

## CHAPTER TEN

### SUMMARY OF FINDINGS AND CONCLUSION

#### 1. SUMMARY OF FINDINGS.

The purpose of this study was to identify empirically the structure, functions and behaviour of district administration with special reference to the districts of Darjeeling and Jalpaiguri. Besides the documentary sources, a questionnaire administered through interviews provided the relevant data. Summary descriptions of three case studies were also given in chapter three. In this chapter is given the summary of major findings and concluding observations with suggestions.

As situational and contextual factors impinge on the functioning of the district administrative system, a brief attempt has been made to trace the growth of district administration as it existed before the election of Pilla Parishad and other Panchayati Raj Bodies in 1973. Such an analysis has helped to determine the changes in the district administration in its historical perspective.

The superb efficiency with which district administration functioned in India was perhaps the result of the limited range of tasks which it was supposed to perform. Functionally, as part of the imperial authority, maintenance

of law and order and collection of revenue enjoyed absolute priority of attention. The Deputy Commissioner became the symbol of imperial authority as the rural character of the districts as well as lack of proper communication facilities resulted in the policy of trusting the man on the spot. This trend inevitably tended to produce an autocratic temper because of too much power in the hands of Deputy Commissioner. During the British days, the district administration pattern, thus, was characterized by formalism, procedural rigidity and autocratic outlook. Philip Woodruff rightly pointed out: "It was a despotism tempered by the despot's liberal upbringing and by knowledge of Parliament's usually liberal attitude. But despotism it was all the same as any system must be in which people are given what is good for them instead of what they want"<sup>1</sup>. So, during the colonial era, related tasks of district administration were few and required no functional expertise and district administration was an integrated organisation.

From a survey of historical perspectives, it is clear that in the Bengal system of district administration in its early stages, the Collector was appointed, not as an all powerful discretionary official, but as a mere Collector of fixed public dues. He was given no political

or magisterial authority, and was not even entrusted with the control of district police. The great figure in the district was District Judge and Magistrate. He was given the control of district police and was paid a salary superior to Collector.

The Revolt of 1857 altered the situation. The immediate response to the Revolt of 1857 was to bring the paternalist system of district administration to the height of favour in popular British estimation. Consequently, soon after the peace was restored, the two offices of Collector and Magistrate were united; the Collector - Magistrate became the head of the district administration in 1859. Thus, during the last hundred years between Plassey and Mutiny, "the wheel" remarks Percival Griffiths, "had turned full circle and the Company had come back to the old English view that all executive power must be concentrated in the hands of the local representatives of the Government ..... Paternal and authoritarian rule had been restored"<sup>2</sup>.

Second change in the pattern of district administration was noticed when the district, a unit of administration, became an unit of general administration where the policies of government with regard to the general welfare, the maintenance of law and order and the adjudication of disputes, were translated into administrative

action<sup>3</sup>.

Third change is noticed in the pattern of administration at the district level when the introduction of Dyarchy under Montagu-Chelmsford reforms of 1919 effected dichotomy in the administration at provincial headquarters. A basic change in the concept of the district as a unit of administration came about on the creation of local self-government in the district. This marked the beginning of a new phase in the concept of district as a unit of administration, because besides being an administrative area of administration, district became the unit of local government. The district, since the introduction of Dyarchy, has retained its dual character - as an area of administration and as a unit of local government.

As a corollary to the above change, another change could be conceived in the concept of district as an area of administration. With the introduction of local bodies at the district level as well as with the growth of political consciousness and increase of political activity, district became the primary organisational unit of political parties as well as the central base for organising popular agitation and training and recruiting political leadership. District as an area, thus, received a political status and personality.

