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34

ADMINISTRATIVE MACHINERY AT THE CENTRE, STATES AND DISTRICT LEVELS

India has adopted a federal form where there is a clear demarcation of subjects and powers between the central government, i.e. government of the union and the state governments. It is a federation but with a distinction. Though, federations have two-tier governing arrangement but India has created a third structure of governance. Since 1992 when the country enacted the 73rd and 74th amendments of the Constitution. Since then local government in India – both rural and urban – has been included in the constitution. It is a bold measure of empowerment of local government. Today, there are twenty eight states and seven centrally administered territories. Study of Indian administration is a study among other things of the structures at the district, local and the central levels. The most influential level among these, continues to be of the central government which determines to a great extent, the role and responsibilities of other organs. The purpose of this lesson is to describe the administrative machinery at the Central, states and district levels. There is no mention of the machinery of the government or the term like the Secretariat in the Constitution. There is simply a provision which empowers the President of India to make rules for the transaction of business.



Objectives

After studying this lesson, you will be able to

- explain administrative machinery at the Centre, State and District levels;
- identify at the Centre level the important administrative organizations are the Central Secretariat comprising Ministries, Departments and independent agencies – Boards and Commissions, the Cabinet Secretariat and the Prime Minister's Office;
- learn about the structure of administration at the state level is mainly the State Secretariat/ and the office of the Chief Secretary;

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- explain district administration: the office of the District Collector, his position and changing role in the district, Sub – Divisional Officer and Block Development Officer, their functions.



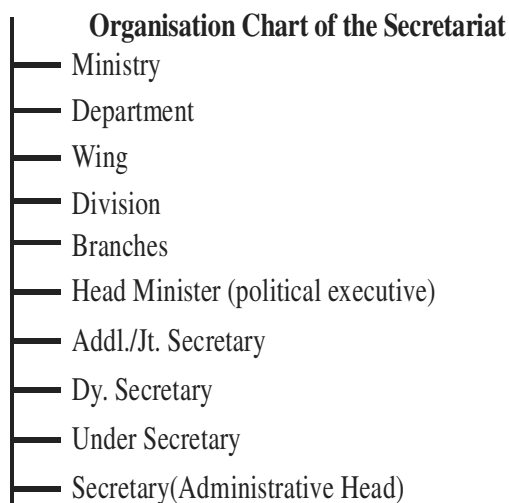
Intext Questions 34.1

Fill in the blanks :

- In a federal form there is a clear division of subjects between the _____ and the _____.
- Today India is composed of _____ states and _____ union territories.
- Indian administrative system is to be studied mainly at _____, _____, _____ and _____ levels.
- The district and local administration has assumed more importance after _____ and _____ constitutional amendments.

34.1 Central Secretariat

The work of the government of India is divided into ministries and departments which together constitute the Central Secretariat. Administrative Machinery at the Central Level: central secretariat may be defined as a common name for all the ministries and departments of the central government. The political head of the ministry is the minister and administrative head is the Secretary. The department is centre of two or more wings. A wing consists of two or more divisions and a division consists of two or more branches. At the lowest level is the office which may consist of a number of secretariats. A ministry may be composed of one department or more than one department. The main function of the secretariat is to advise the minister concerned in matters of policy and administration. Each minister is aided by the secretariat staff. The hierarchical position of the staff members is given in following chart :



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The three essential components of the govt. at the centre are: the minister who decides upon policy, the secretary who provides material and advice to reach such decisions and to oversee the implementation of decisions, and the executive head, who carries the decisions into effect. The secretaries are secretaries to the union government as a whole but not to any particular minister. The secretariat is a policy forming, coordinating and supervising agency of the government. The secretariat's primary responsibility is to assist and advise the ministers in respect to the following matters :

1. Making and modifying policies from time to time.
2. Forming legislation rules and regulations.
3. Sectoral planning and programme formulation,
4. Budgeting and control of expenditure,
5. Supervision and control over execution of policies and programmes by field agencies and evaluation of results,
6. Coordination and integration of policies and programmes, contact with state governments.
7. Developing greater organizational competence, and
8. Assisting the minister in discharge of his parliamentary responsibilities.

