

**Centre for Law & Public Administration (CLP)**

**Foundation Course (FC)**

**for newly recruited Group – II  
Service Officers (ASOs) of Telangana**

**(05.01.2026 to 28.02.2026)**

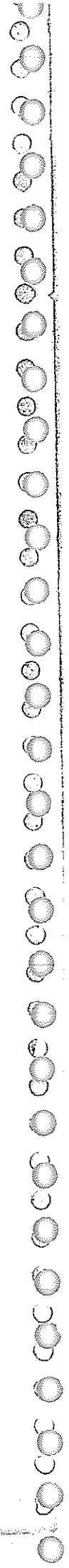
# **Reading Material**



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GOVERNMENT OF ANDHRA PRADESH**

**SECRETARIAT OFFICE MANUAL**

**I. THE SECRETARIAT ORGANISATION**

**THE ANDHRA PRADESH GOVERNMENT :** The executive power of the State is vested in the Governor of the State and is exercised by him, either directly or through officers subordinate to him in accordance with the provisions of the Constitution of India. There is a Council of Ministers with the Chief Minister as its head to aid and advise the Governor in the exercise of his functions according to the provisions of the Constitution of India.

**THE MINISTERS:** The allocation of business of Government among Ministers is made by the Governor on the advise of the Chief Minister. The transaction of the business is governed by the rules made by the Governor under article 166 of the Constitution of India and the instructions issued thereunder. These rules and instructions are known as 'THE ANDHRA PRADESH GOVERNMENT BUSINESS RULES' and the Andhra Pradesh Government Secretariat instructions respectively. Each minister disposes of the Government business in the subjects in his charge according to those rules and instructions.

**SECRETARIAT :** Secretariat means a Government office wherein or from which the Governor or any minister of the State Government takes cognizance of matters relating to the administration of the A.P.State.

**THE CHIEF SECRETARY :** He is the Chief executive officer of the state Government. Besides looking into the proper transaction of the regular Secretariat business allotted to him , the Chief Secretary has the following special functions to discharge:

- a. a superintending control over the entire Secretariat
- b. administrative control over the secretariat building
- c. control over the Secretariat library and the conservancy and watching staff which serve all departments of the Secretariat.
- d. control over the personal staff attached to ministers.
- e. arrangements for the meetings of the council of ministers; &
- f. responsible for all other matters not falling within the subjects assigned to other Secretaries

**SECRETARIES TO GOVERNMENT :** Each department of the Secretariat consists of a Secretary to Government. He is the official head of the department and of such other officers and staff subordinate to him as the Government may determine. He is the Secretary to Government and not for the Minister in charge of the department. He is responsible for the careful observance of the Business rules and Secretariat instructions in the transactions of business in his department. He exercises general supervision and control over the staff under him and is responsible to see that the members of the staff under him discharge the work allotted to them efficiently and expeditiously.

The Secretary is usually assisted by one or more Additional, Joint, Dy. or Asst. Secretaries. The additional, Joint or Dy. Secretary occupies a position identical with that of a Secretary to Government in regard to the subjects allotted to him. The Secretary is, however, in general charge of the entire department.

**ASSISTANT SECRETARY:** The Asst. Secretary exercises control over the sections placed in his charge both in regard to despatch of business, and in regard to efficient administration. Subject to orders of the Secretary, one of the Asst. Secretaries, designated by the Secretary for the purpose, if there is more than one such officer, is in general charge of office matters and procedure as a whole. He deals with contingent expenditure, drawal of pay bills of non-gazetted officers etc and controls the last grade employees.

**SECTION OFFICERS:** The Section Officer is in charge of a section in a Secretariat Department. He is assisted by two or three ASOs, one Typist cum Assistant. The Section Officer is responsible for all files relating to the subjects allotted to the ASOs under him. He is directly responsible to the officers under whom he works for the efficient and expeditious despatch of business at all stages. Training of assistants under him is one of his principal functions. He will not merely supervise but will himself deal with more difficult and important papers. He maintains discipline in his section.

**ASST. SECTION OFFICER:** The main duties of an Asst. Section Officer in a section are to draft and reference the communications properly and deal with the cases relating to his seat in the section efficiently and expeditiously. He should also maintain personal registers, Reminder dairy, call books, periodicals and other relevant registers.

**TYPIST CUM ASSISTANTS:** They are expected to do the work of a routine nature such as maintenance of personal and other prescribed registers, if entrusted drafting of routine reminders, typing drafts, fair copying, despatch and indexing.

**STENO TYPISTS :** Steno Typists do shorthand work for the Secretary, additional secretary, Joint Secretary, Dy. Secretary and other gazetted officers. They are to attend to the other work entrusted to them by the officers under whom they work.

**CENTRAL RECORD BRANCH:** The central record branch is the repository for non-confidential records appertaining to the current year and the preceding 3 years. This branch is under the control of an A.D. of the office of the Director of State Archives. One of the principal duties of the staff in this branch is to see that disposals asked for by the departments are supplied promptly, and the papers supplied are returned to the branch as early as possible.

**CENTRAL ACCOUNTS SECTION:** The central accounts section deals with all matters connected with cash relating to all departments of the Secretariat. It is under the control of the Finance department.

## **II. DEFINITIONS**

**ARISING REFERENCE:** Any reference issued from the office which originates the file is called an arising reference.

**BRANCH:** It is the term used to denote one of the central branches viz: The central record branch and the central accounts section.

**BUSINESS RULES :** It is the expression used to denote the rules made by the Governor under article 166 of the Constitution of India for the transaction of Government business.

**CASE:** consists of the current file, draft, note file and any previous papers and books put up for reference.

**CIRCULATION:** The submission of files to the ministers or to the Governor for information or orders is termed 'Circulation'.

**CURRENT:** A communication received in one department from outside the office or from another department of the Secretariat which is stamped with a number of the department is known as 'current' and the number itself is called a current number or briefly C.No. Current file consists, at the outset of one official or unofficial paper or papers under disposal to which are subsequently added the office copies of any intermediate official or unofficial references and replies to such references, and telephone messages etc, the whole file being arranged chronologically.

**DEMI OFFICIAL CORRESPONDENCE:** Correspondence is called 'Demi official' when Government officers correspond with each other or with any member of the public, on administrative or official matters without the formality of official procedure and with a view to interchange of communication of opinion or information which may not necessarily be placed on official record in the proceedings of Government.

**DEPARTMENT:** is a division of the Secretariat acting under the direction of the Minister incharge or otherwise acting on behalf of the Government in accordance with the provisions of the Business Rules and Secretariat instructions.

**DISPOSAL:** is the file containing the final decision of the Government on any matter submitted for its information or orders.

**DRAFTING:** is the preparation of any communication which is proposed to issue by or on behalf of or under the direction of the Government.

**ENCLOSURE:** A communication or a statement or a plan, sketch or other document which is attached to or accompanies another communication to supplement or elucidate the point, intetion or orders conveyed in the latter, is called an "Enclosure" to it.

**FLAGGING :** It is the process of attaching to the top of papers put up for reference in a case, slips printed with letters of the alphabet or roman numericals.

**ISSUE:** is the term used to denote the process of copying or printing and despatching communications intended for any person or authority.

**LINKED CASE:** One file is linked with another when a reference to any paper in the one is necessary for the disposal of the other.

**NEW CASE:** A paper which is not connected with a pending case in the office or one which originates in the office or is started under a note or demi-official letter of a Minister or officer of the Secretariat, is treated as 'new case'.

**NOTE FILE :** It consists of the notes with unofficial references and replies thereto and demi official communications from ministers and officers.

**OLD CASE:** A reply to a reference issued from the office, or a paper which though not a reply of that nature has for any other reason to be filed, with a current already pending in the office, is called as 'old case'.

**PUT UP PAPERS:** means the previous orders or other papers connected with or having a bearing on the subject of a current under consideration and put up in the case with the current.

**REFERENCE:** is the process of putting up in a case previous correspondence, laws, rules, reports etc required for its disposal, flagging them and indicating their presence by references in the margin at the portion of the current file or the note file in which they are mentioned or quoted.

**REGISTRY:** A paper is said to be registered when it is given a 'current number' and entered with an abstract in a receipt register known as the pe/rsonal register.

**ROUTINE NOTE:** A note for the elucidation of a point arising in a case which a Secretariat officer wants to be cleared up, or on matters of an ephemeral nature, such as reminders, delays in office etc which will not go into the permanent record, is termed as routine note

**SECRETARIAT:** is the Government office wherein or through which the Governor or any Minister takes official cognizance of matters relating to the administration of the State.

**SECRETARIAT INSTRUCTIONS:** are the instructions issued by the Governor under rule 55 of the Business rules to supplement the latter rules in regard to circulation, noting, drafting and other allied matters.

**SECTORAL NOTES** are notes written on each of the several issues arising out of a single subject where orders have to be obtained separately on each of such issues, they are distinguished from the main note which treats the subjects as a whole.

**TAPPAL:** Communications received in the office which are official, un official or demi official are, until registry, known as 'Tappal'

**UN OFFICIAL CORRESPONDENCE:** When it is proposed to obtain on the note file of a case the concurrence, opinion or remarks of another department of the Secretariat or of any particular officer of Government, so that such concurrence, opinion or remarks may not form part of the official proceedings, the mode of referring a paper or a case and obtaining a reply is called un official correspondence.

### III. COURSE TO BE FOLLOWED ON A PAPER FROM RECEIPT TO DISPOSAL:

There will be tappal section and tappal Assistant will be incharge of this section. He will receive all papers addressed to the department. He will sort them out in respect of various sections in the department as per the distribution of subjects and send to the sections through the officers concerned. In regard to confidential papers received in sealed covers and references from GOI the Dy. Secretary or the A.S incharge of tappal section will study the papers and will send such papers for the perusal of the Secretary as he considers necessary. As soon as the papers are received in the section the S.O. will assign numbers and distributes to the ASOs concerned.

The ASO will add the papers received in tappal to the existing files if there are any. Otherwise he puts each paper in an appropriate file board and the paper then becomes a case. The ASO will then take necessary action like obtaining further previous papers or precedents, acts, rules etc., required to process the case and puts up note. The Section officer after making any revision or addition to the note put up by ASO or puts up a fresh note as he considers necessary and submits the case to the next superior officer. The officer normally assistant secretary to Government to whom the case is submitted will direct further action or suggests the nature of disposal to be made or orders to be passed and submits to the D.S., J.S./ Addl. Secy/Secretary who will take further action as to circulation to Minister or issue of final orders. The file then is returned to the section through all the officers in descending order and finally reaches the section. The section officer then arranges to get further information or issues final orders as per the directions of the superior officers. The disposal can be in the form of a Government order, letter, endorsement,



memorandum, telegram, demi-official, un official or lodged paper. The concerned assistant section officer will take action to issue the references to be sent outside. When action is complete the papers will be closed as Government orders, letters, memorandum, lodged etc duly docketed and stitched by the record assistant and properly arranged in bundles on the record racks or almirah in the section.

#### IV. FORMS AND RULES OF CORRESPONDENCE

The correspondence in the Secretariat departments will be in the form of a) letter b) Government order c) Memorandum d) endorsement and e) demi official letter.

**LETTER:** The correspondence should be in the form of a letter when it is proposed to address; i) a higher authority ii) Govt. of India or another state government iii) The Chief Justice of the High Court of judicature, Hyderabad iv) Chairman, A.P. Administrative Tribunal, v) Speaker of the Legislative Assembly or the Secretary, A.P. State Legislature vi) APPSC vii) An officer not under the administrative control of the State Government viii) Vice Chancellor or Registrar of a University ix) A member of A.P. Legislative Assembly x) All Non-officials including members of Public and xi) an association or society or corporation whether it is a public undertaking or not.

While making correspondence, letters to the Government of India shall be complete and it is not desirable to develop a personal touch and the use of personal pronouns should be avoided.

Incorrect form: I am to request you to make necessary provision of funds;

Correct form : I am to request that necessary provision of funds may be made

Letters should not be addressed to the Chief Justice or Judges of the High Court and Judges of other courts. The correspondence should always be addressed to the Registrar. However demi-official letters can be addressed to the Chief Justice or the Judges by the Chief Secretary depending upon importance and circumstances of the case.

