departments, depending on the need for specialisation. For instance, the Ministry of Personnel, Public Grievances and Pension, as the name suggests, has three departments. The number of Ministries and their constituent departments go on increasing on both political and administrative grounds. Need to accommodate many ministries leads to proliferation of Ministries and Departments. Also, specialization asks for creation of new ministries and departments. Science and technology, Atomic Energy, Non-Conventional Energy are such instances of new needs. In short terms, the Ministry of Social Justice and Empowerment exemplifies the need for new administrative set up to deal with social justice and empowerment. The new economic activities undertaken by the Union Government are reflected in the departments of coal, power and non-conventional energy sources in the Ministry of Energy, departments of chemicals and petrochemicals, industrial development and public enterprises in the Ministry of Industry, departments of planning and statistics in the Ministry of Planning, and Ministries of Petroleum and Natural Gas, Programme Implementation and Steel and Mines. Nationalised banks are looked after by the Finance Ministry. Concerns for the development of Science and Technology are imbibed by the Ministries of Science and Technology and Department of Atomic Energy, Electronics and Space. The electronic media and the computers have brought about a change in methods of information, storage and retrieval, and communication. The forum of Parliament and State legislatures have brought in the Ministry of Parliamentary Affairs and increased the work of the Ministry of Law and Justice. The tremendous growth in the strength of personnel

in administration has led to the creation of the new Ministry of Personnel, Public Grievances and Pension. The new Departments of Family Welfare, Youth Affairs and Sports and Women and Child Development mark the compulsions of a social awakening among the families, youth and women and the awareness of social responsibilities towards them, after independence. The Planning Commission, though not a department in the strict sense of the term, belongs to that species.

The innovated forms of public corporations, government companies and joint companies have appeared on the post-independence administrative scene, giving rise to the demand for new categories of administrators. Attached offices like the National Academy of Administration at Mussoorie and subordinate offices like the National Fire Service College at Nagpur are new off-shoots of administration. Scientific laboratories and research stations have broadened the scope of administration. Numerous advisory bodies like the Central Board of Education and the Central Labour Advisory Board evoke the participation of concerned interest groups in the policy-making in those areas.

In terms of internal organisation and relationships within the departments and outside, the working of the Departments has not changed much after independence. Hierarchy and importance of the written word and communication have continued. Red-tapism and delay still haunt the administration. Pre-independence manuals prepared during the colonial rule still govern in most of the older departments with modification here and there.

The Chief Secretary of provincial administration before 1947 continues today; but at the Centre, the Cabinet Secretary, de facto head of administration, is an innovation.

Another recent development is the growth of independent regulatory agencies like TRAI in telecommunication, SEBI in shares and stock exchanges, etc. These agencies have been set up to lend a degree of independence, away from normal executive departments, to quasi-judicial arbitration, rate-fixation and conflict resolution functions of the government.

Check Your Progress 1

- Note:** i) Use the space given below for your answers.
ii) Check your answers with those given at the end of the unit.

1) Which elements at the time of Independence accounted for the continuity in Indian Administration?

2) How has the Indian Constitution brought about a change in the nature and activities of the Indian Administration?

3) What are the new departmental activities undertaken by the Central Government?

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5.4 THE PUBLIC SERVICES: STRUCTURE

The post-independence administration in India was fairly stable due to the continued tenures of the public services which were in office before independence. The Indian Civil Service and the Indian Police Service were the two All India Services that helped the country to hold together. The other All India Services included the medical, engineering, forest, educational and others.

The Indian Civil Services was the most pivotal and prized of these services. Its members occupied positions in the executive councils of the Governor General of India and the provincial Governors. Most of the posts of Secretaries to the departments in the Central and provincial governments and of heads of executive departments were held by them. ICS men were district collectors and magistrates/deputy commissioners. Before independence, the officers of the ICS and other All India Services were appointed by the Secretary of State for India. After independence, under the India Independence Act, 1947, the ICS and other officers in All India Services, who continued in office, became officers in the service of the Government of India. At independence about two hundred and fifty European ICS officers retired, while about fifty of them opted to be in office here. Vallabhbhai Patel, India's Home Minister realised the dire need of the Indian members of the ICS continuing in service here after 1947. He assured to honour the existing terms and security of their tenure. They did contribute to the stability and continuity of the Indian administration.