Secretariat is to assist and advise the political executive in policy making. However, the secretariat has come to be criticized on various grounds which may be stated as follows: it takes upon itself a number of field functions; it tends to indulge in empire building; over a period of time the secretariat has turned into an over grown institution and over staffing is apparent in many areas; secretaries very often tend to take a superior attitude vis-à-vis the field agencies. With the increase of a number of departments in the secretariat, coordination has become the real problem.

Lack of adequate delegation of work to executive agencies, cumbersome procedures of doing work, widespread desire to postpone decisions to over-consult, to over-coordinate, etc. all lead to delay in the work of the Secretariat. These faults lie not with the concept of the secretariat but with the manner in which it has been functioning.



Intext Questions 34.2

Give the following answers :

- a. Central Secretariat is composed of all _____ and _____ .
- b. What is the main function of the Secretariat?
 - (i) To assist in policy making, (ii) To implement the policies.
- c. Who is the administrative head of the secretariat?
- d. The Secretariat works as a _____ unit with _____ responsibility.



34.2 Cabinet Secretariat

Organization of the Cabinet Secretariat

The Cabinet Secretariat was created in 1947, another administrative machinery of the centre is Cabinet Secretariat, it can be understood in terms of organisation and function. It is headed politically, by the Prime Minister and administratively, by the Cabinet Secretary.

Today, the Cabinet Secretariat has three wings – Civil Wing, Military Wing and Intelligence Wing. In 1988, the Directorate of Public Grievances was set up as its organ.

The Cabinet Secretariat has subject related advisors to the Prime Minister.

The Cabinet Secretariat performs a number of functions.

The function of the Cabinet Secretariat is to provide secretarial assistance to the cabinet and its various committees and make preparations them for the meetings of the cabinet, providing information and material necessary for its deliberations; it keeps a record of the discussions and decision of the cabinet. Besides, circulation of memorandum on issues awaiting cabinet approval and circulation of the cabinet decisions to all the ministries and preparation and submission of monthly summaries on a large number of specified subjects to the cabinet are also the functions of the Cabinet Secretariat. It also oversees the implementation of the cabinet decisions by the concerned ministries and other executive agencies. For this purpose, it can call for information from the various ministries / departments. In accordance with the instructions issued by the cabinet secretariat, each ministry sends it a monthly statement showing the progress in the cases relating to cabinet decisions.

The next important role of the cabinet secretariat is that of functioning as the prime coordinating agency in the government of India. Several cases are brought before the cabinet secretariat involving the President, the Prime Minister, various ministries and the Parliament, on which it provides aid, advice and assistance.

34.2.1 Main Functions of Cabinet Secretariat

- Cases involving Legislation including the issuing of ordinances. Addresses and messages of the President to the Parliament.
- Cases involving negotiation with foreign countries on treaties and agreements etc.
- Proposals for sending delegations of persons abroad in any capacity.
- Proposals to appoint public committees of enquiry and consideration of reports of such enquiries.
- Cases involving financial implications.
- Cases which a minister puts to the cabinet for decision and directions. Cases of disagreements among ministries.
- Proposals to vary or reverse decisions.
- Cases which the President or the Prime Minister may require to be put before the cabinet.
- Proposals to withdraw prosecutions instituted by the government.

**Intext Questions 34.3**

Answer the following questions :

1. Which of the following is not a Wing of Cabinet Secretariat?
 - a. Civil Wing
 - b. Military Wing
 - c. Administrative Wing
 - d. Intelligence Wing
2. Describe the organization of the Cabinet Secretariat.
3. In which year the Cabinet Secretariat was established?
 - a. 1947
 - b. 1961

34.3 Cabinet Secretary

Cabinet Secretary as stated earlier, is the administrative head of the cabinet Secretariat. The office of Cabinet Secretary was created in 1950. The Cabinet Secretary functions under the leadership of the Prime Minister who is its minister in charge at the political level. He is drawn from the Senior most officers of the Indian Administrative Services. It is expected that he should be a man of rich administrative experience.