**GOVERNMENT ORDER:** When the disposal of the case contains the orders of the Government, the same should be issued in the form of Government orders. G.Os are issued mainly in 2 forms, G.O.Rt. and G.O.Ms. When the disposal is not of sufficient importance and need not be retained permanently, the proceedings are to be issued as G.O.Rt., If the proceedings are to be retained permanently they are issued as G.O.(Ms) and if they are to be printed they are termed as G.O.(P).

**MEMORANDUM:** When any information or opinion has to be obtained from a subordinate officer and if papers are not being sent in original, the correspondence in the form of Memo will be issued. Memo will be issued when any instructions are issued to the subordinate officers. Memo form can be used for acknowledging the receipt of a communication or for conveying information not amounting to an order of Government.

**ENDORSEMENT:** When a paper is returned in original to the sender or when it is referred to the subordinate officer for disposal, the form of correspondence will be endorsement.

**DEMI-OFFICIAL LETTER:** While addressing an officer or a member of public without formality of the official procedure and when this correspondence is not to be placed on official record, Demi official letters will be issued. This form is mainly used when the personal attention of the individual is to be invited to the issue for expeditious disposal of the cases. Gazetted officers also should use this form. The demi official letters between the officer of All India Services (IAS, IPS, IFS etc) should be addressed as Dear Sri while a senior All India Service officer addressing a far junior officer of IAS or non-cadre, My dear may be used. If Gazetted officers address the officers of All India Services or officers of distinction they should use the form Dear Sir /Dear Madam.

**CORRESPONDENCE FROM/TO GOVERNOR'S SECRETARIAT:** Any official communication sent by the Governor of A.P. whether it be an order or sanction, or recommendation or approval or permission or message intended to the Speaker of Legislative Assembly should be forwarded by the Secretary of the department concerned, demi officially to the Secretary, Legislative department stating that the same has been issued under the orders of Governor and that it may be placed before the Speaker. Communications of personal nature from the Governor to the Speaker of legislative Assembly should be issued from the Secretary to Governor.

**CORRESPONDENCE WITH ADVOCATE GENERAL, APPSC, PUBLIC etc:** Before addressing the Advocate general, Law department should be consulted. Only references containing important communications should be addressed to Advocate General. All other routine references should be addressed to the concerned Government pleaders. All communications intended to the APPSC should be addressed to the Secretary, APPSC. Men and ladies of Indian nationals should be addressed as Sri and Kumari/ Srimati and other nationals as Mr and Miss/Mrs. as the case may be. While addressing the firms Sri should be used for Indian firm and Messers should be used for other firms.

**CORRESPONDENCE WITH OTHER COUNTRIES AND FOREIGN MISSIONS SITUATED IN INDIA:** All correspondence intended to foreign countries or foreign missions in India should not be addressed directly by the State Governments, but only through Government of India. However State Governments can correspond directly to the consulate general and trade representatives of foreign governments. State Government can correspond with the Indian missions abroad directly on routine matters with copies to the Ministry of External affairs. However correspondence involving policy should invariably be sent through the Ministry of External affairs.

#### **TAPPAL**

Tappal consists of : a) Communications in cards, closed envelopes, packets and telegrams addressed to the Secretary, the Addl. Secretary, the J.S, the D.S or the A.S of the department, and

b) Non confidential papers from departments of the Secretariat which by an inter departmental arrangement are sent open to the departments concerned.

**RECEIPT OF TAPPAL:** Except for registered articles, all cards, closed envelopes and packets delivered either by post or by messenger are ordinarily put in the tappal box. The key of the box is in charge of the S.O. of the OP section or the tappal clerk or other person designated for the purpose. Communications from private parties received by post for which postal charges have not been paid in full should be refused.

Communications delivered by messengers or papers sent by other departments of the Secretariat which are marked urgent or special, and telegrams should not, however, be put in the tappal box but should be attended to immediately.

**OPENING OF TAPPAL :** The Tappal box is opened by the tappal clerk at convenient intervals and the tappal is taken by him unopened to the Assistant Secretary concerned in whose presence it is opened and stamped with the date stamp.

Any tappal marked 'Secret' or 'Strictly confidential' or addressed to an officer by name is opened only by the officer to whom it is addressed.

Tappal consisting of letters from APPSC, Government of India, Governments of other State, Foreign Embassies, consulates, papers relating to disciplinary proceedings of Gazetted officers, Reports from ACB, SBCID, Tribunal for Disciplinary proceedings, explanations of the officers or requests for personal interview, should be submitted to Secretary for perusal.

**TREATMENT OF VALUABLE ENCLOSURES:** Money, cheques and other valuables such as court fee stamps, copy stamp papers etc received as enclosures will be delivered by the tappal assistant in person to the S.O. of the Section concerned. The tappal assistant will enter these in the special register maintained by him for the purpose in the presence of the A.S. opening the tappals and then hand them over to the S.O. concerned against an acknowledgement in the register.

**TREATMENT OF ADHESIVE STAMPS AFFIXED TO COMMUNICATIONS:** The adhesive stamps affixed to petitions or other documents should first be defaced by the tappal assistant by affixing the date stamp in such a manner as to cover or to touch some part of the stamp but not in such a way as to obliterate the entries on them or render the detection of forgeries difficult. The stamps should be cancelled by punching the figure heads. Although the duty of cancelling adhesive stamps is laid primarily on the tappal clerk, the S.O. and the section assistant concerned should see that all adhesive stamps have been punched and defaced as indicated above.

**NUMBERING OF CURRENTS AND DISTRIBUTION AMONG SECTIONS:** The tappals received in section are numbered by the section officers. Papers which are of a casual nature such as post copies of telephonic messages, tour programmes of ministers, etc are not numbered as currents.

When a current relates to more than one section, it should be taken up by the section which is concerned with the first point mentioned in the communication. That section should register it

and if the points raised are sufficiently important, give extracts to the other concerned sections for taking necessary action.

**DISTRIBUTION OF CURRENTS IN SECTION:** Each section will maintain a numbering register in which tappals are serially numbered in hand and the acknowledgements of the subject ASOs will be obtained therein. It is the responsibility of the SO to ensure that all papers assigned numbers are brought to the personal registers.

## **VI. REGISTRY OF PAPERS**

**PERSONAL REGISTERS:** The currents received in each section should be registered in the personal register. The personal register should be maintained by the concerned ASO of the section. It should not be maintained in loose sheets or in unauthorised note books. This should be written up for every calendar year. Old files of the previous years be brought forward to the new register before 31 st January of that calendar year.

**CURRENTS TO BE REGISTERED IN THE REGISTERS IMMEDIATELY ON RECEIPT:** As soon as the papers are received in the section, the concerned ASO should at once enter them in the personal register. Any delay or neglect in this matter will be treated as a very serious dereliction of duty on the part of the concerned official. Section officers should see that all currents received in the section are duly registered in the personal register and all entries made neatly.

**NUMBER OF ENTRIES ON A PAGE:** The number of entries on each page of the register shall ordinarily be three or four. A line in red ink should be drawn across the page after each entry. If the space so allotted proves inadequate, slips should be pasted along with the page for making additional entries.

**HOW TO WRITE TITLES:** The title to be entered in column 4 of the register shall be as brief as possible, just sufficient to convey generally the subject of the paper. It should be framed and arranged exactly as an index title. It is the duty of the S.O. of the section to check the accuracy of the titles when he checks the personal register.

**CLOSING OF CURRENTS:** If the disposal is final, its nature, number and date will be entered in the last column of the personal register. For example, when a file is closed by an order or letter in the ordinary or routine series, the number and date of the disposal should appear in that column. A similar entry will be made when the closure is in the form of an endorsement, memorandum, telegram, demi official or unofficial. The current number in column 2 of the register should be ringed off in red ink as soon as it is finally disposed of.

**CHECKING OF PERSONAL REGISTERS:** The S.O. should check the register once a week on a specified day. It should not be merely nominal. He should not only check the correctness of entries but also take immediate action on delayed and urgent papers. Besides this weekly check of personal register, he should frequently inspect the papers pending with clerks. The ASOs will be personally responsible for delays.

## VII. REFERENCING, NOTING AND DRAFTING

1. SECRETARY: Secretary of a department is the official head and it is his duty to take all necessary steps for the prompt despatch of business in his department.

2. ADDITIONAL, JR AND Dy. SECRETARIES: The duties of all these officers, are similar to those of the Secretary in regard to the sections/subjects placed under their control.

3. ASSISTANT SECRETARY: He is to control and supervise the sections under his charge by issuing instructions on how to deal with the papers and ensure that such instructions are carried out and that papers are promptly and properly handled. Noting and drafting of cases of a difficult and complicated nature should be done by the AS by making use of the stenographers and also by utilising the services of SOs and Assistants in the section for statistics and other papers which may be required in this regard. He has to draft necessary notes at the tappal stage itself depending upon the urgency and importance of the papers.

4. SECTION OFFICER : The S.O. is responsible for the prompt, steady and efficient disposal of work in his section. He must constantly watch the pending cases with his assistants, advise them suitably, guide them properly with a view to see that all the papers received in the section are put up according to their urgency. He should ensure that a good note is prepared bringing lucidity, completeness and brevity. The S.O. will assign papers of routine and simple nature to his assistants and he himself will deal with other papers by obtaining assistance like previous papers, rules, acts, precedents etc.,

5. ASO/ASSISTANTS: The ASO should assist the S.O. in dealing with the paper. They should go through the paper immediately and put up all necessary papers, make accurate referencing and prepare precise and rough draft for the use of the section officer.

Immediately on receipt of the paper in the section, the concerned ASO should register the paper by entering into the personal register and adding to the previous papers if it is an old communication or put up in a separate file board if it is a fresh communication. He will verify the enclosures if any and tag them neatly and take action to put all the papers referred in the current received and take action to put up the note. If there are any court fee stamps affixed, they should be punched and defaced if the same was already not done by the tappal clerk. If a paper belonging to any department of secretariat is by mistake received, it should be sent to that department with the approval of a Gazetted officer with a UO note. If the communication demands action from more than one department it should be forwarded immediately to the concerned department. A similar procedure should be adopted in regard to communications relating to more than one section in the same department.

6. REFERENCING: If the current has been registered, arrangements should be made to reference the paper. Every paper connected with a current and its enclosure should be put up along with the paper. Particular care should be taken in handling the old records. After such required references have been obtained, the papers will be arranged as follows:

1. To put up papers (both original disposals and copies)
2. The current file
3. Draft for approval
4. Note file
5. Books, acts etc to be put up for any reference
6. Section's note, if any

1. **TO PUT UP PAPERS:** To put up papers, papers should be arranged in chronological order, the oldest at the bottom the next in date immediately above, and so on. The latest being placed at the top. The old records should be carefully handled and very old cases should not be flagged and they must be put in envelopes and kept in the file.

2. **CURRENT FILE:** The current file consists of official/ unofficial papers received from outside, interim official or un official references received. The following references also constitute the current file.

- a. LAQs , official or un official references and replies in connection with questions.
- b. Answer to the LAQs
- c. Demi official communications received other than from Ministers and the Governor.

Papers in the current file followed by its enclosures shall be arranged chronologically and page numbers given continuously in red ink. Where enclosures and books are running into several pages and are unwieldy to handle, they should be removed from the current file and put up separately in the file. No flags shall be attached to the current file.

3. **NOTE FILE:** Note file consists of the notes with un official references and replies there to. DO communications or notes from Ministers and the Governor and the Memoranda for the council of Ministers, Legislative questions received from the Legislature department with the UO note on a separate sheet of paper also should go into the note file. Pages in the note file shall be continuously numbered. Referencing and flagging should be as in the case of current file. Before starting the note file, at the head of the first page of the note file, title has to be invariably written besides giving the page numbers. Notes shall also be broken into paragraphs which dealt with single point. Paragraphs should also be numbered continuously irrespective of the fact that notes are recorded by the concerned office or other offices and officers. All references collected shall as far as possible be incorporated in the bottom of the note and they should be referred with pencil in the margin.

When it is necessary to refer in one file the papers of another file, which has not been disposed off, 2 files will be linked i.e. the file put up for reference will be put up under the other file and the strings of the lower file will be tied around the upper file. While typing the strings of the upper file underneath the top file, should have a slip 2 cases for orders. While the linked file

might have 'LF for reference only' as the case may be. While giving references of the linked file in the top file, current no. and the department of that file should invariably be given in the margin so that it can be easily identified even if the LF is detached and disposed off. In any case either the top file or the linked file should not be tagged.