After Independence, and particularly since the fifties, noticeable changes are found in district administration. Independence brought a basic change in the political context and the emphasis on development since fifties also changed the socio-economic context. One of the prime tasks was to change the law and order-cum-revenue oriented administration to development oriented administration. In this, the government became the main source of energy, the principal planner, energiser, promoter and director of development effort. The expansion of government's responsibilities in the sphere of development and welfare has brought in its wake two major developments: (a) an increase in the functionaries who have to discharge new duties, and (b) an increase in the duties covering spheres of activity not touched upon previously which the existing functionaries have to discharge. This changing scale in favour of the Welfare State has resulted the greater need of the uses of science and functional specialists. This rapid growth of the specialist-component in district administration added more complexity to the district administration. Firstly, district administration now includes more agencies, more officers and more institutions. The district Collector has to keep communications with all these agencies, officers and institutions. He is

perhaps an overburdened man, because span of control is not merely the number of jobs and people supervised, the limiting factor is the number of relationships<sup>4</sup>. Secondly, functional specialists are now conscious of their role in the whole gamut of administration. They are extremely resentful against the legacy of the colonial past in which area-specialists or generalists ranks very high in politicians' and citizens' estimation. Functional specialists, on the other hand, think they are at the top. Even they show their anger by saying that generalists or area-specialists enjoy almost a monopoly of crucial decision-making and functional specialists played the second string in administrative orchestra and are reduced to note-drafter and data-supplier. The immediate impact of this resentment is the attempt of functional specialists to make them free from the control of generalists. To-day, in the districts of West Bengal, not to speak of districts of North Bengal only, executive engineers and specialists are to a considerable extent free from the control of Deputy Commissioners.

Thirdly, the cold war between the generalists and specialists is the structural source of tensions within the administration. Specialists think that generalists tend to examine and comment on the schemes finalised by the

experts not out of any administrative consideration, but for exercising, displaying and preserving authority. However, this conflict between the generalist-administrator or area-specialists and the functional specialists may be explained as a conflict of authority and does not assume serious proportions in the districts studied.

Another change is deliberately introduced in the district administration due to schemes of rural development adopted since the fifties. In the districts of Darjeeling and Jalpaiguri, there were no firm areas of administration below the sub-division. In view of planning, development and decentralisation, the Government of West Bengal decided to set up Blocks as units of administration. However, Block Development Officers combined both executive and extension duties, and the pattern still continues. Moreover, the Bengal pattern of district administration is not as cohesive as elsewhere. Because, the land revenue system has a distinguishing feature, the Deputy Commissioner has no control over the land records and survey side which functions under a Director. So, district administration is perhaps more differentiated than unified and integrated.

Another important change is perceived in the structure of district administration, where the Deputy Commissioner, the head of district administration, has

less control over the "resource structure" than his predecessors. The budget is allocated to the State directorates. The budget of each of the directorates covers the expenditures on the programmes to be executed at the district level. Therefore, allocation of financial resources for district level rests with the State directorates and not with the concerned district department of the office of the Deputy Commissioner. Moreover, directorate officers at the district level are empowered to re-allocate budgets between the blocks according to their judgement of the situation.

District administration is organised on the principle of functional specialisation where tasks are divided into their constituent functions and assigned to different functionaries. This "task allocation" is beyond the authority of the Deputy Commissioner. The State directorates have to decide about the types of works to be started and continued generally and only in some cases they show green signals to the proposals of district authorities. In its early golden days, the Deputy Commissioner held the balance, integrated the diverse functions, consulted different functionaries and agencies and tried to join the different segments of district administration. Now, being devoid of practically all areas including the power to write confidential rolls of the district-level officers of different



departments, Deputy Commissioner, now is a line officer rather than staff officer.

As a result, co-ordination in district administration in its important aspects, namely co-ordination in tasks allocation, co-ordination in resource allocation which enables actual tasks performance and co-ordination of the government run operations with the efforts of non-official agencies is outside the control of the Deputy Commissioner. Now, a Committee in each district of West Bengal has been created, namely, District Co-ordination Committee, with the object of resolving inter-departmental problems of development character. The primary role of District Co-ordination Committee was to isolate and identify the problems in the execution of development schemes in the district and their formulation. This Committee consists of officers at the district level and the Minister-in-charge of the district presides over the meeting while the Deputy Commissioner is the Chairman of the Committee. The M.L.A's, M.P's and the Chairman of the Panchayat are also members, but they are only invited to attend the meeting.