After independence the Indian Civil Services was replaced by the Indian Administrative Services. A larger number of the officers in the IAS and the Indian Police Service (that replaced the Imperial Police Service) were required to replace the former services. They had to man the posts in the recently merged princely states. Much more than that, the character of these All India Services had changed after independence. India became a democracy after independence. The services had now to serve the people of the country, and not the imperial masters. The ICS men were not only officials; they were a part of the colonial government. The officials of independent India – no more rulers – had to imbibe the democratic temper of its polity. This marked a change from the pre-1947 scene.

The All India Services Act, 1951 of the Indian Parliament provided for the formation of two services, the Indian Administrative Service and the Indian Police Service. This was an outcome of the deliberations in the Constituent Assembly of India. The Constitution contains a separate Part XIV titled 'Services under the Union and the States'. Article 312 of the Constitution relates to the All India Services.

A new All India Services, the Indian Forest Service, was constituted in July 1966, though an amendment to the All India Services Act, 1951 effected in 1963 provided for the formation of three new All India Services, viz., the Indian Services of Engineers, the Indian Forest Services and the Indian Medical and Health Services.

The personnel belonging to the Central Services work in the various departments of the Central Government. They are organised into four groups, A, B, C and D, on the basis of the pay scales of the posts in them. The following are some of the Central Services: Central Engineering Services, Central Health Service, Central Secretariat Service, Indian Audit and Accounts Service, Indian Defence Accounts Service, Indian Foreign Service, Indian Postal Service, Indian Revenue Service, Central Legal Service, Central Information Service, Indian Statistical Service, Indian Economic Service. Before 1947, specialist officials worked in various functional departments of the Central Government, but after independence, different services (cadres) were formed. Statistical Service, Economic Service, Information Service and Foreign Service were some of the new cadres formed to cater to the emergent needs of the Central Government. The Indian Foreign Service attracts intelligent young graduates along with the Indian Administrative Service; the entrants to it reach the highest position of Ambassadors to foreign countries. After Independence, as the functions undertaken by the State governments have diversified several specialist services in Class I and II were formed. Some of these are: Forest Service, Agricultural Service, Animal Husbandry, Prohibition and Excise, Judicial, Police, Jail, Medical, Public Health, Educational, Engineering, Accounts, Sales Tax and Industries Service. A few of these services did exist before 1947, but now the strength of these has gone up. Besides, Class III and IV Services are on roll.

The new public services share, to a long extent, the attributes of political impartiality, selection on merit and integrity like in the ICS and other services before independence. The public services in free India are committed to the objectives of the Constitution.

The local bodies and cooperatives have their own personnel.

5.5 PUBLIC SERVICE COMMISSIONS

To ensure impartial selection of meritorious civil servants, a Public Service Commission in India was established in 1926 with the Chairman and four members. This (Central) Public Service Commission was vested with two functions in the main, recruitment to All India and Central Services, and screening of disciplinary cases. It was also to advise in the matters of standards of qualification and methods of examination for the civil services, so far as recruitment in India was concerned. The Commission was redesignated as the Federal Public Service Commission in the 1935 Act.

Under the 1935 Act, provincial governments were to form Public Service Commissions independently or in groups or in single commission for all of them. By agreement of the Governor and the Governor-General, the Federal Commission might act for Provinces like Bombay, Madras set up the Provincial Public Service Commissions with functions similar to those of the Federal Commission. The Constituent Assembly of the country had, therefore, a model and precedent before it in the Public Service Commissions set up earlier at the Centre and in some of the provinces. However, the functions of the Commissions after independence have increased. The responsibilities in regard to recruitment of public employees through written test and/or interviews are enormous in view of the large number of qualified officials the governments at the Union and the States require in their employment. Promotions and transfers to another service are also referred to the commissions for their advice. Costs in legal defence and awards on pension are also referred for advice to them.