4. NOTING: No notes must be written on the current itself except in very simple cases. Notes shall be written on a paper of foolscap size with 1/3 margin. Wherever tabular statements are to be given they shall follow the note except in the case of big statements which can be put up separately with a flag. A note connected with any subject will run continuously from the inception of the file till final orders are passed. Whenever any reference is issued the same should be noted first in square brackets at the end of the note and replies also should be noted similarly with red ink. After completion of each note, the concerned ASO and the SO who prepare the notes should sign their names in full, legibly and write giving the date and the year.

## VIII. DELAYS IN DISPOSAL OF FILES

DELAYS: We are concerned with the avoidance of delay in the disposal of files in the Secretariat. What is delay, how it happens and what are the remedies to ward off such delays in public administration are some of the problems which are bothering the administration.

The main reason for delay according to critics is red tape that is to say, rigid adherence to a rigid formality or procedure. They therefore suggest that delay which is occurring in the disposal of the Government business can be reduced by suitably modifying and restructuring our administrative and office procedures. To what extent they can be reduced without reducing efficiency are matters which are regularly being considered by the administrations. How far it is expedient to modify the existing procedures and the extent to which they can be so modified and their rigidity mellowed down are some of the aspects which have to be carefully examined. Changes and modifications in the procedure are being effected whenever felt necessary and found feasible.

It may be pointed out that a certain amount of delay is inherent in the system itself. But without a system there can be no organisation or organised work. The point that certain administrative system for handling the government business is necessary, cannot be denied even by the litterent critics of administrative weaknesses. The existing systems have, however, to be formulated in such a way that they can serve the present day needs of the State. The strong points made out against the present system of administration is that it is the legacy of the British Government, out dated, and that it is not at all suited to the present times when speedy execution of our developmental programmes is the need of the day and therefore the entire procedure should be given up lock, stock and barrel and new orientation to the existing procedure is generally needed.

The other point made out by critics is that the delay is also due to human factors, that the persons in charge of administration at different levels are indifferent to the actual progress of a case, but more keen in the observation of formalities in the procedures rather than the actual problems in the case and instead of thinking of a suitable solution to the problem itself, spend much time to tossing the cases without the contribution, thus contributing to the in decision and eternal pendency

of some cases. This situation is casually remediable. If the officers at higher levels are vigilant and are serious about their work and duties, and pursue the cases sincerely.

Several checks are prescribed in the manuals of office procedures themselves, for eg; the secretariat manual and the district office manual lay down specific checks to eliminate delays and therefore a duty is cast on the officials at all levels to closely follow these instructions. They are briefly, the correct maintenance of the registers such as the personal register, the periodical register and certain checks like the reminder diary, the call book, the detention list and the arrear lists, their periodical and proper inspection by officers concerned.

Apart from the above, few steps are being evolved to speed up disposal of files. They are:

1. **DELEGATION OF POWERS:** In practice it is found that one of the causes for delay in disposal of files is the lack of enough delegation of powers to lower levels in the hierarchy. Delegation is the art of getting things done through others. It is conferment of specific authority or powers by the above to the one below. the main aim of delegation is to facilitate quick disposal of work. If all powers are concentrated in the top authority, he may not have enough time to do justice to the work. Delegation of powers thus serves the twin objectives of relieving the superior authority from some of his powers and thus giving him more important problems and attend to them more quickly as the number of cases coming to this level will be less now. The lower authority can now dispose of the cases which were going to a higher level before and this means saving of all the time taken by the cases for going up and coming down.

Now a large number of powers have been delegated to the Section Officers in the Secretariat. It is now the responsibility of the Section Officer to exercise these delegated powers properly and contribute to the prompt disposal of files. So also, large number of powers are delegated to subordinate officers of the secretariat. This is a continuous process and more and more powers can be delegated to the section officers, stage by stage after observing the working and effectiveness of the delegations.

The delegation should be liberal and should be in all directions including financial and administrative areas. Such delegation should be on rational lines facilitating decision taking at all levels. There should be periodical review of the working of the delegated powers and assessment of its efficient working and the extent to which delay in disposal of cases has been reduced.

2. **LEVEL JUMPING :** Another suggestion is to reduce time taken by a file in its movement through every level. The idea is to cut down one or two levels before it reaches the decision making level.

In all important cases, according to the Standing orders in a department of the Secretariat, the Secretary in the department is the decision taking level. According to the set up of the Secretariat such a file after it is prepared by the Section officer goes to the AS/DS/JS/Addl.S/Secy./Prl.Secy. The question is whether any time can be saved if the file bypasses one or the other superior levels after the Asst. Secretary before it is sent to the Secretary for final orders. The convenience in such cases will all depends upon the point whether it will serve any purpose by being seen by all the levels and whether all these levels should be involved in the



decision taking. One theory is that it is good if all the levels are involved in important matters as their contribution with reference to their knowledge and experience will be of immense value in taking a decision on the subject. The other theory advanced by protagonists of quick disposal is that usually there is not much contribution from each and every level and adding more and more files will only minimise the time at their disposal. Therefore, it is better to reduce the number of levels and it is enough if the Asst. secretary who should take all pains to ensure that the file is perfect and the orders for decisions are clearly set out and submits the case to the Secretary direct instead of submitting it through the D.S, thus jumping one level. This has the advantage of (a) saving some time required in the normal course for disposal of the case (b) reduces the number of files reaching the D.S level and giving him some time to attend other files and files in which he himself is competent to dispose of.

3. **DIRECT SUBMISSION OF THE FILES :** Similarly, the system under which a section which submits cases direct to the D.S instead of through the A.S should be implemented in more stricter sense as this will enable quicker disposal of files. For this purpose some section for example which attends to personal matters such as sanction of leave, P.F, S.B.loans, posting and transfers can be directly attached to D.S instead of passing through A.S.

4. **ZEAL OF CASE WORKERS:** The human factors which goes into the expeditious disposal of cases is the zeal and enthusiasm with which the staff work. This in turn largely depends upon the overall make up of the individual concerned and the sincerity and devotion to duty with which he applies himself to the work.

His knowledge of the subject and his capabilities also go a long way in the efficient disposal of work. It is therefore necessary that care should be taken to post proper personal to man proper sections.

#### IX. FAIR COPYING, EXAMINING AND DESPATCHING

**GENERAL:** The work of fair copying and examining papers, both confidential and non-confidential, of each department is done in the respective department. The despatch of papers in each department is done in the depatch section of each department.

**FAIR COPYING :** The following general rules have to be observed by the Typists in fair-copying:

1. Before a TCA begins to type a draft letter, he shall verify that it has been approved by a Gazetted officer.
2. All proceedings of Government i.e. Government order, memoranda, letters etc except those issued in roneo should be typed in forms embossed with the A.P.State Emblem.
3. Any fair copy extending for more than one page shall be typed on both sides of the paper.
4. All fair copies should be typed neatly and legibly.
5. The margin to be left should be in the left hand side of the front page and the right hand side of the back page of a sheet of a paper. The margin may be encroached upon only if statements have to be copied in the body of communication and are too big to be typed on the portion on which the communication is typed.

6. In forms of correspondence in which the designation of the officer sending the communication has to be typed underneath his signature, the name of the department need not be typed, if that is printed, embossed or typed at the top of the paper.
7. If there are enclosures to accompany a communication they should be indicated by an oblique line (thus /) in the margin against the paragraph in which they are referred to.
8. The TCA should invariably type his or her initials with date at the left hand corner at the end of a fair copy.
9. Drafts of letters should be kept as office copies and carbon copies should be made only when the draft has been so extensively altered as to make it necessary to have a clean copy.
10. On no account should the bare signature and designation of the officer typed on the last page without any matter being typed above.

It is the duty of the drafting section to see that instructions are clearly and fully noted on the draft for issue before it is sent to a TCA for fair-copying, such as, whether it is a reference or a final disposal, and if a final disposal, its nature, the person or persons to whom it is to be sent, and if the whole of it is not to be communicated to all of them, the portion to be communicated to each. The TCA and examining clerk should see that the paper is accurately copied in accordance with the instructions before it is sent to the despatch section.

**TELEGRAMS:** Telegrams should be copied on the appropriate form, inland or foreign as the case may be, and correct telegraphic abbreviated address should be used where they exist. The superscription 'State' 'Immediate' etc should be correctly entered in accordance with the instructions given by the drafting section.

In every case where a telegram is typed, a post copy of it should invariably prepared and despatched simultaneously with the telegram or immediately after the issue of the telegram.

**SAVINGRAM:** Communications which can appropriately be drafted in the form of telegrams but which are not of such urgency as to require despatch by telegram or which are too lengthy to be telegraphed may be sent as savingram by post. The savingram should be on receipt be treated with the same expedition as if it had been telegraphed.

**ENDORSEMENT:** The endorsement is usually written or copied on the last page of the current if there is room and if not, on a separate form embossed with the A.P.State emblem added to the current. The endorsement if copied on the current is noted as endorsement No... dt... the name of department being entered at the right top corner. But if the endorsement is made on a separate sheet, the name of the department is typed as mentioned above on a paper with the A.P.State Emblem and then added to the current.

MEMORANDUM : A memorandum is copied on the special embossed form as indicated below:

( ) Emblem ... department  
Hyderabad

Office Memo No. / year

Sub:

Ref.

(Body or matter of the memorandum)

Address entry :

Sd/-

Secretary to Government

**PRESS COMMUNICATION OR PRESS NOTE:** A press communique or a press note is prepared in the form of a memorandum or a note. These are invariably issued by or under the authority of the Director of Information and Public Relations. The matter is furnished by the concerned department of the Secretariat.

In a press note the Government take a passive or defensive attitude or reply to criticism or explain or give facts and figures to amplify their declared policy. In a press communique the Government take an active aggressive attitude or respond to a given situation how they discharge their responsibility.

**FORM OF AUTHENTICATION OF ORDERS AND PROCEEDINGS:** All orders or instruments made or executed by order or on behalf of the Government of A.P. will be expressed to be made by order and in the name of the Governor of A.P.

**SIGNING OF LETTERS:** All important letters addressed to the Government of India, to other State Governments, Public Service Commission, High Court etc should ordinarily be issued in the name of the Chief Secretary or the Secretary to Government as the case may be. Such letters may, however be signed by the concerned joint or Dy. Secretary who has actually approved the draft.

#### X. THE CENTRAL RECORD BRANCH

The Central Record Branch is the repository for the current non-confidential records of all departments of the Secretariat. This branch is attached to the General Administration Department and is under the immediate control of an A.S of the department.

**FUNCTIONS OF THE CENTRAL RECORD BRANCH:** The main functions of the Central Record Branch are:

- a. Supply of records in response to requisitions
- b. Checking of records transferred by the departments of the Secretariat

- c. Sorting of originals and spare copies of proceedings etc sent or returned by the departments and placing them in or restoring them to their proper places
- d. Registry of records sent out of the branch and noting their return in the register.
- e. Sending every month reminders for the return of records taken out more than 3 months ago and furnishing to the departments every fortnight a list of Government orders numbered two weeks previously, but not received in the records
- f. Cleaning and dusting of racks, and the examination of records in order to protect them from damage by insects.
- g. Labelling and varnishing record boards.
- h. Keeping the bundles and volumes arranged neatly and methodically on the racks.
- j. Destruction of records in due time
- k. Annual transfer of records to the central record office.

**CUSTODY OF RECORDS:** The records are distributed in blocks each of which is in the charge of an assistant.

**DUTIES OF THE RECORD ESTABLISHMENT:** The branch is under the immediate supervision of a section officer who is responsible for the proper maintenance of the records, and expeditious transaction of business in it. He should periodically inspect the registers maintained by the clerks in order to ensure that they are properly maintained.

**RECORD ASSISTANTS:** Record assistants are responsible for the proper maintenance of the records of their respective blocks and for the work of attenders under them. They should see that the records are neatly and methodically arranged and the rooms kept tidy. They should promptly attend to requisitions for records and maintain necessary registers showing the records sent out and returned.

**PERIOD OF RETENTION OF RECORDS:** Originals of the orders of Government in Manuscript series are retained permanently.

The following records are kept in the central record branch for the periods noted against each of them.