Although the chief function of the Cabinet Secretary is to provide assistance to the council of ministers, infact , he deals primarily with cabinet affairs. For this purpose, though, he keeps contact with the various ministers, he keeps a close touch with the secretaries incharge of different ministries / departments. He is also the head of the civil service and ensures that the moral of the civil servants remain high. He has to act as a buffer between the politicians and the civil servants and protect the interest of the latter in situations of conflict between the two. It is a dream-post for every bureaucrat. Eminent civil servants have occupied this post e.g. Naresh Chandra, B.G. Deshmukh, T.N. Seshan etc.

In the meetings of the cabinet, the Cabinet Secretary draws up the minutes which contain the decisions reached. After the Prime Ministers approval these are circulated by him to the ministers and the secretaries concerned. He has to maintain complete secrecy about these matters. The Cabinet Secretary is to ensure that the decisions of the cabinet are implemented properly. He maintains a close proximity with the Prime Minister. He advises the Prime Minister on whatever matter his advice is sought. One important function of the Cabinet Secretary is to preside over the meetings of the Committee of Secretaries on administration which is set up to resolve inter ministerial disputes. He also presides over the Chief Secretaries conferences.

In relation to the Prime Minister and the country as a whole, the Cabinet Secretary has yet another role to play. Like all civil servants, he provides the element of stability and continuity when a Prime Minister resigns or dies. A care taker Prime Minister and a Ministry does exist in the interim period, but it is at this time that the services of the Cabinet Secretary are of immense value. He is the chief coordinator of Central Government.

The Cabinet Secretary provides the eyes and ears for the Prime Minister to keep in touch with the process of official business in the Central Government.



Intext Questions 34.4

Fill in the blanks :

1. The chief function of the Cabinet Secretary is to provide the assistance to the _____.
2. The office of _____ was created in 1950.
3. Cabinet Secretary has to maintain complete _____ about these matters.
4. He advises the _____ on whatever matter his advice is sought.



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34.4 Prime Minister's Office

The Prime Minister as the head of the government and the real executive authority, plays a very significant and crucial role in the politico-administrative system of the country. In the fulfillment of his various responsibilities he is assisted by the Prime Minister's Office (PMO). It provides secretarial assistance and crucial advice to the Prime Minister. He plays an important role in the process of decision making at the top level in the government of India. However, it is an extra constitutional body. It has a status of a department of the government of India, though there are no attached and subordinate office under it. It came into existence in August, 1947 when India emerged as an independent nation and was called the Prime Ministers Secretariat. In June 1977 its name was changed and now it is known as Prime Minister's Office (PMO).

34.4.1 Composition

PMO is headed politically by the Prime Minister and administratively by the principal secretary. It consists of some additional secretaries and joint secretaries.

The Principal Secretary to the Prime Minister (PM) plays an important role and performs the following functions :

1. Deals with all governmental files in the office.
2. Puts before the Prime Minister (PM) all important documents and information for orders and instructions.
3. Prepares notes on matters to be discussed by the PM with important dignitaries.
4. On the directions of the PM looks after the affairs of different ministries and departments.
5. Coordinates the activities of various personnel in the office.

The PMO performs several other functions such as:- Maintaining liaison with central ministries and the state governments, help the PM in discharging his responsibilities as chairman of the Planning Commission and the National Development Council acts as the public relations agency of the PM and is considered as the '*think-tank*'* of the PM. It also deals with all such subjects which are not allotted to any ministry or department.

Think-tank - Group of experts studying and solving problems.



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Over the years, it has grown very big and powerful. At present, the PMO has over 350 people under its roof. This large establishment runs as a 'parallel' administration, i.e., every ministry department of the central government is duplicated here. The critics have described the PMO variously as 'super cabinet', 'micro cabinet', 'super secretariat', 'the government of India' and so on. PMO has specially been strengthened during Smt. Indira Gandhi and Sri Rajiv Gandhi's time and continues to be so till today.



Intext Questions 34.5

Fill in the blanks :

1. Prime Minister's office provides _____ and _____ advice to the Prime Minister.
2. In 1977 Prime Minister Secretariat name was changed and now it is known as _____.
3. The _____ to the Prime Minister plays an important role.
4. At present, the Prime Minister's Office has over _____ people under its roof.