The Chairman and members of these Commissions are appointed by the President in the cases of the Union Commission and by the Governor in the case of a State Commission (obviously in consultation with the council of ministers). Nearly one-

an office in the government. A short term of six years for Chairman or members and the age limit of sixty five years for UPSC and sixty two years for State Commission, so also bar of further government appointment to them, prevents them from being vested interests.

It may be noted that the recommendations of the commissions to the government concerned are advisory, and not binding. But safeguard in this respect is the obligatory presentation of the annual reports of the commissions to Parliament or respective State legislatures for discussion by the members. The governments concerned have to give reasons for the non-acceptance of the Commission's recommendations.

Check Your Progress 2

Note: i) Use the space given below for your answers.
ii) Check your answers with those given at the end of the unit.

1) What are the characteristics distinguishing the IAS from ICS?

2) What are the Central Services? List the functions they carry out.

3) Describe the structure of the Public Service Commission under the Constitution. How do they differ from the Public Service Commission of pre-independence period?

5.6 DEVELOPMENT AND WELFARE CONTENT OF ADMINISTRATION

After Independence, the welfare and development content of the administration has become very prominent. It might be said that this content is predominant over the law and order and regulatory content. It does not that during the British rule the development and welfare aspect did not exist at all. It was there, but it was subordinate to the chief motivation of the foreigners to rule over this country and its people. Railways, posts and telegraph, highways, canals, ports, banking and insurance, capital cities, were set up; a foundation was laid for the future development of the country's economy. Scientific, technical and liberal education

at primary, secondary and University levels began. Health and medical facilities at an elementary level were started. Agricultural research was commenced. After the First World War, fiscal incentives were given for industrial development through individual initiative. But the Public Administration under the British was not deeply involved in the development of the country and welfare of the people.

The Preamble of the Constitution seeks to secure to all citizens social and economic justice and equality of status and of opportunity. This object is further elaborated in Part IV of the Constitution which deals with Directive Principles of the state policy. These principles give guidance to the government in making laws and administering them. Thus, the following are the most important among these Directive Principles. The State is to strive to minimise the inequalities in income and to eliminate inequalities in status, facilities and opportunities among individuals and groups – territorial and vocational. Both men and women have an equal right to an adequate means of livelihood. Equal pay for equal work is another Directive given by the Constitution. The moral and material health of children and youth is protected. Equal justice and free legal aid are assured. Within the limits of the economic capacity and development of the state, the right to work, education and public assistance in old age, unemployment, etc., is secured. Humane conditions of work and maternity relief are provided for. A living wage and a decent standard of life would be sought to be attained. Workers' participation in industrial management would be promoted. Free and compulsory education for children up to the age of 14 years would be provided. The welfare of the scheduled caste and scheduled tribes and other weaker sections would be advanced. However, these directives cannot be enforced through resort to courts of law.

The pressures of the people in a democratic set up have brought the welfare state. Planning has guided the economic development of the country since the beginning of the first five year plan from 1st April 1951. Plans formulated by the Planning Commission set up in March 1950, aimed at the rapid all round economic development of the resources of the country. The progress achieved in development is also checked from time to time and remedial measures are adopted. Planning evokes public cooperation for its success. Plans set the targets of development in different sectors including industry, agriculture, electricity, minerals, transport and communication, education, health, etc. The administration at different levels, Central, State and local, is geared to the realisation of the goals of the plans. It also furnishes data and statistics to the Planning Commission to enable it to frame the plans and check the progress in their implementation. Besides the national plan, State and District Plans are also prepared by the administration at these levels. Planned development has been the hallmark of the activities of the administration since independence, specifically the fifties. Blueprints of post-war reconstruction plans in specific sectors like education (Sergeant Plan) and health (Bhore Plan) had been prepared by the Central Government on the eve of independence but it was left to the governments of free India to implement these.