Nature of records	No. of years for which they are kept including the current year
a. Originals of Govt., orders in routine series, demi official letters, endorsements and memoranda	5 years
b. lodged papers	3 "
c. personal registers other than those related to the current and the preceeding 2 years	5 "

.Destruction of records: The periodical destruction of records shall be regulated as follows:

Description of records	Year of destruction		
a. Proceedings in routine series	At the end of 5 years from the year to which they relate		
b. Lodged papers	At the end of 3 years	do	
c. Call books, arrear lists current distribution registers and circulation regrs	do	from the close of the year to which they relate	
d. Attendance registers, daily abstract books and similar register	At the end of 3 years	do	
e. Budget notes of the finance department		7 years	do
f. Office orders	do	30 "	do

SECRETARIAT LIBRARY: Governor, ministers, gazetted and non gazetted staff of secretariat, heads of departments, MLAs, and MPs are eligible to borrow books from the library. On application one can have two borrowing tickets. Every book borrowed shall be returned within 14 days. Encyclopaedias, dictionaries, gazettes will not be supplied. The library has a reading room and it is open from 10 to 2.00 pm and from 5 to 6 pm on all working days. All Gazettes of State and other States and also of Government of India are available for reference.

DUTIES AND FUNCTIONS OF ASO: 1. As soon as the tappal is distributed by the SO to the ASO after assigning numbers to them, the ASO enters them in the personal register after duly acknowledging their receipt in tappal register. Any neglect or delay in this regard will be viewed as a serious dereliction of duty on the part of the ASO.

1. The ASO should normally make three entries in each page of the PR and the number of entries may be reduced to two or even one if circular instructions are issued or if protracted correspondence is anticipated. If the allotted space is not sufficient slips should be pasted along the page for making additional entries.
2. The ASO should register the papers by entering in the PR in the order of current numbers assigned to them. i.e on the seriatum.
3. The title of the entries made in the PR should be brief and clear.
4. The ASO should assist the SO in all stages in dealing with the currents/files. They should study the currents immediately on receipt.
5. A typed copy of every communication received which is illegible shall be made and should be filed above the original communication.
6. All the stitches of threads etc on papers should be removed and arranged chronologically and tagged.

7. Enclosures which are bulky and inconvenient should be kept below and treated as put up papers. If the enclosure said to have been enclosed is not received, the sender should be immediately informed and the enclosure obtained immediately.
8. If the current relates to the pending file, it will be added to the concerned current file or note file and if it is a new current it shall be kept in a new file board.
9. Page numbers should be made continuously.
10. All court fee stamps affixed to the papers should be punched and defaced if not done already by tappal clerk.
11. Papers relating to other departments of secretariat should be transferred immediately.
12. If the current relates to more than one department an extract of the portion relating to such matter should be forwarded immediately to the concerned department under the orders of gazetted officer. The same procedure should be adopted in cases of currents pertaining to more than one section in the same department.
13. Letters received from foreign countries, foreign missions in India, associations of officials and non officials, members of State Legislature and Parliament and general public should be first acknowledged.
14. The ASO should arrange the put up papers, rules, acts, required for examining the case. The put up papers should be flagged.
15. Wherever necessary, the ASO should link files.
16. The ASOs should assist the SO in all stages in dealing with the currents/files. They should study the currents immediately on receipt and collect papers required for dealing the current with out delay. They are responsible for complete and accurate referencing and for proper arrangement of a case. They should put up notes and drafts in simple cases and should assist the SO in dealing with complicated matters by procuring previous papers, preparing rough drafts etc. The principal duty of ASO is to attend to routine matters with scrupulous care and punctuality. They should seek the advice and guidance of the SO whenever they have doubts or difficulties.
17. Immediately after the competent officer passes orders for issue of draft, the same should be given to typist or TCA for fair copying duly obtaining the SO's orders for issue. He should get the same fair copied and compared and despatched without delay. He should also ensure that all the enclosures also are got typed and despatched along with the main reference.
18. After taking action as stated above the papers should be closed as GO, Memo, lodged, letter etc as the case may be.

19. After despatch of the reference, further reminders if any, has to be entered in the reminder diary. In case of final disposal, the ASO should ensure that the despatch has been correctly made, that call book entries, if any, have been duly entered in the call book register and that extracts for further action, if any, have been taken. Then the disposal should be docketed and stitched.
20. After scrutiny by the SO to ensure that there is no further action in the case and after making pass orders by him, the ASO should note the disposal in the transit register and send to CRB and obtain acknowledgement.
21. The ASO should also return the put up papers, if any, obtained from CRB for the processing and obtain acknowledgement.
22. It is the duty of the ASO to maintain stock files upto date. Subject wise communications which are to be added to stock file should be entered in the stock file duly marking S.F. after the address entries of the communications issued. Similarly when a paper of importance or of general nature is received in the section, a copy of such reference after obtaining orders of SO should be added to S.F.

**DUTIES AND FUNCTIONS OF TCA:** The duties of the TCA as the designation indicates are two fold i.e. of Typist and Assistant.

**FUNCTIONS OF TYPIST:** Fair copying of the references, enclosures, etc typing the extracts, important notes including note for circulation, memorandum to the council of ministers etc.

**FAIR COPYING GENERAL RULES REGARDING COPYING :** The following general rules regarding copying shall be observed by the typists.

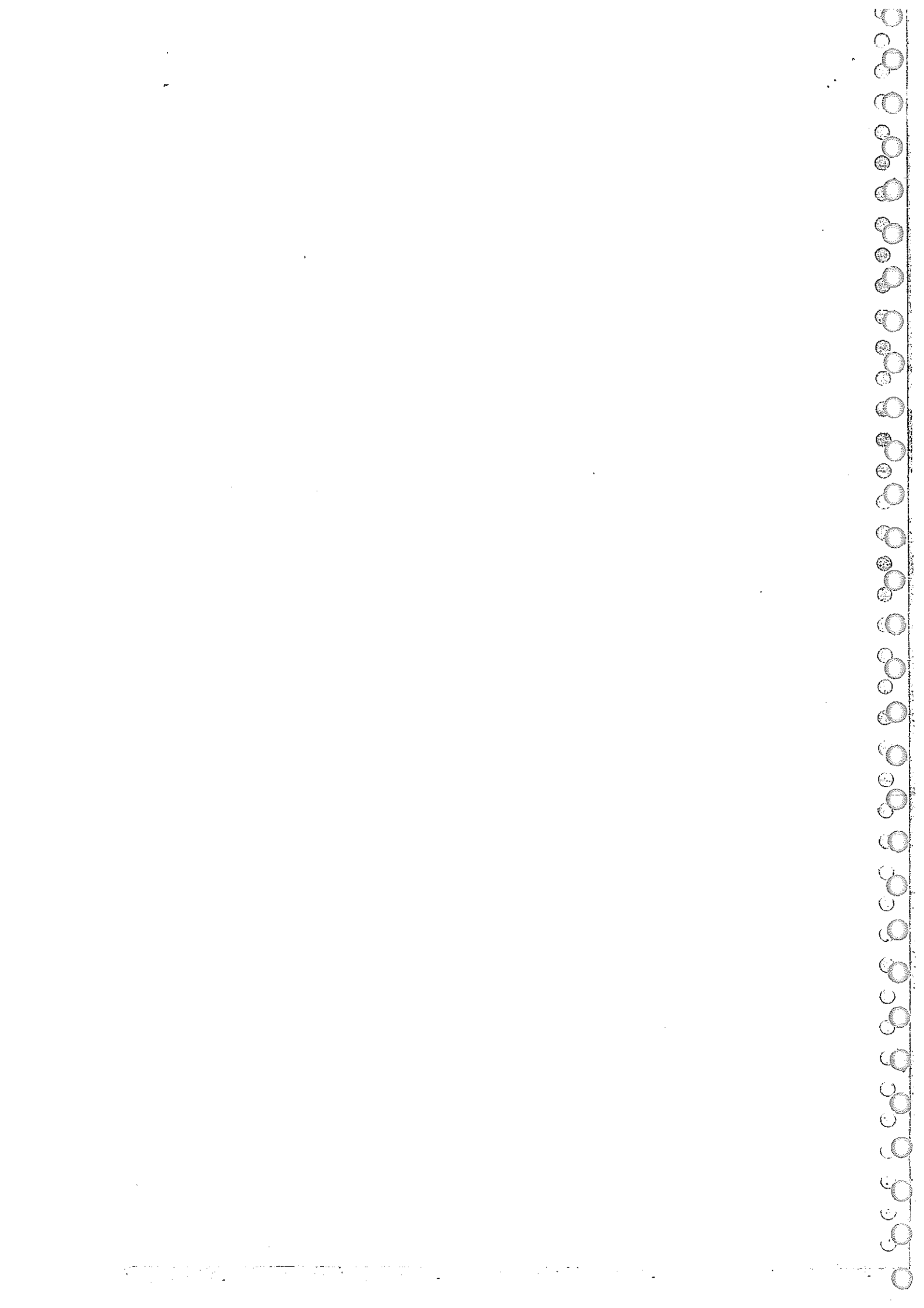
1. Before a typist begins to copy a paper for issue, he shall verify that it bears the initials of a gazetted officer.
  2. All proceedings of Government, Government orders, memoranda, endorsements etc except those issued in roneo should be typed in forms embossed with the A.P. State emblem.
- Note : Affidavits and counter affidavits to be filed in the High court, APAT and other civil courts should not be typed on papers embossed with the state emblem but typed on foolscap size paper.
3. Any fair copy extending over more than one page shall be typed on both sides of the paper.
  4. All typing must be made neatly and legibly.
  5. Copying must be done with care, erasures and corrections being avoided, interpolation should not be made, especially in letters.
  6. In copying, the first word of a separate item in the preamble to a proceedings and the first word of every paragraph in a communication to be issued, a five or six letter space should be left between the word and the prescribed margin.
  7. The margin to be left blank should be on the left hand side of the front page and the right hand side of the back page of a sheet of paper. The margin may be encroached upon only if statements have to be copied in the body of a communication and are too big to be typed on the portion on which the communication is copied.

8. Marginal entries, unless they are very small, should be inserted by an indenture made on the side on which the communication is copied and should be separated from such communication by three lines ruled or typed on the top, bottom and the side facing the body of the communication.
9. All fair copies should be typed with single spacing.
10. In forms of correspondence in which designation of the officer sending the communication has to be typed underneath his signature, the name of the department need not be typed, if that is printed/embossed/taped at the top of the paper.
11. In official correspondence, if the designation of an officer is typed, his officiating status(if he is an officiating officer) should not be indicated by the word officiating before the designation.
12. If there are enclosures to accompany a communication they should be indicated by an oblique line (thus \) in the margin they are referred to
13. Copies should be made on the smallest sheet consistent with the dignity and requirements of the communications. The appropriate form where one has been prescribed should be used.
14. The Typist should invariably type his initials with date at the left hand corner at the end of a fair copy and shall also initial with the date in ink on the left hand top corner of the draft ( or in the appropriate place in the page, if one is printed there)
15. Drafts of letters kept as office copies should be typed only when the draft has been so extensively altered as to make it necessary to have a clear copy. When possible, the carbon copy of a letter should be typed upon the back of the letter to which a reply is being sent.
16. When a letter or any other communication is typewritten and two or more sheets of paper are used, the typist and comparer must see that:
  - i) a paragraph is never finished at the bottom of a page and that atleast two lines of the paragraph are carried on to the next page, so that with the exception of the first page succeeding page will start with a fresh paragraph and
  - ii) on no account, should the bare signature and designation of the officer only be on the last page.

**DUTIES OF ASSISTANT :** Assisting the ASOs and So of the section in arranging the files, collection of put up papers and routine work such as despatch of references, submitting files to higher officers, sending UO references to other departments of Secretariat and for circulation to Ministers or Governor and also in comparing the F/Cs.

In addition to the duties of routine nature mentioned above the Assistant should attend all functions assigned to him by the SO or ASO connected with the section.





DR. MARRI CHANNA REDDY INSTITUTE OF ADMINISTRATION  
GOVERNMENT OF ANDHRA PRADESH

BUSINESS RULES AND SECRETARIAT INSTRUCTIONS

Secretariat Business Rules are issued by the Governor of Andhra Pradesh under Article 166(2) and (3) of the Constitution of India.