34.5 State Secretariat

Like the Central Secretariat, there is a state secretariat at the level of each state. It is the nerve center of state administration. It consists of several ministries and departments of state government. The Ministries, departments are headed politically by the ministers and administratively by the secretaries. The chief secretary is the head of the entire state secretariat, while, a secretary is head of one or two departments. He is usually a senior IAS officer. Here, it should be noted that the secretary is a secretary to the state government as a whole and not to the individual minister concern.

34.5.1 Organisation

The number of secretariat departments vary from state to state. It ranges from 15 to 35 departments. There are certain departments which are found common to all the states. These are mainly General Administration, Home, Finance, Jail, Forest, Agriculture, Labour and Employment, Panchayati Raj, Public Works, Education, Planning, Social Welfare, Housing, Transport, Irrigation and Power, Law, local government, Health, Excise and Taxation, Industries, Publicity and Informations unclear etc.

Secretariat department consists of officers who are appointed for a fixed tenure. The hierarchy of the secretariat officers is similar to the Central Secretariat.

34.5.2 Functions

The State Secretariat performs mainly the following functions:

- To assist the Minister in the fulfilment of his task.
- To formulate the policies and programmes of the state government.
- To coordinate amongst the programmes of the state government.



- To prepare the state budget.
- To frame legislation, rules and regulations.
- To review the results of the execution of the policy.
- To maintain contacts with Central and other State governments.
- To receive the complaints, representations and appeals from the people and solve them.
- To serve as a think-tank of the state government.

34.5.3 Chief Secretary

Chief Secretary is the head of the state secretariat. He is the administrative head of the state administration, and stands at the apex of the state administrative machinery. He leads, guides and controls the entire state administration. He is, in fact, chief of the secretaries and his control extends to all the secretariat departments. He is the senior most civil servant in the state.

34.5.4 Powers and Functions

Chief Secretary discharges a number of functions. Some major functions are as follows:

1. He acts as the principal advisor to the Chief Minister on all matters of state policies and administration.
2. He acts as the secretary to the State Cabinet. He prepares agenda for cabinet meetings and keeps records of its proceedings.
3. He is the chief co-ordinator of state administration and resolves inter departmental disputes.
4. In most of the cases, the general administration department, Personnel department, Planning department and Administrative Reform department are directly placed under the charge of the chief secretary.
5. In times of crises like drought, floods, famine, communal disturbances etc., the chief secretary plays the role of crises administrator.
6. Besides, he acts as a spokesman of the state government; principal channel of communication between his government and the central government on the one hand and the state governments on the other. He acts as the chief advisor to the Governor when President's Rule is imposed in the state, attends the meetings of the National Development Council and he also acts as the chief public relations officer of the state government.
7. He also acts as the head of the State civil service. He deals with all cases related to appointment, transfers and promotion of senior state civil servants.



Intext Questions 34.6

Give answers of following questions :

1. What is the correct ascending order of the following officers in the Secretariat ?



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- a. Joint Secretary
 - b. Deputy Secretary
 - c. Additional Secretary
 - d. Secretary
 - e. Under Secretary
 - f. Section Officer
2. Secretariat is the nerve center of _____.
 3. The two main functions of State secretariat _____ and _____.
 4. Chief Secretary stands at the _____ of the state administrative machinery.

34.6 District Administration

The minister, the secretary and the executive head are the three components of the government at the state level. The minister and the secretary together constitute what is popularly known as the secretariat. The office of the executive head, on the other hand, is termed as the directorate. The directorates function under the state secretariat. A secretariat is concerned with policy making, while a directorate is concerned with policy execution. Thus, directorates are the executive arm of the government. Their duty is to translate into action the policies which are framed by the secretariat. The directorates are located outside the secretariat.

The functions of the Head of the Directorate are :

1. To provide technical advice to the Ministers.
2. To prepare the budget of the department.
3. To inspect implementation of work by the departmental district staff.
4. To render advice to the State Public Service Commission regarding promotions and disciplinary actions.
5. To organize in service training programmes for departmental officers.