Rapid all round industrial development posed a challenge to the administration in free India. To attain industrial self-sufficiency, basic and heavy industries like steel, machine-building, heavy electrical machinery, extraction and processing of minerals were established. The execution of the Industrial Policy Resolution of 1948 and 1956 required industrial development through the growth of public sector as the private sector did not possess the requisite capital and technical personnel. The administration and management of the public sector industries and business called for the recruitment and training of the managerial and technical personnel in the public enterprises. The realisation of the targets set before the public enterprises depended upon the efficiency, skills, innovation and hard work of the directing, managerial and administrative personnel of the public enterprises. Operating various physical and financial controls over the industry, trade and business necessitated by the planning also created special responsibilities for the administration. Currently however the government

policy towards industrialization and the public enterprises is changing. The preference, since the 1990s has been for a larger side of the private sector and gradual 'divestment' of government shares in public enterprises. Loss-making enterprises are slowly being closed down or privatized.

The development administration in the rural areas has been faced with much more difficult tasks than the administration of the public enterprises. Increasing agricultural production, helping raise the milk yield of the milch cattle, promoting the public health and medical standards, spreading education as well as taking care of its quality, provision of civic amenities – all these and other tasks in the rural areas had to be realised by breaking the walls of illiteracy and prejudice and providing needed economic means, technical tools and inputs. Involvement of the rural people in the transformation was sought by entrusting some of these tasks or their aspects to their political and administrative institutions. Fruits of development have also to reach the poor farmers and rural labourers.

The welfare of the women, the scheduled castes and tribes and other backward sections had also to be advanced on the part of the administration in terms of the Directive Principles and also Fundamental Rights mentioned in the Constitution. Not that the achievements of the administration in regard to the above tasks were uniformly satisfactory in different regions or different functions, but the administration of free India has been engaged in the performance of these tasks, in response to the new social demands after independence.

Check Your Progress 3

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the unit.

- 1) What are the Constitutional directives of State Policy? How far are they useful in promoting welfare and development?

- 2) In which sense has the Development Administration in the rural areas been faced with much more difficult tasks than the administration of the public enterprises?

5.7 ADMINISTRATIVE IMPLICATIONS OF FEDERALISM

Federalism integrates a nation by distributing governmental functions and powers between the federal, that is, the Central and the constituent State governments.

The Constitution of India has introduced a federal political system. Before 1947, a federation was to be set up under the Government of India Act, 1935. But it was not due to the opposition of most of the princely states. But, for all practical purposes, due to the provincial autonomy and the (elected) ministers' rule in the provinces under the 1935 Act, the provinces experienced the federal reality. The princely states, with few exceptions were, however, princely autocracies, handling all domestic subjects. Treaties existed between a few princes and the British government, but the latter could find excuses to interfere in the former's administration, even to change a ruler. Defence and foreign affairs were the prerogative powers of the Suzerain British government. It could, therefore, be said that the federal principle was absent even in the relations between the British government and the princely States.

The Constitution has divided the country's administration into two spheres, administration of the Union, that is, national and of the States. The Union administration looks after the subjects in list 1 of the Seventh Schedule of the Constitution and the States administer the subjects enumerated in list 2. List 3 is the Concurrent list of subjects on which both the Union and the States are competent to legislate and, therefore, to administer, but a Union law takes precedence over a State law on a matter in this list.

The administration of the States covers the matters which are easier to tackle from a closer distance and those which conduce in better way to the welfare and development of the people. Police, jails, land tenure and revenue, public works (except national, that is, inter-state highways, and river valleys, etc.), local government, etc., are examples of the former. Agriculture and animal husbandry, health and medicine, social welfare, are illustration of the latter. The States administer (that is, levy, collect and use) the taxes on agricultural income, estate and succession duties in respect of agricultural land, taxes on land and buildings, electricity duties, vehicle and profession taxes, etc. Some of these, for example, octroi, property tax, etc., are given over to the local bodies for levy collection and use by the State governments through legislation.

The Union administers those subjects which are essential for national security and integrity, for the maintenance and growth of a nationwide infrastructure, and for national economic development. Defence, foreign affairs, atomic energy, citizenship, etc., ensure national security and integrity. Railways, airways, maritime and inter-State transport and communications, etc., maintain the national infrastructure. Currency and coinage, foreign and inter-State trade and commerce, industries of national interest, banking, insurance and national finance, facilitate economic development of the country as a whole. The Union is vested with expanding financial resources. These are taxes on income other than agricultural income, customs, excise duties on manufactured and produced commodities (with some exception), succession and estate duties on properties other than agricultural land, etc.