During the British period, the administration was characterised by the unity and continuity of command. District administration was a formal system in which

authority was vested in the Deputy Commissioner and the line of communication was clean and unambiguous. So, district administrative organisation was "linear" and "mono-eratic". To-day it is observed that the district administration is not only administrative but also political. With the coming of Panchayati Raj, where power is exercised on behalf of the people by their representative who are actively associated with development work, there has been in places duality and even multiplicity of command. As stated earlier, the line of authority is further complicated at the advent of specialists who have a vital role to play. Hence, it may be said that district administration, to-day, is a "cluster" and "polyeratic" organisation.

Findings relating to the attitude of administrators to different aspects of the job point out:

(a) that the significant correlates of job satisfaction are:

- (1) authority to cope with responsibility;
- (2) the square deal which administrators receive from their department;
- (3) attitude towards staying in the present job;
- (4) the scope of initiative;
- and (5) sense of achievement;

(b) that non-material factors such as interest of work, work on development works, and security of work etc. attract administrators more than the material factors such as scale of pay, pension rights, etc.;

(c) that administrators do not like superior's interference and politicians interference in their day-to-day work.

One of the most important aspects of administrative functioning is the authority of the position-holder to cope with responsibility. Only 29.9 percent of the administrators feel they have 'such authority' to cope with responsibility. 56.7 percent of the administrators fall in the vacillating category of 'some authority'. The perception of lack of authority may be due to the following reasons:

(1) Positions are not well-defined. The hierarchical structure of administration is based on the principle of 'superior-subordinate' dichotomy but the differentiations of rank and grade do not bear correspondence with the responsibility of decision-making.

(2) Literally, the administrators may possess the authority, but operationally, they feel that they do not possess adequate authority. Superiors interferences also undermine the authority of administrators and might lead to a delay in decision-making.

Another important aspect of administrative performance revealed as statistically significant in connection with the study is the square-deal which administrators receive from the organization. This is important, because, the administrators devote much time to realize the purposes of the organization in which they work and hence, they may expect that the organization will look after their needs and requirements as far as possible. If "always" category of the responses is taken as the indicator of satisfaction in this variable, it is found that only 32.8 percent of the administrators come in this category. 46.3 percent of the administrators responded in the "sometimes" category. It may be said that the organization has done something for sometime to take care of the needs and requirement of its employees, but the endeavour is not enough to satisfy their needs and requirements.

Administrators, as the study reveals, have little scope for initiative. 64.1 percent of the administrators felt that there was no scope for personal initiative. However, it is an important factor for administrative performance, because, problems of development are unforeseen and need careful handling of the situation and perhaps, immediate solution. Hence, an organization which does not allow enough scope for personal initiative

restricts the creative abilities of the administrators as well as the immediate dealing of the situational factors.

This low sense of initiative may be attributed to following factors:

(1) Administrators treat rules, regulations and precedences as legitimate guidelines in handling concrete situations. Hence, departure from standards of administrative behaviour is considered purely "personal". Some administrators bluntly remarked that if they followed rules regulation and precedences, their career was safe. But, if anything went wrong in taking initiative, they would be black-listed and would face difficulties in the career-ladder.

(2) Moreover, the procedure of schematic budget entailed difficulties. Because, administrators at the district level did not possess authority to divert resources allotted to a scheme formulated by the state-level authority.

(3) A majority of administrators is of <sup>the</sup> opinion that higher officials make decisions and ask subordinate administrators to follow them. Only in minor matters, administrators make decisions. However, in latter cases also, they have to communicate these decisions to higher-level authorities. This centralisation of authority and decisions-making power, practically rob all the clan

vitals of the administrators at the lower level.