Besides, Directorates constantly try to improve the efficiency in the implementation of the departmental programmes.

34.7 District Administration

District has been the basic unit of administration in India since ancient times. In India, we have a democratic welfare state which involves wide scope of activities for the development of the people and the nation as a whole. District administration, is that part of public administration which functions in the territorial limits of the district. According to S.S. Khera, "District administration is the total functioning of government". It continues to be the hub of Indian administration. With the introduction of planning and development functions the role of district administration has increased tremendously to build the country from

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below. The introduction of democratic decentralization and Panchayati Raj has fundamentally changed the nature of the district administration.

The government at the centre and the state level cannot implement its policies directly from the head quarters. Therefore, the state is divided into territorial divisions and districts. The actual work of the government is carried out at the district level. People tend to judge the performance of the government by the way the programmes are actually administered in the district. The people come into direct contact with the administration at the district level more than the state or central level.

Certain points are important to know the role of district administration. The major concern of the district administration is to ensure public safety, the protection of the citizens and all their rights. It includes the maintenance of law and order and the administration of criminal and civil justice.

Secondly, its importance is in the field of revenue administration. It includes land revenue, irrigation charges, agricultural income, tax levied, excise duties, entertainment tax etc. It also includes the administration of treasury, land reforms, land acquisition, land management, land records etc.

The government has introduced a number of developmental policies and programmes in the field of agriculture, cooperation and industry. Special programmes have been launched to develop the weaker sections of the society. All these welfare programmes are implemented by the district administration vigorously to the satisfaction of the people. To ensure people's participation in the planning and execution of development schemes is another important role of district administration. It also ensures the supply of essential commodities to the people living in remote villages.

In times of natural calamities and disasters the district administration helps the people.



Intext Questions 34.7

Answers the following questions :

1. Which of the following statements is true?
 - a. It is at the district level that the common man comes into direct contact with the administration. (True/False)
 - b. The District Collector acts as the eyes, nose and arms of the State Government. (True/False)
2. Which of the following statements is false ?
 - a. District has been the basic territorial unit of administration in India. (True/False)
 - b. A district is defined as a sufficiently large territory with an overall unity, having common historical, geographical, social and economic conditions. (True/False)
3. District administration is the total functioning of the _____ .



Notes

34.8 The District Collector

A district is placed under the charge of a District Officer called the District Collector or Deputy Commissioner, the king-pin of our administration. He is the chief representative of the government in the district. The office is the result of a long process of evolution. Since 1772 when the office of district collector was created during the British regime, at that time, he performed activities chiefly related to collection of land revenue, maintenance of law and order, prevention of disorder, proper working of the police and jails, administration of criminal justice and exercised appellate powers in some cases besides those to try cases of special importance.

The office of the district collector 'Admirably survive the historic role of change from alien regime to a national one'. Since independence, its role has become increasingly multidimensional. He belongs to the Indian administrative service. Article 50 of the constitution separates the judiciary from the executive. There are now separate judicial officers in the district and, therefore the collector no longer holds the same judicial authority as he did earlier as a District Magistrate. Though, a lot has been said about the developmental role of the Collector, the sad truth is that democratic decentralization in the form of Panchayati Raj which preceded this role has curtailed his powers drastically in some states. The Zilla Parishads, particularly, have emerged as separate centers of power, largely independent of the collector. The emergence of several technical departments like labour, agriculture, cooperatives etc are now controlled by a host of executive officers directly at the state level, which has led to the reduction of the collector's authority. Some of the technical departments are headed by specialists and are relatively independent of the collector. He has to deal with many political leaders and political parties which have enhanced his responsibilities.

34.8.1 Role and Functions of District Collector

Revenue Functions :

District Collector is the head of the revenue administration of the district. His foremost task is the assessment and collection of land revenue.

In this, he performs the following functions:

1. to collect land revenue.
2. to collect other government dues.
3. to distribute and recover *taccavi* * loans.
4. to maintain land records.
5. to collect rural statistics.
6. to exercise the power of land acquisition officer, i.e. acquiring land for purpose of colonization, industry, slum clearance etc.
7. to implement land reforms.
8. to look after the welfare of the agriculturists.
9. to make an assessment of losses of crops and recommend relief during natural calamities like fire, draught and flood etc.