There are 55 Rules in all. Under Rule 55, the Governor on the advice of the Chief Minister has issued Secretariat Instructions to supplement the Business Rules to the extent necessary.

There are 74 instructions.

The following note deals with certain important transactions of business in the Secretariat. No note on these rules can be exhaustive and one is required to read and, be thorough with every rule and instruction.

CABINET - COUNCIL OF MINISTERS

Every Department will be in charge of a Minister. The Department may also be incharge of more Ministers but the Minister who is substantially concerned with the Department shall be deemed to be incharge of the Department (B.R.5).

Secretary to the Department is the Secretary to Government and not Secretary to the Minister. (Inst.8(1))

Council of Ministers is constituted under article 163 of the Constitution.

It is responsible for every order issued in the name of the Governor eventhough the Minister incharge is primarily responsible (B.Rs 7 & 10).

All cases referred to in the second schedule to B.Rs should be brought before the Council of Ministers. Orders of Chief Minister should invariably be obtained.

If, the case involves financial implications, consultation with the Finance Department is necessary (B.Rs 8,11 & 15).

PROCEDURE OF THE COUNCIL

The Chief Secretary or such other officer as the Chief Minister may appoint is the Secretary of the Council. (B.R14).

If, any of the cases referred to in the second schedule is for consideration, the concerned Department should examine it thoroughly in consultation with the Head of the Department and the other departments of the Secretariat, if the subject matter is concerned with those departments also and then circulate the case to the Chief Minister through the Minister incharge of the subject for orders as to whether it should be placed before the Council or to circulate to other Ministers for opinion. In the later case, if the Ministers are unanimous and if the Chief Minister thinks that the discussion in the Council is

unnecessary, the case will be decided without such discussion in the Council. In this case copies of all papers relating to the case which are circulated among Ministers for opinion shall simultaneously be sent to the Governor.

Where such a case is to be circulated in original to the Ministers, it should be circulated to Governor also after all the Ministers have seen the case. (B.R.16)

When it is decided to bring a case before the Council, the Department shall, intimate the fact to the Secretary to Council, prepare a draft Memorandum and after its approval in circulation, the department should take two fair copies of the note and send one copy to Technological Services Unit, Finance and Planning (Planning) Department for data entry into the computer. The second fair copy should be sent to the G.A (Spl.B) Department.

As soon as the agenda items are finalised, the General Administration (Spl.B) Department will obtain the required number of copies and get them arranged in proper form by the Technological Service Unit for taking further action.

In all cases where an item comes up for inclusion in the agenda as a formal item or informal item, at the last moment and it is not possible to get the copies printed by the Technological Services Unit, the Secretariat Department concerned should get the memorandum for the Council of Ministers typed on an Electronic Typewriter and furnish the usual number of copies (photostat) to the General Administration (Spl.B) Department before 6.00 PM on the day earlier to the date of the Cabinet Meeting.

While sending the files alongwith Memoranda to the General Administration (Cabinet) Department both English and Telugu version of the Memoranda are to be sent."

Strictly limited number of copies of Memorandum including agenda will be taken and each copy numbered. In top secret case, memorandum will not be circulated and the Minister concerned may orally explain the case. The Memorandum and agenda papers will be collected at the end of the Council Meeting by General Administration Department and all copies except two for future use will be destroyed.(B.R 18)

#### PREPARATION OF MEMORANDUM

The Memorandum shall be a self contained one. Appendices should be avoided as far as possible. It shall be signed by the Secretary of the Department concerned after obtaining the previous approval of the Minister concerned. The Memorandum shall contain a brief statement of the case for consideration, all relevant facts and precedents, opinion of Law or Advocate General if any, views of the Department and all other Departments concerned particularly of Finance, when financial issues arise, and in conclusion the various points on which decisions have to be taken, the alternative decision possible and the Minister's recommendations on the decisions (B.R.18(1) and Inst. 19). It shall also contain at the end "a draft resolution".

The decisions of the Council are confidential. The Minister concerned shall take action to give effect to the decision.

A report on the action taken shall be sent to General Administration (Special) within a week after receipt of the decision.

## LEGISLATION

The procedure to be followed for making any legislation is detailed in (B.Rs 39 to 47, 50 and 51 and Instructions 23 to 25, 28 to 30 and 32 to 34).

## CASES INVOLVING CONTROVERSY WITH GOVERNMENT OF INDIA OR OTHER GOVERNMENT (BR.31) :

Any matter likely to bring the State Government into controversy with the Government of India or with any other State Government shall as soon as possible, be brought to the notice of the Governor, Chief Minister and the Minister incharge.

## POWERS OF GOVERNOR TO SUGGEST MODIFICATION ETC. TO ANY ORDER PASSED BY A MINISTER :

If Governor considers necessary that any action should be taken otherwise than in accordance with the order passed by a Minister, he may require the case to be placed before the Council. The notes, minutes or comments of the Governor in any case shall not be brought on the Secretariat record unless the Governor so directs.

## CASES TO BE SUBMITTED TO CHIEF MINISTER AND THE GOVERNOR :

The various types of cases that are required to be submitted to Chief Minister and Governor are enumerated in Business Rule 32.

## CERTAIN IMPORTANT SECRETARIAT INSTRUCTIONS IN REFERRING ANY MATTER TO APPSC : (Instns.. 64 TO 70)

- a. All references should be to the Secretary by a letter enclosing copies of all relevant papers.
- b. Secretariat note file should not be sent.

c. Where it is proposed not to agree with Commission's recommendations, it should be given reasonable opportunity for reconsidering its opinion or to make fresh recommendations. In case it is decided to reject or deviate from Commission's recommendations, Government shall communicate reasons to the Commission after obtaining orders in circulation through the C.S. Care should be taken that, until the Commission's advice has been obtained and a decision has been reached by the Government on it, no language is used in any communication issued in connection with the case which is capable of being interpreted as implying that the Government have formed a settled opinion.

## Disciplinary matters - Procedure :

a. After a thorough examination of the case in all its aspects as per CCA Rules, Secretary to Government will refer it to the APPSC.

b. After receiving advice, the case will be circulated without further noting and reference to GAD when there is agreement between the Department and the APPSC. If the Government wants to differ for sufficient reasons, the Secretary to the Department can circulate the case through Chief Secretary. No officer below the rank of Secretary shall be permitted to comment on the advice tendered by the APPSC.

If the case relates to financial irregularities, it shall be sent to finance before making a reference to the Commission and also after receiving the recommendation.

Issue of regulations under provision to Article 320(3) of the Constitution :

If the Government for any reason wants to exclude a particular appointment or class of appointments from the purview of the APPSC and if the Commission is not agreeable, the case shall be circulated to the Governor through the Minister concerned and the Chief Minister to make regulation under Article 320(3). If the Governor agrees, the case should be sent to General Administration (Services) for the issue of necessary regulation.

This procedure i.e. consultation or obtaining concurrence of the APPSC is not necessary to issue a regulation when Governor considers that the issue of such a regulation is necessary in the interest of effective and timely transaction of Government Business.

All the regulations shall be laid for not less than 14 days before each House of the State Legislature as soon as possible, after they are made.

Copies of orders to be sent to APPSC:

Copies of orders of appointment of candidates selected in consultation with the Commission and the final orders of disciplinary and other matters in which the Commission was consulted shall be sent to the APPSC.

REFERENCE TO ACCOUNTANT GENERAL (Instn.47) :

Proposals to relax existing rules or grant of concessions not strictly admissible under the rules should not ordinarily be referred to Accountant General. In such cases Finance Department should be consulted. If Finance advises then only the Accountant General should be consulted on any particular point or points.

REFERENCE TO ADVOCATE GENERAL (Instn.58) :

Any reference to Advocate General for opinion shall be made in consultation with Law Department. The opinion tendered by Advocate General shall also be shown to Law.

SANCTION OF DEFENCE (Instn. 57) :

For sanction of defence at public expense consultation with Law is necessary. Such consultation is not necessary if the administrative Department satisfies that the Government servant has acted in good faith and in accordance with the Provisions of Law. The Government may delegate to Heads of the Departments, Power to sanction of defence subject to such conditions as they think fit.

LAND ACQUISITION CASES (Instn.55).

Notification under Land Acquisition Act can be issued by any Secretariat Department as below :

1. If land is required by a Department of Secretariat, Revenue Department need not be consulted.

2. If land is proposed to be acquired on behalf of a private institution or body reference to Revenue Department is necessary.

3. If acquisition is for a company, reference to Revenue is necessary. The draft agreement to be entered into by the company under Section 41 of the Act shall also be sent to the Revenue Department for scrutiny.

#### **APPOINTMENT AND POSTING OF OFFICERS (Instn. 12) :**

All correspondence dealing with appointments, and promotions shall be treated as confidential. Appointments may be of two kinds viz., those in Departments under their own departmental Heads and those not under departmental Heads, Ex-Heads of Departments themselves and IAS Officers. In the first category the Head of the Department will send the proposal to the Secretary to Government concerned in a Form prescribed under Inst. 12 stating clearly the vacancy, conditions of appointment, list of persons entitled to the appointment under rules including those appear to be best qualified. In the second category, the Secretary to Government himself will prepare the Form and submit to the Chief Minister through the Minister concerned.

#### **Appointment of Heads of Departments :**

Cases dealing with appointments of Heads of Departments shall be submitted to the Minister concerned/C.M through C.S.

#### **Appointment of District Judges :**

Chief Secretary will obtain applications and forward them to Chief Justice of High Court demi officially for his remarks. The Secretary will point out the vacancy and request the Honourable Judges of the High Court to forward a list of persons whom they consider suitable. Chief Secretary will then send a list to the Governor through the Minister concerned and the Chief Minister.

This procedure is not necessary when the appointments are made from among the Members of the State Judicial Services. The High Court will prepare the list of eligible sub-judges and send it to Chief Secretary.

All appointments of officers shall be notified in the Andhra Pradesh Gazette in due course.

#### **Deputation to Government of India or to any other State Government etc :**

Same procedure, but preparation of form of recommendation is not necessary.

#### **Leave of Gazetted Officer :(Instn. 13)**

C.L. application of Head of the Department need not be circulated. Leave for a month or more of the Head of the Department or an IAS Officer shall be submitted to Chief Minister through the Minister concerned. Leave for lesser period shall be submitted to the Minister concerned only.

**Refusal of Leave (Instn.14) :**

Refusal of leave of an officer just before his retirement or grant of extension of service or reemployment shall be submitted to the Minister concerned and the Chief Minister.

**Retirement on Proportionate pension (Instn.14) :**

Application for retirement on proportionate pension shall be submitted to the Minister incharge.

**ORDERS TO BE ISSUED IN THE NAME OF THE GOVERNOR (B.R 12 & Instn. 63) :**

All Government orders made or executed on behalf of Government shall be in the name of Governor as below :

"By order and in the name of the Governor of Andhra Pradesh"

Where the body of the Government order specifically refers to the Governor, the above words need not be added.

Where the order contains financial sanction and where the concurrence of the Finance Department was obtained the order shall contain the following paragraph.

"This order/Memorandum issued with the concurrence of the Finance Department - vide their U.O.No..... dt.....".

Where such order is issued under the delegation of Rules by Finance the order shall contain the following paragraph.

"This order/Memorandum doesnot require concurrence of the Finance Department under the rules or orders on the subject".

All orders containing financial sanction meant for communication to audit shall be signed by a Gazetted Officer not below the rank of Asst. Secretary.

**WHEN THERE IS DISAGREEMENT WITH THE HEAD OF THE DEPARTMENT (Instn. 42(A)) :**

Before orders are issued negating or materially modifying the recommendation of the Head of the Department, the Department shall inform him unofficially to enable him, if he thinks fit, to explain the Minister in charge or the Chief Minister his views personally provided that, he shall inform the Minister if he intends to explain the Chief Minister his views personally.

**NOTES OF SECRETARIAT COMMUNICATIONS OUTSIDE - RESTRICTIONS (Instn.62) :**

Notes written in one Department shall not be communicated by another department to an officer outside the Secretariat without the consent of that Department. Similarly, notes written by Minister or Governor also shall not be communicated to an Officer outside the Secretariat without the permission of the Minister or Governor.