The examination of norms and role perceptions also point out several interesting trends:

- (a) that the correlation between importance assigned to a norm and its perceived compliance is low;
- (b) that there is a great discrepancy between the importance assigned to a norm and its perceived compliance;
- (c) that the majority of administrators are rule-oriented, though, perhaps, they affirm that observance of rules merely adds to paper work;
- (d) that they show a high degree of "upward deference", in the inter-hierarchical relations though they want to reserve the right of taking decisions at their own judgement whenever the instructions received from superiors do not apply in certain local conditions.
- (e) that administrators' orientation to democratic politics is perhaps negative. Because, they do not want to undermine their own autonomy to satisfy the demands of the political leaders. Data point out that a majority of the administrators does not feel obliged to take action against a subordinate official at the insistence

of political leaders or change a policy on their advice.

It is observed that in so far as interrelationships between administrators and political leaders are concerned, administrators are inclined to consult the politicians, but a few are only willing to be guided by their advice. It is found that there exists a discrepancy in the perceptions between administrators and political leaders at the district level regarding the respective spheres and boundaries of their activities and authority. In the case of actual making of broad-policy matters, both of the categories affirm that this is done by the political leaders, however, in the case of operative orientations, both of them are in favour of joint responsibility. Role-ambiguity becomes a characteristic of the relationship between administrators and political leaders. As a corollary to role-ambiguity, there arises the problem of role-transgression. Politicians want to interfere in the recruitment of district staff and arranging staff-transfer which are generally within the domain of administrators. In other words, administrators and politicians tend to violate role-boundaries in the process of overstepping the functional areas of one another.

As regards the demands made by the political leaders to the administrators, a majority of administrators feel that these demands are sometimes reasonable whereas political leaders admit that these demands are always reasonable. Generally, the reasons for refusal of demands are (a) more demands than supply, (b) demands not in conformity with government policy, (c) lack of adequate resources and (d) lack of sufficient authority.

Most of the administrators think that political leaders bring to them mostly the problem of relief in times of emergencies, issues of licences and withdrawal of cases arising for political conflicts, whereas besides these identified by the administrators, political leaders state that they bring to the notice of the administrators problems of administrative delays.

A majority of the administrators considered that the political leaders mainly worked in the interests of their friends or close supporters or relatives and for personal benefit. They did not work for the welfare of the whole district. However, politicians denied these assertion. They admit to some extent that they bring to the notice of the administrator interests of their supporters. But, generally, they work for not only the welfare of their own areas but also for the welfare of



their district. According to political leaders, they pursued general and universal rather than parochial and partisan interests.

Both the groups admit that political leaders exert pressure on administrators for satisfying their demands and mostly these pressures are generally indirect rather than direct. Administrators appear to use administrative skills to meet the pressures of political leaders rather than political support. On the other hand, political leaders think that the majority of administrators seek also the political support.

The changes in the objectives of the political system brought the problem of attitudinal adjustment the administrators to the fore. The Indian Constitution seeks to establish India into a welfare State and the country after Independence, and particularly after 1950 was faced with gigantic economic, social and political problems. In this dynamic period, the values, norms, beliefs and ideals of the society have undergone and are undergoing rapid transformation. Public administration also cannot remain aloof in this process of transformation. The First Five Year Plan rightly asserts that administrators "must have the right outlook and the right attitude to fulfil the many demands of public service".

As regards the attitude of administrators towards democracy, it is found that 63.53 percent of administrators have positive orientation towards democracy. However, the strength of the responses reveals that only 37.31 percent score high on the scale of democracy. It suggests that still most of the administrators belong to the "transient" group, a characteristic peculiar to the ecological characteristic of developing countries.

The study also reflects that there are some dissensions between the administrator and the politician. Table 3.2 reveals that the mean of the responses of the statement, "in the long run, public administration will be more effective, if politicians leave administrators alone to decide the what and how to carry out programmes", is -0.07. The mean of the other statement "many of our problems flow from the fact that political leaders are conscious of their authority" is -0.13.

The study reveals that 33.53 percent of the respondents are positively inclined toward trust and 56.72 is strong on this dimension of morality.