The common subjects in the Concurrent list enable both the Union and the States to legislate and administer matters of special and economic significance and of legal nature implying concern to both economic and social planning, transfer of property and contracts relating to other than agricultural land, population control and family planning, trade unions and industrial labour, employment and unemployment, etc. Civil and criminal laws are of concern to both, hence, are vested in both the administrations. Education and forests and protection of wild life and birds have been recently transferred from the State to the Concurrent list due to growing national concern in them.

The departments in State subjects at the Union are engaged in coordinating the work of the States, research, pilot projects, training and advice to the States on the concerned subjects.

The remaining ('residuary') subjects are vested in the Union.

Governors and heads of the State governments are appointed by the President of India. They are, for all practical purposes, formal heads. But in times when the

Constitutional provisions do not work, on Governor's report or otherwise, the President's rule comes into operation. Such situations arise when the political party in power loses majority support in the State legislative assembly. In normal times the Governor acts on the advice of the Council of Ministers led by the Chief Minister.

The Parliament adopts several laws every year; a large number of these are administered by the State administration as the Union does not have its own personnel in the States. The Union Government provides financial assistance to the States as the former possesses larger financial resources and latter fall short of these due to their growing development functions. The States call for the help of the Union forces during disturbed times. On account of planning, even in regard to the State subjects, consultations are held between the Union and the State administrations regarding planning and progress of the plans. On matters in the Concurrent list such consultations are essentially held.

India's is a cooperative federation. But it has undergone stresses and strains. The federal polity has to harmonise national integrity with constituent States' autonomy, so necessary for a live democracy. Financially, the Union is stronger than the States, so it has to help them. The Indian federalism is no doubt tilted in favour of the Union, but this was inevitable from the point of view of national security and development.

Check Your Progress 4

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the unit.

1) Which are the subjects that are within the competence of the Union Administration?

2) Enumerate the matters within the competence of State Administration.

3) Cite the matters in the Concurrent list.

- 4) Give examples of areas in which consultations between the union and the state administration are held.

5.8 POLITICAL INVOLVEMENT AND POPULAR PARTICIPATION IN ADMINISTRATION

The involvement of the political parties, groups and workers in the administrative processes of decision making and implementation is implicit in a democratic political system. Policy-making in government bears the imprint of the programme(s) of the political party/parties in office. The opposition political parties also seek to influence policy-making through the debates in the parliament and the legislatures and propaganda outside these forums. The normal expectation is that the projection of the political parties, groups, and workers, as also of the pressure and interest groups, should not violate the laws and the rules. It is within their functions and activities to point out the lacunae in the framing of the laws and the rules and the shortcomings and aberrations in their execution. It is also expected that the officials exercise their direction in public interest and for the good of the individual citizens.

Before independence under the colonial rule, the involvement of the political parties, groups and workers in the administrative processes was very limited. This was because in the first place, a democratic political system did not exist in the country. It was by and large a rule of the bureaucracy. Under the Dyarchy laid down by the 1919 Act, the influence of the ministers who were political heads of the transferred subjects only was confined to these subjects and that too, subject to the exercise of discretionary powers and financial veto by the Governors of the provinces. The major, that is, dominant political party in the country, the Indian National Congress, had kept aloof from the administration for most of the time during 1920-47 except brief interludes of 1937-39 and 1946-47. Under the provincial autonomy laid down by the 1935 Act, therefore, the political parties had some scope of influencing the administration. The term 'political involvement' is used here to refer to the extra-governmental influence of the political parties, groups and workers on the administration. The Central administration was kept away from the sphere of political accountability even under the 1919 and 1935 Act. Whatever political influence was cast on it was through the debates in the Central legislature, and that too was little. Secondly, as the functions of the State were limited to law and order and regulation, the people did not have many occasions for contact with the governments.