#### FINANCE DEPARTMENT :

B.Rs 35 to 38 and Instruction 46 deals with the cases in which the Finance Department is required to be consulted and the powers of the Finance Minister to call for cases involving financial issues and the powers of the Finance Department to make rules governing the financial procedure. B.R 11 deals with the procedure in financial matters. According to instruction 16A, where in any case the Finance Department has been consulted and there is a difference of opinion between the Department and the Finance and the Department wants to press the case in circulation, the case shall be circulated through the Secretary of the concerned Department and the Finance Secretary in that order to the Minister incharge, Finance Minister and the Chief Minister.

#### CIRCULATION

a. Instruction -3 specifies the cases in which circulation to the Minister incharge or to other Ministers has to be made before issue of orders.

b. When the case is to be circulated to two or more Ministers, the order of circulation is as below (Instn.4)

1. Minister incharge.
2. Finance Minister if financial issues are involved.
3. Another Minister or Ministers directly concerned with the subject.
4. Remaining Ministers, if any, in the order of juniority.

#### Interruption of circulation (Inst.4) (30)

The Secretary in the Department concerned may in his discretion, interrupt circulation at any stage if he considers that such a step is necessary with reference to the minutes rendered by the Minister.

#### Difference of opinion between the Ministers (Inst.5)

A Minister differing from the minute of any other Minister or Ministers may send back the file to such Minister or Ministers or to the Secretary.

#### Circulation to Governor (Inst.9)

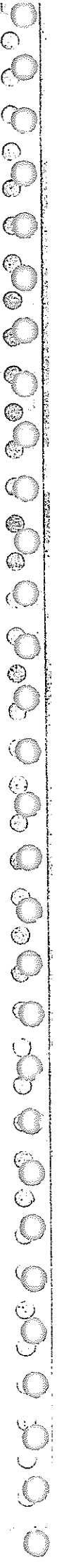
Cases to be submitted to Governor shall be submitted by the Secretary concerned through the Minister or Ministers concerned and the Chief Minister.



The first of these is the fact that the  
 government has been unable to secure  
 the necessary funds to carry out its  
 policy of expansion. This is due to  
 the fact that the government has been  
 unable to secure the necessary funds  
 to carry out its policy of expansion.

The second of these is the fact that the  
 government has been unable to secure  
 the necessary funds to carry out its  
 policy of expansion. This is due to  
 the fact that the government has been  
 unable to secure the necessary funds

The third of these is the fact that the  
 government has been unable to secure  
 the necessary funds to carry out its  
 policy of expansion. This is due to  
 the fact that the government has been  
 unable to secure the necessary funds



**DR. MARRI CHIANNA REDDY INSTITUTE OF ADMINISTRATION  
GOVERNMENT OF ANDHRA PRADESH**

**PREPARATION AND PASSING OF BILLS:**

A need for undertaking a legislation by the Government may be due to many a reason such as Constitutional requirement, public demand, policy decision of the Government. Owing to the prevailing circumstances a Head of the Department may whenever necessary submit proposals for legislation explaining the reasons therefor. Such legislation may also be originated or initiated in the concerned Department of Secretariat. The administrative department shall thoroughly examine the need or otherwise for undertaking legislation keeping in view the available material and send the file to Law Department for consultation on :

1. the need for the proposed legislation from a legal point of view
2. the competence of the State Legislature to enact
3. consultation with the Government of India
4. the requirement of the constitution as to obtaining the previous sanctions of the President to introduce the bill in the State Legislature
5. consistency of the proposal with the provisions of the Constitution particularly of those relating to Fundamental Rights.

Law Department after examining the issue on the above items, returns the file to the Administrative Department alongwith its remarks.

If the Legislation is decided upon, the Department has to prepare a note indicating with sufficient precision, the lines on which it has been decided to legislate, statement of objects and reasons, financial memorandum if the Legislation involves expenditure from the consolidated Fund. Memorandum on delegated legislation if any. The file will then be sent to Law Department for preparation of the tentative draft Bill.

After a tentative draft bill is prepared by the Law Department, the file then will be circulated to Chief Minister through the Minister concerned. If the Chief Minister agrees, the matter will be placed in the Cabinet Meeting.

If the legislation falls under the concurrent list, consultation with the Government of India is necessary before the Bill is introduced in the Legislature. In some cases, previous sanction of the President is necessary to introduce the Bill in the State Legislature under article 304 of the Constitution. In both the cases, the Ministry of Home Affairs, Government of India has to be addressed.

The following documents shall be sent to the Ministry of Home Affairs.

- a. Six copies of the forwarding letter.
- b. Six copies of the Bills with a statement of Objects and Reasons.
- c. In the case of amending bill, six upto date copies of the principal Act, Notes on Clauses of the proposed legislation and a comparative statement of the existing and proposed clauses.

A certificate to the above effect shall also be furnished.

Atleast 15 days time should be given to the Ministry of Home Affairs to examine the matter in consultation with the concerned Ministry/Department in the Govt. of India.

When a Bill is referred to the Government of India, the comments of the Government of India should invariably be awaited before the Bill is introduced in the Legislature. The Government of India while conveying their approval may make certain observations/suggestions, which the State Government should normally consider notwithstanding whether they may ultimately accept them or not.

After obtaining the remarks from the GOI, the file will then have to be sent to Law Department for finalising the draft Bill. All the bills shall invariably be placed before the Cabinet following the procedure prescribed in the Business rules for approval.

In certain cases, the recommendation of the Governor is necessary before introducing the bill and for consideration of the bill with Legislative Assembly. Wherever such recommendation of Governor is necessary, it should be obtained.

After receipt of the sanction of the President or recommendation of the Governor (where it is required) as the case may be, the Department will prepare a Notice of Motion for leave to introduce the Bill in Assembly, obtain the signature of the Minister concerned and forward it to the Secretary of the Legislature together with the copies of Statement of Objects and Reasons, notes on the clauses of the Bill, Financial Memorandum and Memorandum on Delegated legislation, if any, and the sanction of the President or recommendation of the Governor as the case may be. As soon as the leave is granted by the Speaker, the Secretary Legislature will get it published in the A.P. Gazette as Legislative Assembly Bill. In exceptional cases of urgency, this leave need not be obtained and instead the department may send the Bill to the Secretary, Legislature for placing before the speaker for direct publication in the Gazette. The Secretary Legislature will then have it published in the A.P. Gazette. In this case, it is not necessary to move for leave to introduce the Bill and if the Bill is introduced later, it is not necessary to publish it again. The Department should however prepare a notice of motion to introduce the bill, obtain the signature of the Minister and send it to the Secretary Legislature. After introduction or publication, the Law Department shall send 10 copies of the Bill which falls within the concurrent legislative field to the Ministry of Law (BR47(d)).

When the Bill is introduced in the Legislative Assembly some times select Committee may be constituted to go into the matters relating to the Legislation. When the report of the Select Committee is received, the Administrative Department shall deal with the amendments suggested by the Committee in the same manner as the original bill was dealt with. Further, the Members of the State Legislature may also give notice of some amendments. Such amendments also should be dealt with in the same manner (BR 50 & Instn. 24, 24(1) & 32).

Ultimately, when the bill is passed by the State Legislature, the Law Department shall forward to the Ministry of Home Affairs, a copy of the bill as passed by legislature together with information as on the date on which the bill was passed (Instn. 28, BR 51).

In the case of obtaining the assent of the President, the following procedure has to be followed :-

When the Bill passed by the State Legislature is sent to Government of India (Ministry of Home Affairs) it should be clearly indicated in the forwarding letter whether the proposal had been sent to the Government of India for prior approval before it was introduced in the State Legislature and if so whether the suggestions/observations made by the Ministry were incorporated with or without modification or whether they have not been carried out and if so the reasons therefor.

The following documents should be forwarded to the Ministry of Home Affairs :-

- a) 6 copies of the forwarding letter.
- b) 3 authentic copies of the Bill, printed on Parchment paper each endorsed by the Governor reserving the bills for the consideration of the President, and leaving sufficient space below the Governor's signature for appropriate endorsement by the President.
- c) 6 copies of the Bill as passed by the State Legislature.
- d) 6 copies of the bill as introduced with the statement of Objects and Reasons.
- e) the report of the Select Committee if any, along with 3 copies of the Bill as approved by the Committee.
- f) In case of Legislation is amending a Bill, 6 upto date copies of the Principal Act, Notes on clauses of the proposed Legislation and a comparative statement of the existing and the proposed clauses.

A certificate to the above effect should also be furnished.

When the Bill is assented to by the Governor or the President as the case may be, the Law Department shall cause it to be published in the A.P. Gazette, as an Act of the State Legislature (BR.51).

The Law Department shall also forward 10 copies of all Acts assented by the Governor to the Ministry of Law and one copy to the Ministry of Home Affairs. The Administrative Department shall forward 5 copies of the Act to the Ministry of Home Affairs (if it relates to the Public Order and jurisdiction and powers of criminal courts in the State) and one copy to the Ministry of Defence (Instns. 29 & 30).

#### PRIVATE BILLS:

Whenever a Member of the State - Legislature gives notice to move for leave to introduce a bill, the Legislature Secretariat shall send immediately two copies of the Bill and the S.O.Rs to the Department concerned and one copy to Law. The Administrative Department submit one copy to Chief Minister through the Minister concerned for information. Then the Department deals the Bill following the same procedure adopted in respect of an official Bill (BR 49 & Instns. 26 & 27).

#### ORDINANCE:

This may be promulgated by the Governor during the recess of the Legislature depending upon the necessity and urgency. The provisions of B.R 39 and 46 shall apply to all proposals to issue an ordinance under article 213 of the constitution. The ordinance will have the same force and effect as an Act of the State Legislature. It shall cease to operate at the expiration of 6 weeks from the reassembly of the Legislature (Article 213 of the Constitution and Secretariat Inst. 31).

#### BILLS TO BE INITIATED BY THE LAW DEPARTMENT:

Bills solely to Codify and consolidate existing enactments and Legislation of a formal character such as repealing and amending Bills (BR.48).

DR M CHANNA REDDY INSTITUTE OF ADMINISTRATION  
GOVERNMENT OF ANDHRA PRADESH

BUDGET MATTERS

1. The word "Budget" is derived from the old French word "BUDGETTEE" which means a 'Little Bag'. In Britain, the term was used to describe the leather bag in which the chancellor of the exchequer carried to Parliament the annual statement of the Government's needs and resources.

1.1. The study team on state level administration of the Administrative Reforms Commission of Government of India defined the term "Budget" as:

"Just as Audit is the post-discipline, budget is the Pre-discipline on public spending".

1.2. The need for a Budget arises on account of the constitutional obligation laid down under Article 266(3) which envisages Parliamentary and Legislative control over the expenditure.

1.3. The budget of Government expresses its total activity in figures. Budget reflects what the Government are doing or intend to do. Expenses are budgeted in relation to anticipated income in a year.

PERFORMANCE BUDGETING

2. A Budget should not merely show financial outlays on various sectors and different functions. It should always indicate the physical achievements proposed to be attained from the financial outlays. A budget which exhibits not only the money but also the physical targets is a Performance Budget. Some of the development departments in the state are bringing out the physical achievements accomplished and targeted in separate Budget publications.

ZERO-BASE BUDGETING

3. It is to start from Zero base and view all activities and priorities afresh and create a new and better set-up of allocations for the coming budget year. The essence of this budgeting is to prepare defence of a 'budget request' without making any reference to the level of previous appropriations. The Central and State Governments are required to follow this approach for the preparation of their budgets.

PLANNING COMMISSION

4. There is no reference to the Planning Commission in the Constitution though several Commissions have been given Constitutional status. The only reference to planning in the Constitution is in entry 20 of the Concurrent List - 'Economic

and Social Planning'. In pursuance of the power conferred by entry 20 of the Concurrent List, a Planning Commission was set up in 1950 by a resolution of the Government of India. This was an extra-Constitutional and non-statutory body set up by an executive resolution of the Government to act as an advisory body. Prime Minister Nehru was its first Chairman and ever since, every Prime Minister has become the Chairman of the Commission. Minister of Finance is the Member of the Commission along with some other Ministers of Economic Ministries. There are also other Members drawn from other fields, particularly from among persons having specialised knowledge in Economics. The function of the Commission is to formulate & integrate Five Year Plans for economic and social development and for 'the most effective and balanced utilisation of the country's resources' which would initiate 'a process of development which will raise living standards and open out to the people new opportunities for a richer and more varied life'. The Planning Commission is, however, only an advisory body. It formulates Plans but has no executive authority to implement them. As the Planning Commission has been set up in pursuance of the power vested by a concurrent list subject, the Commission can make plans for the Union as also for the states, leaving their implementation to the Union Government or State Government as the case may be. Planning pervaded all Departments of Government both at the centre and in the states and this accounts for the ever increasing sweep of economic and financial responsibilities of the Planning Commission. The Central Plan assistance to the States is given by grants made under Article 282 of the Constitution and here the Planning Commission plays a decisive role in Federal Financial Relations.