The study also points out that 46.27 percent of administrators do not believe in the dehumanised "neutrality", whereas 53.73 percent have faith in neutrality. Analysis of strength of non-neutrality among the administrators shows that only 14.93 percent are positively

oriented to non-neutrality and 25.57 percent have strong negative-orientation to "non-neutrality". However, 53.70 percent of administrators belong to the "transient" group.

The study also shows that 55.33 percent of administrators are believers in the inadequacy of bureaucratic structure, 14.93 percent regard it as good, whereas 49.86 percent of administrators are transient. Moreover, those who view bureaucracy favourably are somewhat higher than those who view bureaucratic processes inadequate. The preference for practices which can cause dysfunction in the system, is not a healthy sign.

Table 7.3 also reveals that about half of the respondents believe in the rules and regulations. This attitude toward bureaucratic style may be due to the fact that elaborate rules and regulations enable an administrator to have a measure of freedom from external pressure in a democratic welfare state.

The analysis indicates that the modernising values are penetrating into the administrators slowly and in a limited way. If the positive score is taken as an indicator of positive orientation towards change, perhaps it can be concluded that the administrative system is responding to the modernising process. In terms of the development of a democratic administrative style, a majority of administrators, though attach importance on the mutual contact

with political leaders, still want to maintain their autonomy. This attempt to retain autonomy may be an impeding factor in administrative development. Riggs rightly maintained that the more autonomous the system, the more it can shape the environment, and the less it is influenced by external pressures<sup>5</sup>. Unless the administrative system can be made responsive to political and social demands, it is difficult to bring about a real and total change in the attitude of administrators.

Administrators at the district level work under the command of the political leaders and at the same time carry out the orders of the superiors. This duality of command leads them to a situation of role confusion and role conflict, because administrators at the higher levels and political leaders pursue different interests and goals. From Table 7.5 it is clear that 98.54 percent of administrators disagreed to the proposition that "when faced with different instructions from higher level administrators and from elected leaders, an administrator should usually follow instructions of elected leaders". It means that administrators have not developed the required predispositions to obey the command of the political leaders, and hence, continue to owe allegiance to the superiors in the administrative hierarchy. Alternatively, political leaders

seen to feel helpless to regulate the behaviour of the administrators and thus their authority is not legitimized to a considerable extent in the district administrative system.

## II. Conclusions.

Discussions of various chapters and the summary of major findings lead to the following broad conclusions:

1. The pattern of district administration in Darjeeling and Jalpaiguri has undergone a kaleidoscopic change since the advent of Independence in 1947. Commitments to the Welfare State and a socialistic pattern of society forced and are forcing district administration to direct towards objectives and programmes which are not only new but also fundamentally different from those which prevailed during pre-Independent days. The purpose of administration at the district level is not only to maintain law and order but also to act as the agent of inducing change and accelerate its speed.

2. With the introduction of the Panchayati Raj and its revitalization since 1978 a system of dyarchy prevails in the district administration. The original system of district administration, headed by the Deputy Commissioner but functionally divided into various departments has been

preserved. But, with the shift of emphasis in terms of the purposes of administration from a law and order and revenue orientation to functioning as an effective instrument of planned change, the collectorate model of administration was found inadequate and inflexible. To give more opportunity for the local people as well as to bring in an element of dynamism in developmental efforts, the Panchayati Raj institutions were introduced.

District administrative system, fragmented between two main subsystems (the state-run district administration and the Panchayat institutions) are emerging as a unified system. Now the Deputy Commissioner, the head of state-run district administration is the Executive Officer of the Zilla Parishad and other Officers are attached by instructions of the Government to various *Sthayera Samitis* (Standing Committees). Now, the State government is trying to demarcate goals as well as to define clearly role boundaries of the two subsystems. Now, Panchayati Raj Institutions are identifying and certifying beneficiaries and district departmental officers are distributing inputs to them. A change in the administrative process is noticed.