10. to supervise treasury and sub treasury.
11. to enforce Stamps Act.
12. to pay rehabilitation grant.
13. to manage government estates.
14. to hear revenue appeals against the orders of lower authorities.
15. to pay Zamindari Abolition compensation.

Taccavi – Advances made to the cultivators. These advances or loans of money is given at the time of sowing or in a bad season or to enable them to extend their cultivation. This loan has to be repaid when the crop is harvested.

Agricultural loans are distributed by the collector and his staff, relief works have to be taken up on a very extensive scale in case of a famine, floods etc. Land acquisition is another major responsibility of the collector. Due to various development projects, housing schemes, slum clearance etc, land has to be acquired for public purposes. The collector is responsible for this acquisition. He also maintains proper land records. He is responsible not only for the maintenance of these records but also their revision from time to time. He is the manager of government estates, government land, forests, water ways etc. In the district lastly, he also hears appeals in revenue cases against the orders of lower courts. The revenue work is a colossal task in itself and therefore, there are many subordinate officers to assist him. In some of the states like Andhra Pradesh, another IAS officer designated as the district revenue officer is appointed to assist the collector in his revenue work.

34.8.2 Maintenance of Law and Order

In this capacity he is responsible for the maintenance of law and order in his district. Three elements are involved i.e. – the police, the judiciary and the jails. As District Magistrate, he performs the following functions :

1. To control and supervise the subordinate magistracy.
2. In case of threat to public peace, to order imposition under section 144 of the criminal procedure code.
3. To inspect the jails.
4. To release prisoners on parole.
5. To grant superior classes to prisoners.
6. To submit an annual criminal report to the govt.
7. To grant, suspend or cancel many kinds of licenses like arms, hotels, explosives etc.
8. To control and direct the action of district police.
9. To enforce Entertainment Tax Act and Press Act.
10. To prosecute offenders under the Factories Act and Trade Mark Act.
11. To order disposal of unclaimed property.



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12. To recommend schemes for the development of forests.
13. To supervise and control local bodies.

He also acts in many ways as an agent of the judiciary. The executions of writs of the civil and criminal courts, including criminal writs from courts outside the district, is normally done through the magisterial elements of the district administration. He supervises the subordinate magistracy and orders magisterial postings when required.

The District Jail is under his general control. He can visit the Jail from time to time to see that all is well and ensure the expeditious disposal of cases of under-trial prisoners. He deals with different problems connected with the Jail administration.

34.8.3 Co-ordinator of Different Departments/Offices

Formerly, the district collector used to be the coordinating agency in overall charge of every important official activity in the district. After independence, several departments of technical nature were setup. For example public health, public works, agriculture, irrigation, education and cooperation. These are headed by specialists and are not under the supervision of the collector. These have their own programmes of development which they conduct on their own without the interference of the collector. This has to some extent, weakened the collector's role as a coordinating agency. In spite of this, the entire team in a district has to work with a sense of dedication in the same manner as a soldier on the battle front. The district officer is still the commander who has to organize and coordinate the different departments and achieve the target which must be clearly laid down. To emerge as a successful coordinator, the collector must give each agency breathing space, remove bottle necks, invoke the trust of the various departments in himself and bring out unity of purpose.

34.8.4 Crisis Management

During emergencies such as those caused by natural calamities, floods, famines, cyclones, etc. or man made crises such as riots, fires, or external aggression, it is he who holds an umbrella over the district. He also enforces civil defense measures, is responsible for the protection of vital installations, prevents panic and performs a host of other crucial functions.