Lobbies or pressure and interest groups do operate in the Indian democratic system. Before Independence, the lobby of the Indian industrialists was gaining currency. Now, the industrialists, exporters and importers, the sugar cooperatives are some examples of the lobbies who do exercise influence on policy-making and decision-making of the Union government and administration. Similarly, at the State administration level big farmers, builders, trade unions, motor transport owners, traders, are some of the pressure and interest groups influencing the decision-making. The political parties also take up their causes and seek to change the government policies and decisions. The opposition parties organise demonstrations, public meetings, resort to 'gheraos' and lead delegations to the ministers and other dignitaries in the government.

At the district level and below the political projections are quite visible. The District Collector and his officers, the Chief Executive Officer of Zilla Parishad, the Block Development Officer and a host of administrative officials, are visited by the people and their representatives with pleas to meet their demands and solve their grievances.

Particularly, during the tours of the ministers people and their representatives wait on them and present their demands and grievances. Due to the government, cooperatives and banks, supply of irrigation water, availability of drinking water, location of irrigation projects, resettlement of the persons displaced due to the hydro-electric and irrigation projects, slums improvement and removal, octroi abolition, and several such issues are raised in the citizens' and their representatives' meetings with the ministers and the administrative officials. During the sessions of the parliament and the State legislatures also, people with their representatives lead demonstrations and delegations to see the ministers with pleas to deal with their demands and grievances. There is nothing wrong in this, provided violence does not occur and constitutional norms are not violated.

Popular participation in administrative processes has assumed prominent proportions after Independence. Before independence, it was confined to the role of the popular representatives in the local self-governing bodies. After Independence, specifically from the late fifties, panchayati raj has been the most significant channel of the participation of the rural people in the rural development administration. Community development was the earlier phase of this popular participation. But it was dominated by the officials, so it could not evoke adequate participation of villagers in rural development. So, panchayati raj was introduced in late fifties by a few State governments, like Rajasthan, Andhra, Maharashtra and Gujarat. But its progress was uneven in other States. Lately, West Bengal, Tripura, Andhra Pradesh and Karnataka introduced progressive measures relating to the panchayati raj. The 73rd constitutional amendment has given a further boost to popular participation in rural areas. Much still needs to be done to make it more meaningful and beneficial in terms of increasing agricultural production and improving the standard of life of the rural people. Cooperatives are another channel of popular participation in development.

Municipal government is another mode of popular participation in civic administration. Much requires to be done to step up its efficiency and usefulness to the urban dwellers.

Voluntary organisations can do a lot in accelerating the pace of development – both rural and urban, through their participation in the development processes and education of the people. Women's organisations in particular can help in the implementation of the women's and children's welfare and development programmes and schemes. These organisations can be a liaison between the administrative agencies and the people.

Check Your Progress 5

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the unit.

1) Name a few lobbies or pressure and interest groups that have been working since Independence.

2) How do the people ventilate their demands and grievances at the district level and below? What kinds of demands and grievances do they air?

3) What are the main institutional channels of popular participation in rural and urban areas?

4) What role can the voluntary organisations play in the development process?

5.9 LET US SUM UP

The important factors of change in Indian administration after Independence in comparison with that before are the advent of democracy and the compulsions of development and a welfare state. The elements of stability are found in the continuity of some of the departments and the smooth induction of new public services with the characteristics of political impartiality, selection on merit, integrity and commitment to the Constitutional objectives.

The number of (economic) development and welfare departments has grown after Independence. Growth of scientific and technological knowledge and its application has influenced the administration. However, the influence of organisational features such as hierarchy, predominance of the written words, red tapism, old time manuals, still persists.

Various new public services have been constituted in free India. The Indian ICS incumbents continued in office, but as a service it was replaced by the IAS. The Indian Police Service and the Indian Forest Service were the other two All-India Services constituted after 1947. Besides, the Central Services man the departments of the Union government. The States have also their own services including the generalist one and those serving various functional departments like agriculture, education, cooperation. Local bodies have their own personnel, so also the cooperatives. Public Service Commissions have been set up to ensure recruitment of personnel on merit and to advice on disciplinary cases. on

transfers and promotions. Chairman and members of these bodies have a fixed short term and are prevented from having any government appointment after the completion of the term in the commission.