3. The district administrative system, if conceived as an autonomous system for initiating, planning, organising and executive welfare and developmental programmes in

response to local needs and resources, has not in fact evolved as a self-sustaining system. This is largely due to planning and allocating of resources at the State level. However, a happy trend is noticeable. Now in many cases, the State headquarters are approving the schemes proposed by the district departmental heads. The following two tables (Table 10.1 and 10.2) will help to prove the just mentioned trend.

Table 10.1

New Schemes of the Forest Department in 1979-80

<u>Name of scheme</u>	<u>Total Estimated Amount</u>	<u>Total Sanctioned During 1979-80</u>
1. <u>KIII - Tribal Sub-Plan VI - Plantation Scheme</u> Reforestation of degraded Forest and raising shelter belts.	6,44,950.00	6,44,950.00
2. <u>On KIII-Tribal area Sub-plan VI - Plantation scheme.</u> Mixed Plantation on waste lands and panchayat land etc.	1,80,200.00	1,80,200.00
3. <u>Non Tribal area VII -</u> Farm Forestry cum Fuel Wood Plantation	5,250.00	5,250.00

Contd..

Table 10.1 (Contd..)

<u>Name of Scheme</u>	<u>Total Estimated Amount</u>	<u>Total Sanctioned during 1978-80</u>
<u>4. XIII-Tribal Area Sub-Plan</u> VII - Farm Forestry cum Fuel Wood Plantation	5,850.00	5,850.00
<u>5. Non-Tribal Sub-Plan</u> VIII - Forest Produce Timber operation and Forest utilisation	17,17,160.00	17,17,160.00
<u>6. XIII-Tribal Area Sub-Plan</u> VIII - Forest Produce. Timber operation and Forest utilisation	35,640.00	35,640.00
<u>7. XIII-Tribal Area Sub-Plan</u> IX - Buildings	25,000.00	25,000.00
<u>8. Non-Tribal Area</u> XIV - Amenities to the forest staff and labourers	27,500.00	27,500.00
<u>9. XIII-Tribal Area Sub-Plan</u> XIV - Amenities to the Forest staff and labourers	7,500.00	7,500.00

Source: Divisional Forest Office, Jalpaiguri Division.



Table 10.2

Schemes of the District Livestock Deptt.

<u>Name of the Scheme</u>	<u>Total estimated amount</u>	<u>Total sanctioned (78-79)</u>	<u>Total sanctioned (79-80)</u>
1. Intensive Cattle Development Project, Jalpaiguri	6,00,000.00	2,82,500.00	9,78,504.00
2. Distribution of cross-breed bulls	1,400.00	1,400.00	1,400.00
3. Holding of cattle show	1,000.00	1,000.00	1,000.00
4. Distribution of fodder seeds and cuttings	1,500.45	-	1,500.45 (New schemes)
5. Animal Husbandry Development schemes in IDDP areas (under Central Assistance Programme)			
a) Goat keeping scheme	70,350.00	-	58,150.00 (New schemes)
b) House Dairy scheme		21,000.00	11,200.00
c) Pig keeping scheme		43,510.00	18,320.00
d) Poultry Rearing Scheme		11,000.00	5,500.00
e) Duck Rearing Scheme		-	22,500.00 (New Scheme)

Contd..

Table 10.2 (Contd..)

Name of the scheme	Total estimated amount	Total sanctioned (78-79)	Total sanctioned (79-80)
<b>G. Under Tribal Sub-Plan</b>			
a) Goat Rearing Scheme	71,340.00	-	71,340.00 (New Scheme)
b) House Dairy Scheme	16,600.00	-	16,600.00 (New Scheme)
c) Pig Rearing Scheme	34,360.00	-	34,360.00 (New Scheme)

Source: District Livestock Office, Jalpaiguri.

4. Panchayati Raj Institutions are destined to herald a distinct new era in West Bengal's quest for social change. Democratic decentralisation through Panchayats as a means to usher in new social order for socio-economic transformation of the rural community of West Bengal has been accepted as a State Policy of the present Government.