34.8.5 Development Functions

He has become a pivotal figure in the implementation of development programmes. In many states, he is also designated as the District Development Officer. He is made responsible for both regulatory and development administration. The great influence that the collector wields in the district should be harnessed to the task of development. His development role has become a focal point after the initiation of development planning in India. Several programmes for the welfare and benefit of the down-trodden have been started by the government. Rural development programmes aimed at eradicating poverty and improving the living standards of the poor have gained significance after 1970s. As such, now the emphasis is on his leadership role in the extension and development activity of the district. He is the ex-officio chairman of the district rural development agency (DRDA). His role in rural development has also to be viewed in terms of his position in and relationship with the Zilla Parishads. This role has been changing and a balance has been resorted between the autonomy of the Zilla Parishad and the powers of the collector. Again the 73rd and 74th amendments and the enactments on Panchayati Raj by various states in 1993 and early 1994 have changed the role and the responsibilities of the collector with regard to developmental activities.



34.8.6 Other Functions

Besides the above, he performs many other functions. These are :

1. Returning officer and coordinator of election work of Parliament and Vidhan Sabha constituencies at the district level.
2. He conducts census operations every 10 years.
3. Grant of old age pension and house building loans.
4. Preparation of district gazetteers and protection of ancient monuments.
5. Supervision and control over municipalities in the district.
6. Acts as a protocol officer.
7. He is responsible for small savings schemes and contributions to the national defense fund (NDF).
8. He is the chairman of several committees such as – the family planning committee, public grievance committee, planning committee, soldiers welfare fund committee etc.
9. Attending to character verification, issue certificate of domicile, schedule castes and backward classes, political sufferers etc.
10. Superintendence over all other branches of district administration.



Intext Questions 34.8

Give answers of the following questions :

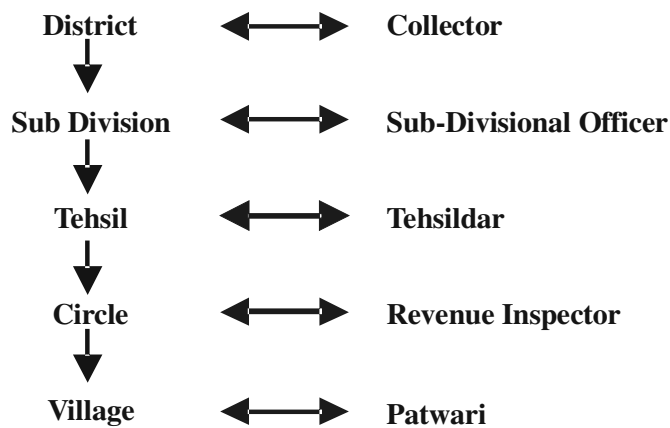
1. The office of the District Collector was created in :
 - a. 1771
 - b. 1772
 - c. 1774
 - d. 1777
2. The District Collector is the head of :
 - a. Police Department
 - b. Revenue Department
 - c. Judicial Department
3. Who acts as the Returning Officer for Parliamentary and Assembly Elections?
 - a. Superintendent of Police
 - b. District Judge
 - c. District Collector
4. The revenue functions of the District Collector are to collect _____ and to maintain _____.



34.9 Administration Below District Level

For administrative purposes the district is divided into subdivisions, Tehsils, Parganas or Circle or Ferka and the village is at the lowest level. The sub division is headed by SDO – SDM/ Assistant Collector. He performs revenue as well as law and order functions in his sub divisions. He is a link between the district collector and the tehsildar in revenue matters and DM and the Station Police Officers in law and order matters. Tehsil is the basic unit for purposes of general administration, treasury, land revenue, land records, etc. Tehsil comprises of about 100 villages.

In the performance of his various tasks he is assisted by the following hierarchy of officials:



34.9.1 Block Development Officer (B.D.O.)

In 1952, Community development programmes started. A tehsil was divided into many blocks for administrative purposes. These blocks were in direct contact with the Villagers and could get the development programmes implemented quickly & effectively. B.D.O. is the main coordinator who implements the development programmes at the block level. He is a government servant selected by the State Public Service Commission. He functions as an agent of the state government under the supervision of the Tehsildar, He is closely related to the Panchayati Raj system. He acts as the secretary of the block level Panchayat Samiti.

34.9.2 Functions

1. To convene the meetings of the block Samiti, to prepare its agenda and keep its records.
2. To prepare the budget at the block level.
3. To prepare programme for the development work and to assist in its implementation.
4. He supervises the work of the different agencies like Agriculture, Fisheries, Cattle stock etc.