#### CENTRALLY SPONSORED SCHEMES

5. Only such schemes will be taken up as Central schemes which:

- (i) relate to demonstrations, pilot projects, surveys and research.
- (ii) have a regional or inter-state character.
- (iii) require lumpsum provisions until they could be broken down territorially and,
- (iv) have an overall significance from all India angle.

5.1. These schemes are designed by the Central Government and implemented either directly or through the State Governments. The finances required by the state Governments to implement these centrally sponsored schemes are made available wholly or partly. In the latter case, the states make a matching contribution or meet the balance of cost. The C.S.S. are included in the Plan Budget.

## NATIONAL DEVELOPMENT COUNCIL

6. The National Development Council was formed in 1952. It is an extra-Constitutional and extra-legal body. It consists of the Prime Minister of India and the Chief Ministers of all the States. Now all members of the Union territories have become members of the Council. The functions of the Council are to strengthen and mobilise the efforts and resources of the Nation in support of the Plans, to promote common economic policies in all vital spheres and to ensure the balanced and rapid development of all parts of the country and in particular:

- (a) to review the working of the National Plan from time to time; and
- (b) to recommend measures for the achievement of the aims and targets set out in the National plan.

6.1. This is the highest policy making body in our country, functioning almost as a super-cabinet in economic affairs.

## FINANCE COMMISSION

7. The Finance Commission is appointed by the President under Article 280 of the Constitution read with the Finance Commission (Miscellaneous Provisions) Act, 1951. It consists of a Chairman and four other members. The Chairman shall be a person having experience in public affairs and the four other members shall be appointed from among the following:

- (a) Persons who are, or are qualified to be appointed as High Court Judges.
- (b) Persons having special knowledge of the finance and accounts of the Government.
- (c) Persons having special knowledge of Economics.

7.1. It was intended that the Commission should be broad based, capable of looking at the problems facing it from all angles. The first Commission was appointed in 1952 and thereafter the Commissions were required to be appointed after every five years. Eight such Commissions have been appointed so far. It is the duty of the Commission to make recommendations to the President as to:

(a) the distribution between the Union and the States of the net proceeds of taxes which are, or may be, distributed between them and the allocations between the States of their respective shares of such proceeds Eq. Income Tax and Consolidated Fund of India.

(b) the principles which should govern the grants-in-aid of the revenue of the States out of the Consolidated Fund of India.



(c) any other matters referred to the Commission by the President in the interest of sound finance.

7.2. By practice and convention, the needs of the States relate only to non-plan expenditure. Expenditure on Plan investment and central financial assistance to the States on account of State Plans and Centrally Sponsored Plans are outside its scope. While the scope of the Finance Commission is limited to a review of the revenue segment of the Budget, the Planning Commission takes an overall review embracing both capital, and revenue requirements of States.

8. The Budget consists of:

- (i) Consolidated Fund of the State
- (ii) Contingency Fund of the State, and
- (iii) Public Account of the State.

8.1. The transactions relating to the Consolidated Fund of the State are accounted for in three different sections, viz. (a) Revenue account (b) Capital account (c) Loan account. As per article 266(1) of the Constitution, all revenues received, all loans raised by the issue of Treasury Bills, loans, or ways and means advances and all moneys received in repayment of loan shall form "Consolidated Fund of the State."

8.2. As per Art 267(2) of the Constitution "Contingency Funds of the State" is in the nature of an advance of 50 crores from the Consolidated Fund of the State. It is intended to provide advance for meeting unforeseen expenditure, arising in the course of the year, pending authorisation of such expenditure by law to be passed by the State Legislature under Art. 205 and 206 of the Constitution.

8.3. As envisaged in Art. 266(2) and 284, the "Public Account" of the State pertains to all public moneys received by or on behalf of the State Government which are not creditable to the Consolidated Fund of the State. The State Government act as Bankers in receiving amount which they subsequently recover. Some are merely adjusting heads and all these transactions are cleared eventually by adjustment under final heads.

#### SEVEN TIER CLASSIFICATION

9. The New (Revised) Budget classification which came in to force in 1974-75 and further revised from 1-4-87 is given below:

(1) **SECTORAL CLASSIFICATION:** (Comprising sub-major head wherever necessary) to indicate the groups of various functions of the Government corresponding to the sectors of the Plan classification.

(2) MAJOR HEADS: (Comprising sub-major head wherever necessary) to indicate the functions of the Government such as agriculture, education, health etc. and to correspond to heads of development in Plan classification.

(3) SUB MAJOR HEAD: This indicates further clarifications of a Function or major head

(4) MINOR HEADS: To denote the various Plan and Non-Plan programmes under each function.

(5) GROUP SUB-HEAD: This indicates a Group of schemes.

(6) SUB-HEADS: To denote the schemes or organisations under each programme or minor head. These are bracketed in the Budget documents. To facilitate easy identification of certain common schemes, the State Government adopted standard code numbers to common sub-heads as in para 5.22.6 of the Budget Manual.

(7) DETAILED HEADS OF ACCOUNTS are standard objects of expenditure (including sub-detailed heads wherever necessary) such as salaries, travel expenses etc. are laid down in G.O.Ms.NO.304 Fin.& Plg. dated; 5-12-94 and Government Memo No.30136-4/917/Bu/A1/94 Fin & Plg Dt. 5-12-94.

10. The revenue receipts have three sectors viz. 'A' - Revenue; 'B' - Non - Tax Revenue and 'C' - Grants-in-aid and contributions.

10.1. The sectors relating to payments/expenditure are as follows:

10.1.1. GENERAL SERVICES: Include services which are indispensable to the existence of an organised state such as Police, Jails etc.

10.1.2. SOCIAL SERVICES: deals with programmes connected with the provision of basic social services to consumers, such as education, medical relief, housing, social security and welfare and services needed for community living such as public health, urban development, information and publicity.

10.1.3. ECONOMIC SERVICES: deal with programmes and activities in the fields of production and trade towards economic growth of the State/Nation.

10.2. All expenditure on a Function, Programme or Activity will be recorded under the appropriate major, minor or sub head for purposes of Planning & review.

#### CODIFICATION

11. A four digit numerical code has been assigned in the revised classification from 1-4-87. Two digit code for sub-major heads have been adopted. In respect of certain minor heads having a common nomenclature in various major heads as far as

possible, the same standard three digit code number is adopted. The coding pattern is that first digit in the Major Heads under Receipts Head is either 0 or 1 and the first digit of corresponding Revenue Expenditure Heads, Capital Heads and Loans and Advances are derived by adding the number 2 to the first digit in each of the major heads of account. The illustration is as follows:

Sl.No. Function	Major Head Code Number			
	Receipts Heads Revenue account	exp. Heads Revenue account	Exp. Heads Capital account	Loans & Advances account
1. Medical & Public health	0210	2210	4210	6210
2. Road Transport	1055	3055	5055	7055

11.1. Under the scheme of codification, the 'receipt major heads' are assigned the block of consecutive serial numbers 0020 to 1999 and 'expenditure major heads' on revenue account from 2110 to 3909. The only capital receipt major head has been assigned the code No. 4000. 'Expenditure major heads on capital accounts are assigned code numbers from 6010 to 6100. The 'major heads under loans & advances etc. are allotted code numbers 6101 to 7909. The only major head 'Contingency fund' under Part II has the Code No. 8000. The major heads in Part III Public Account are given code Numbers 8001 to 8999 both for receipts and payments.

#### DEPARTMENTAL BUDGET ESTIMATES

12. The Budget is based on the departmental estimates submitted by the heads of departments and certain other estimating officers and these departmental estimates are themselves based on the estimates submitted by the District officers of the departments.

12.1. Heads of Departments and other estimating officers should prepare their estimates in duplicate on the skeleton forms furnished by the Finance Department and send one copy direct to the Finance Department and the other to the Administrative Department of the Secretariat concerned. As laid down in Para 16.19.1 of the Budget Manual, all budget estimates should be submitted to the Administrative Departments of the Secretariat concerned with a copy to the Finance & plg. (Fin. wing) department not later than 1st October.

12.2. The Administrative Department should send the estimates with their comments so as to reach the Finance Department by 15th

12.3. The Accountant General will also forward the skeleton forms with the account figures of the previous budget year and the actuals for the first five months of the current financial year to the Finance Department in batches between 10th October and 31st October.

12.4. The form of departmental estimate, is given below in which columns, 3, 4 & 5 are expressed in thousands.

Minor Heads, sub-heads and Detailed heads of appropriation		Accounts for 1975-96 (nearest rupee)	
1		2	
Budget Estimates for the current year	Revised Estimates for the current year	Budget Estimates for the next year	
3	4	5	

12.5. An explanatory note to justify the provisions under each sub-head of account should be given covering the following:

(a) the objectives of the department or the scheme.

(b) the quantum of work done by the department, the physical targets achieved under the scheme during the previous year and the physical targets proposed to be achieved during the current year and the next year.

(c) the justification for various categories of posts and the number of posts in each category.

(d) relevance of the programme to the overall objective in the present context; and

(e) the consequence of its non-funding.

12.6. The provisions under the concerned detailed heads i.e. standard objects of expenditure, should be included keeping in view the guidelines indicated in Andhra Pradesh Budget Manual read with G.O.Ms. No. 304 Fin. & Plg. dt. 3-9-94 and Govt. Memo No. 30136-4/917/Bu/A1/94 Fin. & Plg. dt. 5-12-94.

12.7. The provision for Leave Travel Concession and other fringe benefits to employees, i.e. educational concessions etc. shall be included under "Salaries".

12.8. The estimates for contingent expenditure shown under "OSO office expenses" should be prepared with reference to the instructions laid down in para 16.16 of the A.P. Budget Manual.

12.9. Details of the items of contingent expenditure included, detailed reasons together with figures should be furnished along with the actuals for the past three years in respect of each item.

12.10. Proper attention must be paid while estimating water and electricity charges which should take into account pending arrear bills, the increase in tariff rate etc, and provision for the amounts that will become payable in the year.

12.11. Wherever arrears are included, detailed reasons together with figures should be furnished in the explanatory note.

12.12. Provision should be made in the Budget Estimates for the coming year for all sanctioned schemes but not for schemes of new expenditure which have been submitted to Government but not yet sanctioned.

12.13. Inclusion of Lumpsum provision in the estimates should be avoided.

12.14. Estimating officers should, in preparing the Budget Estimates make provision for contingent expenditure etc, on the basis of the lowest expenditure incurred in any of last three years. No increase in provision will be allowed except for special reasons.

12.15. Provision for the maintenance of office motor vehicles should be made under the sub-detailed head "057 maintenance of Motor Vehicles". Similarly the provision required for maintenance of functional vehicles like Ambulance Van etc. should be made under the sub-detailed head "212 Motor Vehicles- Maintenance of Functional Vehicles under the detailed head of account 210 Motor vehicles" under the respective sub-head of account. The payment required for payment of "hiring charges" should be made under the head "690 Hiring of Private vehicles".

12.16. The estimating officers should ensure that provisions are included in the Budget Estimates for all items of expenditure which can be foreseen and avoid obtaining supplementary grants during the course of the year. They should prepare the estimates very accurately and include schemes and the provision therefor which will definitely be spent during the year so as to avoid surrender of huge sums at the end of the year.