The Constitutional directives seek to promote the ideals of a just social and economic order and of a welfare state. Planning sets the targets of development to the administration in both the Union and the States. Now, besides national planning, State and District planning has also come into being. A large public sector to bring about rapid, all-round and self-sufficient industrial development has posed great challenge for efficient managerial and administrative personnel in the public enterprises. The development administration in rural areas has to fulfil much more difficult tasks.

Before 1947, the administration was centralised, though in reality administration at provincial level exercised a good deal of autonomy. The Constitution has created a federal political system. The Union administration operates subjects like defence, foreign affairs, etc., mentioned in the Union list (list 1 of 7th schedule) while the State administration covers subjects intimately connected with the development and welfare in List 2. The matters in the Concurrent list can be legislated by both the Union and State Governments, but even the Central legislation in these matters are mostly administered by the State administration. The Governors are appointed by the President of India. The President's rule operates when the Constitutional provisions do not work. It is said that the Indian federalism is tilted towards the Centre but this was inevitable from the points of view of national security and development.

The democratic compulsions have brought in projection of political parties, groups and workers in the administration. 'Lobbies' or pressure and interest groups influence the administration. At the district level and below the political pressures are exerted often and more intensely as the people whose demands and grievances are sought to be ventilated through the political elements are numerous and pressing. Popular participation in administration, particularly of development, occurs through the panchayati raj institutions, municipal governments, cooperatives and voluntary organisations.

5.10 KEY WORDS

- Devolution of Power** : A transfer of authority from a central government to regional governments.
- Pressure Group** : A group of people who seek to exert pressure on legislators, public opinion, etc. in order to promote their own ideas or welfare.
- Suzerain** : A state or sovereign exercising some degree of dominion over a dependent state.

5.11 REFERENCES AND FURTHER READINGS

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5.12 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

- 1) See Section 5.2.
- 2) Your answer must include the following points:
 - The objectives and nature of the Constitution of India were altogether different from those of the Constitutional Acts under the British rule.
 - The differences between the present democratic administration and the earlier bureaucratic administration.
 - The Constitution of India contains the ideal of a Welfare Socialist State. Administration has to work according to the objectives of the Constitution.
- 3) See Section 5.3.

Check Your Progress 2

- 1) Your answer must include the following points:
 - ICS was the most pivotal and prized service during the British rule.
 - ICS members occupied the positions in the executive councils of the Governor-General and the Governors.
 - IAS has to serve the people and not the imperial masters.
- 2) See Section 5.4.
- 3) Your answer must include the following points:
 - PSCs are established at the Central and State levels.
 - Constitution of PSC (Public Service Commission).
 - Appointment of members of PSC.
 - Advisory role of PSC.
 - The non-compliance of the recommendations of the Commission has to be explained to the parliament.
 - PSC in pre-Independence has a limited role.

Check Your Progress 3

- 1) Your answer must include the following points:
 - Directive principles are contained in part IV of the Constitution.
 - Nature of Directive Principles; goals underlying the Directives.
- 2) Your answer must include the following points:
 - Walls of illiteracy and bias in rural areas have to be broken.
 - Technical tools, economic means and inputs have to be provided to the farmers.
 - Invo
 - lvement of the rural people.

Check Your Progress 4

- 1) See Section 5.7.

- 2) See Section 5.7

3) See Section 5.7.

4) See Section 5.7.

Check Your Progress 5

1) See Section 5.8.

2) Your answer must include the following points:

- People visit the district collector and other officers at the district level with their grievances.
- People put up their demands during the tours of the ministers.
- Political parties take up the cause of people.
- Role of Government cooperatives and banks.
- Opposition organise demonstrations.
- Kinds of demands like proper supply of irrigation water, drinking water, slums improvement, etc.

3) Your answer must include the following points:

- Role of Panchayati Raj.
- Role of Cooperatives.
- Municipal government as a mode of popular participation.
- Functions of voluntary organisations.

4) See Section 5.8.