34.9.3 B.D.O. has two main functions :

1. Development management.
2. Management of Panchayat Samiti.

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He is mainly instrumental in getting the development work done at the block level and to submit its progress report to the officials of the Zila Parishad and District Collector. He is responsible for the development programmes concerning irrigation and road construction etc. He has to look after the schemes which help the scheduled caste & scheduled tribes. B.D.O's position is no more a bed of roses as he is always under pressure from the local leaders, villagers and the members of the Panchayat. He has to compromise with many situations and keep his development programmes properly implemented.



Intext Questions 34.9

Fill in the Blanks:

1. B.D.O's main functions are _____ and _____.
2. B.D.O's prepares the budget at the _____.



What You Have Learnt

Public Administration is the management of public affairs.

A study of Indian administrative system has to be multi – level, taking into account the administrative machinery at the central, states, district and the local levels.

You must have learnt the structure and functions of the Central Secretariat, the Cabinet Secretariat, the Cabinet Secretary and the Prime Minister's Office at the central level.

You have also learnt the functions of the Chief Secretary and the State Secretariat at the State Level. All these administrative organs of the government at the central and the state levels are of vital importance in the formulation and fulfillment of the responsibilities and duties of the government.

The government at the centre and the state level cannot implement its policies directly from the head quarters. Therefore, the state is divided into territorial divisions called districts which are the cutting edge of the administration.

It is at the district level that the actual work of the government is carried out. Many development plans and public utility services are carried out by the district officials. Amongst them, the office of the district collector is of vital importance. He is the kingpin of our administration. His authority, role and function have greatly enlarged due to the various development projects undertaken at this level.

Lastly, you have also studied the office of the Block Development Officer who is intimately connected with the Panchayati Raj system. He is the secretary of the Block Level Panchayat Samiti & performs many functions. He acts as a coordinator of the different programmes of rural upliftment at the block level and helps in the proper implementation of these programmes.

SUGGESTED READINGS:

1. Dr. S.R. Maheshwari: Administration of India (2003).
2. Dr. Ramesh K. Arora and Rajni Goyal: Indian Public Administration, Institutions and Issues (2001).



Notes



Terminal Exercises

1. Discuss the organization of the Central Secretariat.
2. What are the main functions of the Cabinet Secretariat?
3. What is the important role of the Prime Minister's office and the Principal Secretary to the Prime Minister?
4. What do you understand by the 'State Secretariat'? Explain its importance.
5. What is the main function of the Directorate?
6. Discuss the powers and functions of the District Collector.
7. Discuss the functions of the Block Development Officer.



Answers to Intext Questions

34.1

1. (i) Central Government (ii) State governments
2. (i) 28 (ii) 7
3. (i) Central (ii) State (iii) District (iv) Local
4. (i) 73rd (ii) 74th

34.2

- a) (i) Ministries (ii) Departments
- b) (i) to assist in policy making
- c) The Secretary
- d) (i) Single (ii) Collective

34.3

1. C
2. It is composed of three wings – Civil, Military and Intelligence and the Directorate of Public grievances.
3. 34.1.1
4. A

34.4

1. Council of Ministers
2. Cabinet Secretary
3. Secrecy
4. Prime Minister



34.5

1. (i) Secretarial assistance (ii) Crucial
2. Prime Minister's Office
3. Principal Secretary
4. 350

34.6

1. f,e,b,a,c,d
2. State administration
3. (i) to prepare the state budget (ii) To serve as 'Think Tank' of state government
4. apex

34.7

1. (b)
2. (b)
3. Government

34.8

1. (b)
2. (b)
3. (c)
4. (i) Collect land revenue (ii) Maintain land records

34.9

1. (i) Development Management (ii) Management of Panchayat Samiti
2. block level

Hints for Terminal Exercises

1. Refer to Section 34.1
2. Refer to Section 34.2.1
3. Refer to Sections 34.6, 34.6.1
4. Refer to Section 34.5
5. Refer to Section 34.6
6. Refer to Section 34.8.1
7. Refer to Section 34.9.1