The area of activities of three tiers can be broadly classified into five categories. The first category includes various infrastructural activities like construction and repair of village roads, culverts, primary schools, panchayat buildings, offices, etc. The second category relates to the activities with respect to the minimum needs of the rural areas like Special Nutrition Programmes, Rural Water Supply, Rural Housing etc. The third category includes creation of mandays for the vast number of rural unemployed and under-employed people in the Rural Works Programme and Good-for-Work Programme. Labour mobilisation has been an important task handled by these Panchayats. The fourth category includes various activities relating to resource-mobilisation by management of ferries, market-places, etc. The fifth category and last, but certainly not the least, category, relates to basic institutional reforms like helping in the implementation of land-reform programmes like distribution of vested lands to the landless agricultural workers and recording of share-croppers etc. This, perhaps, is the one area which promises far-reaching changes in the socio-economic base and class-structure of the rural Bengal.

The Government is providing considerable autonomy and increasing financial resources to the Panchayats which

could be conducive to the fulfilment of the basic requirements of self-government.

Table 10.3 indicating comparative position regarding Departmental assistance for Panchayat Raj bodies during 1979-80 and 1980-81 shows the trend towards providing increasing financial resources.

Table 10.3

Comparative position regarding Departmental Assistance for Panchayati Raj bodies during 1979-80 and 1980-81.

	1979-80 ₹. (in lakhs)	1980-81 ₹. (in lakhs)
(a) For Gram Panchayats	605.00	791.00
(b) For Panchayat Samities	104.04	143.72
(c) For Pilla Parishads	200.01	181.15
	<u>909.05</u>	<u>1,116.85</u>

Moreover, from the comparative budget provision of 1979-80 and 1980-81, it is evident that each of the Gram Panchayat were expected to receive a sum of ₹.21,800/- (approx.) against ₹. 18,700/- (approx.) in 1979-80, each Panchayat Samiti ₹. 44,500/- (approx.) against ₹.52,100/- (approx.) in 1979-80 and each of the Pilla Parishads

Rs. 12,07,000/- (approx.) against Rs. 13,33,400/- (approx.).

The cumulative effect of the increasing allocations of resources to Panchayati Raj Institutions and different state-government departments operating at the district level, creations of different agencies for special programmes like Small Farmers Development Agency, D.R.D.A. etc, creation of autonomous agencies for area development like Comprehensive Area Development Project etc, involvement of financial institutions like banks etc, and the operation of Credit Plans at the district level is that district administration is now more function-oriented. Moreover, comparative analysis of the allocations of different sectors in Fifth and Sixth Five Year Plans show that new schemes are added to almost every department.

Moreover, the setting of Panchayati Raj institutions, creation of autonomous agencies, and the setting up of District Level Co-ordination Committees to harmonise the actions of interdependent units may be taken as an attempt for structural reform in administration.

6. If the State Government transforms <sup>to</sup> Panchayati Raj Institutions development programmes at this pace and directs district departmental heads to execute those programmes according to the decisions of the Zilla Parishad, the goal of a decentralised local administrative system

will sooner or later be achieved.

7. Theoretically, even at the present day, the Deputy Commissioners of the districts of Jalpaiguri and Darjeeling are still the chief representatives of the Government in the districts respectively, but they do not enjoy any longer the same degree of prestige which a Deputy Commissioner of pre-Independent days used to have. To this extent, a Deputy Commissioner has become ineffective in securing the well-being of the people at large, because there are many spheres of human activity where it is not possible to correct the wrongs by the exercise of legal powers alone and in such cases, the Deputy Commissioner has now to remain a helpless spectator. However, in spite of the separation of judiciary from the executive, he still retains in his capacity as the District Magistrate, certain magisterial powers, necessary for the breach of peace. Besides, he performs, duties connected with passport, visa, licence of service, etc. under different Acts.

With the establishment of Panchayati Raj institutions and the progressive transfer of the development programmes to these institutions, the Zilla Parishad is assuming the role of district government. The Deputy Commissioner is the Executive Officer of the Zilla Parishad.

As a result, the Sabhashipati of the Killa Parichad is now the first citizen of the district.

8. Numerous technical departments, specialised agencies etc. have been set up due to the imperatives of planning. Coordination is necessary to prevent isolated specialisation and to yoke all departments together in a common effort to achieve district growth. To achieve co-ordination, an institution namely, District Co-ordination Committee is established not only for the districts of Jalpaiguri and Darjeeling but also for all the Districts of West Bengal. The Minister-in-charge is the President. There are <sup>two ministers</sup> from the district of Jalpaiguri and as a result, the senior one becomes the President of the Committee. The Deputy Commissioner is the Chairman of the District Co-ordination Committee. The position of the Deputy Commissioner in this respect is not a happy one. If the Minister-in-charge remains absent due to his other pre-occupations, the meeting of the Committee is suspended. Even for the copy of letters for approval of schemes forwarded by the district departmental heads, the Deputy Commissioner had to request the district departmental heads again and again in the meetings of District Co-ordination Committee.

9. The term "attitude" refers to certain regularities of an individual's feelings, thoughts and predispositions

to act toward some aspect of the environment. Feelings are often referred to as the affective component, thoughts as the cognitive component, and predispositions to act as the behavioural component.

Many behaviours appear to be relatively independent of the stimulus field. Persons often react in a consistent fashion under widely varying stimulus conditions. This consistent behaviour of individuals toward objects in their environment is covered under the term "attitude". The behavioural component consists of action tendencies. These are inferred from what he says he will do or what he actually does.

An analysis of attitude towards some modernising values shows that there are definitely some positive signs of change of attitudes on the part of the administrators towards some of the dimensions of these values.

A large number of administrators accepted Panchayati Raj as a legitimate instrument of giving effect to development plans.

All these show that the pattern of administration at the district level is significantly different and is marked by democracy, decentralization and development. The role of the Deputy Commissioner is changing fast and is assuming a direction which is a natural corollary to the



various forces which are working for the fundamental change in the concept of their political life as well as in the social and economic activities. The Deputy Commissioner is burdened with heavier responsibilities and onerous duties, but with somewhat lower prestige and status.

### III. Suggestions:

1. As planning and development become the established pattern of India's socio-political-economic scene they have ramifications in districts. As a result, functional content of district administration will increase at a rapid rate. Planning without coordination is just like a fable without moral. The Deputy Commissioner will continue to be the head of the district administration as well as at least, "the hands" of the Government. If different units of district administration have direct contacts connections with respective Heads of Departments sitting in the State Secretariat and if the Deputy Commissioner is not aware of the contacts, then surely there is no proper coordination. The Deputy Commissioner must be given proper and clear authority over the different district heads of departments to achieve co-ordination.

2. As democracy is firmly established and democratic institutions such as Panchayat Samitis and

Gran Panchayats have come to stay, the functional plans of the State Government should be turned into district plans by the Zilla Parishad in consultation with the Deputy Commissioner, being the Executive Officer and the head of district administration. The institution of Deputy Commissioner, having a prestige of almost two hundred years and glorious past, can act the friend, guide and philosopher to the democratic institutions. These democratic institutions should decide what is to be done, where it is to be done and when it is to be done. The technical officers should suggest how a scheme or a project was to be carried out.

NOTES AND REFERENCES

1. Woodruff, Philip. The Men Who Ruled India. The Guardians, Jonathan Cape, London, 1965 (Reprinted), p. 17.
2. Quoted in the Working Paper, "The Changing Role of the District Collector, Proceedings of a Conference, IIPA, New Delhi, 1969, p. 2.
3. Report on Indian Constitutional Reforms, Calcutta, Superintendent, Government Printing (1913), p. 73.
4. Following Graicunas, we can say total number of relationships

$$N \left( \frac{N}{2} - 1 \right)$$

where N = Number of men supervised.

5. Riggs Fred W. The Idea of Development Administration in Weisner, Edward W (Ed)- Development Administration in Asia, Durham: Duke University Press, 1970, pp. 25-72.