#### REVISED BUDGET ESTIMATES

13. The Revised Estimate for a year is an estimate of the probable receipts or disbursements under each head for that year framed in the course of the year with reference to the actual transactions recorded for the months of that year for which complete accounts have become available. The revised estimates are prima facie the best guide to the coming year's estimates. They would enable the Government to arrive at the appropriate closing balance for the current year which will become the

opening balance for the next year. It is therefore essential that revised estimates are prepared with great care and should be as close as possible to the actuals. There are 3 methods for the calculation of revised estimates under para 16.6 of the Budget Manual. One of the 3 methods which is considered to be most suitable for each particular case can be adopted. It should be noted that the revised estimates do not authorise any expenditure. If provision is made for additional expenditure in them it is necessary to apply separately for additional appropriation required. Similarly, a reduction in the provision of funds for the revised estimates does not obviate the necessity the formal surrender of any amount provided in the Budget Estimates.

#### NUMBER STATEMENT

14. According to para 16.20.1 of the A.P. Budget Manual, the Heads of Departments and the other Estimating officers are required to submit number statements to the Finance Department by 1st August, every year a statement giving particulars of posts in each permanent and temporary establishment (both gazetted and non-gazetted), the sanctioned monthly pay, the special pay if any, and the fixed allowances attached to posts or individuals that will be drawn on the 1st April, of the following year and number of officers at each rate of pay for whom provision will be made in the Departmental estimates. The provision required under "011 Pay of officers" "012 pay of Establishment" "030 Dearness Allowance" "013 'House Rent Allowance' and "014 other allowances shall be exhibited separately under the detailed head "010 Salaries." The provisions required for meeting the expenditure on educational concession, medical reimbursement charges etc. should be shown under the sub-detailed head "014 - and "030 Dearness Allowance. Other Allowances' and the L.T.C. shall be shown under separate sub-detailed head "017-Leave Travel Concession' under the detailed head 'salaries' and the details given separately for the each of the above items. The details of vacant posts and the period they are likely to be vacant should be indicated in the number statements. Copies of the Government sanctions in respect of all temporary establishments should be enclosed to the number statements and their references indicated in the statement where the particulars of staff are given. The number statements in respect of posts under Plan, Non-Plan and Grants-in-aid towards salaries shall be sent separately under respective sub-heads, major heads of accounts. All the Heads of Departments and other Estimating officers should furnish the number statements in the proforma-I and II prescribed by the Finance Department.

#### BUDGET ESTIMATES RELATING TO PLAN

15. The Heads of Departments and the Estimating officers should prepare Plan Budget separately and should not mix up or merge with Non-Plan provisions. The Departmental Clearance Committee, constituted in G.O.Ms.No. 26 Finance and Planning (Planning wing A.P.I) Department, dt. 8-5-85, is convened by the Administrative Department in Secretariate in respect of continuing plan schemes.

The Project and Programme Approval Committee, constituted in G.O.Ms.NO.29, Fin. and Planning (plg.wing A.P.-I) Department, dt. 4-6-1985, is convened by the Planning Department for new schemes included in the Plan. Proposals to the Departmental Clearance Committee/Project and Programme Approval Committee in the proformae prescribed by the Government (Annexure-I and II appended to Govt. U.O.Note No. 6217/planningA.P./94-1, Finance & Planning Department, dt, 1-4-91) should be furnished to the Administrative Department/Planning Department in 10 copies.

#### FINAL BUDGET

16. Finance Department will determine the final estimates, by about the end of January. Copies of the budget publication containing inter alia the "Annual Financial Statement" or "Budget" prepared by the Finance Department are sent to the secretary to the State Legislature for circulation to the members at the time of presentation of Budget by the Finance Minister on a day to be fixed by the Governor which will ordinarily be towards the end of February.

17. There are three stages in the preparation, presentation and obtaining of approval of legislature for the Budget.

17.1. FIRST STAGE: Under Article 202 of the Indian Constitution, a statement of estimated receipts and expenditure of the State for each financial year has to be laid before the Legislature. This statement is known as the "Annual Financial Statement" or "Budget". It shall show separately (a) the sums required to meet the expenditure charged on the Consolidated Fund of the State and (b) the sums required to meet other expenditure proposed to be made from the Consolidated Fund of the State. It shall distinguish expenditure on revenue account from the other expenditure.

17.2. SECOND STAGE: Under Article 203 of the Constitution, demand for grants indicating the service of administration (or Department) to which the demands relate, are presented to the legislature. These demands are discussed in the Legislative Assembly and voted.

17.3. THIRD STAGE: Under Article 204 of the Constitution, after the demands for grants are voted by the Assembly, an appropriation bill, with a schedule of grants made by the Assembly and the appropriations required to meet the expenditure charged on the Consolidated Fund, will then be introduced in the Legislative Assembly. After the bill is passed by the houses of the Legislature the appropriation Act will be submitted to the Governor for approval and this appropriation act, permits the chief controlling officers/subordinate Controlling officers/Drawing and Disbursing officers, to incur expenditure from the Consolidated Fund of the State for meeting the day today expenditure on public service.

## VOTE ON ACCOUNT

18. The above three stages are normally expected to be completed by 31st March. If any delay is anticipated in this regard, demands for advance grants in respect of the estimated expenditure for a part of the Budget year, maybe presented to the Legislative Assembly. Thereafter, the demands will be discussed, voted and finally passed as an appropriation Act in the manner laid down in Article 203 and 204 of the Constitution. This is called "Vote on Account". It permits the Government to spend money from the "Consolidated Fund of the State", for a portion of the financial year from 1st April, pending the passing of appropriation Bill for the whole year.

## BUDGET CONTROL AND DISTRIBUTION OF FUNDS TO DISTRICT OFFICES

19. The expenditure incurred during the year should be kept with in the provision authorized in the demands for grants and the Appropriation Act. There is a Chief Controlling Officer for every service or administrative department who will ensure control of expenditure with reference to details of expenditure reported by the Disbursing Officers in Form "B" every month. The figures of expenditure received from the disbursing officers are consolidated in form "O" by the Chief Controlling Officer.

19.1. The Treasuries in the Districts and the Pay and Accounts Officer, in the twin cities render compiled account of receipts and expenditure of the Government to the Accountant General, every month.

19.2. Computerisation of each month's Government accounts including those relating to Pay and Accounts Office, Hyderabad, is attempted from April, 1979. The purpose sought to be achieved by these computerised print-outs supplied by the Finance and Planning Department to the Chief Controlling Officers are; (a) reconciliation of receipts and expenditure treasury wise with District Departmental figures every month, (b) monitoring the progress of Plan and Non-Plan schemes with reference to State level expenditure figures (c) reallocation of budgetary resources in time and (d) reconciliation of departmental figures with the books of the Accountant General.

## RECONCILIATION OF DEPARTMENTAL FIGURES WITH THOSE BOOKED IN THE TREASURIES AND THE FIGURES BOOKED IN THE ACCOUNTANT GENERAL'S OFFICE

20. According to para 19 of the Budget Manual, every Chief Controlling officer should watch the progress of expenditure continuously and for this purpose, he should require the Disbursing Officers to report every month the figures of actual expenditure during the previous month and the liabilities incurred, but not yet paid. Each Disbursing officer should therefore maintain a register of disbursements and liabilities and as soon as a bill is encashed at the treasury, it should be posted in the appropriation columns of the register against the



District Treasury in which the payment is made. The Disbursing Officer and the Chief controlling Officer shall reconcile the figures of expenditure with those booked in the treasury by sending their clerks to the District treasury and this reconciliation work must be completed on or before 4th of each month for the expenditure incurred in the previous month. After the close of each month, every Disbursing Officer should, after such reconciliation with the treasury figures as prescribed by the chief controlling officer in consultation with the District Treasury Officer, forward to the Controlling officer immediately superior to him an extract of his account.

20.1. The Chief Controlling Officer should consolidate the totals of his own expenditure and that shown in the extracts from the registers of the subordinate controlling officers and he should send a clerk of his office to the Accountant General's office with the Departmental registers, quarterly on a date to be fixed to each department by the Accountant General. The clerk should, with the assistance of the Accountant General's staff compare the departmental figures with those recorded in the Accountant General's books. A statement of discrepancies shall be prepared in duplicate and analysed in two columns, one showing the adjustments to be made in Accountant General's books and the other showing the adjustments to be made by the Chief Controlling officer. One copy of the statement of discrepancies shall be handed over immediately to the Accountant General's office by reconciliation clerk for affecting the necessary adjustments and another copy will be taken by the clerk to his office where necessary adjustments should be effected in the departmental registers. The Chief controlling officer should then send a certificate to the Accountant General that this work has been done. Similarly the Accountant General's office make the necessary adjustments in his books and inform the clerk that the adjustments have been done. The Chief controlling officer should then send a certificate to the Accountant General stating that the figures in his registers have been reconciled with those in the books of the Accountant General. The Treasury shall prescribe a date on which each Drawing officer shall reconcile his figures of receipts and expenditure with those booked by the Treasury and accordingly the Drawing Officers shall reconcile monthly figures with the treasury or pay and accounts office. The treasuries and pay and accounts office shall maintain a register showing the dates on which the reconciliation was made by the officers and shall verify the correctness of the certificate furnished by the Drawing Officers along with the pay bills.

20.2. The chief controlling officer (i.e. Heads of departments) shall get the figures of receipts and expenditure for the entire state reconciled with those booked in the Accountant General's office on quarterly basis by following the procedure already prescribed and a certificate to that effect shall be furnished to the Pay and Accounts Officer. The Chief Controlling Officer shall furnish the Pay and Accounts Officer the designation of the officer/officers in his office entrusted

with the responsibility of reconciling the consolidated State-wide figures of receipts and expenditure with the Accountant General, head of account-wise.

20.3. The salary of the concerned officer who is responsible for reconciliation, shall not be allowed to be paid by the Pay & Accounts officer for the second month in the next quarter if a certificate of reconciliation with the Accountant General's figure is not furnished to the Pay and Accounts Officer i.e. if the officer fails to get the accounts reconciled for the quarter April to June by the end of August, the salary for the month of September shall not be allowed to be drawn by the Treasury or the Pay and accounts office, as the case may be.

21. In order to ensure that the expenditure is kept well within the Budget allotment and to avoid ways and means difficulties, Government introduced with effect from 1-8-1967 a system of control over expenditure with particular reference to the budget allotments.

#### THE BUDGET CONTROL PROCEDURE

21.1.1. Heads of Departments should prepare and send the distribution statements of funds direct to their subordinate officers and the Dist. Treasury officers with copies to the Director of Treasuries and Accounts. The Dist. Treasury officers should act on the basis of these statements without waiting for the authorisation from the Director of Treasuries and Accounts and admit expenditure for the first three months of financial year i.e. April, May and June.

21.1.2. In the mean time the Director of Treasuries and Accounts will scrutinise the statements and communicate them to the Treasury officers for admitting expenditure, before the end of June.

21.1.3. The expenditure for the entire year should however be regulated only on the basis of authorised statements communicated by the Director of Treasuries and Accounts and variations in the statements first communicated by the controlling officers directly as compared to the figures authorised by the Director of Treasuries and Accounts, should be reported for reconciliation to the Heads of Departments.

21.1.4. If the statements are not received before the end of June through the Director of Treasuries and Accounts, the Dist. Treasury Officers will not admit fresh expenditure in audit.

21.1.5. In respect of items which are exempt from Treasury Control, the Dist. Treasury Officers may continue to admit bills till the end of June even in the absence of distribution statements from the Chief Controlling officers.

21.1.6. In respect of departments having chief Accounts Officers, while communicating the distribution statements to the

Dist. Treasury it should be clarified by the concerned Heads of Departments that statements of distribution are issued with the concurrence of Director of Treasuries and Accounts only, quoting his reference number and date. A copy of this should be marked to Director of Treasuries and Accounts. The Dist. Treasury officers should not insist for a separate authorisation from the Director of Treasuries and Accounts and can admit the bills.

21.1.7. The chief controlling officers/Estimating officers have to incur expenditure under Plan and Non-Plan on Quarterly basis except where specific authorisation was given by the Finance Department for incurring expenditure otherwise.

#### SUPPLEMENTAL GRANTS

22. Unavoidable and unforeseen circumstances may, however, sometimes, arise in the course of a financial year, making it necessary to incur urgently fresh expenditure under one or more detailed heads or to incur expenditure on a new service, not contemplated in the original Budget Estimates. In such cases, savings in other appropriations by postponement or curtailment of less urgent expenditure, may be reappropriated except when it is on account of a 'New service'. If this is not possible a supplementary statement of expenditure should be presented to the Legislature as laid down in Article 205 of the Constitution. 15th February is fixed as the latest date for submission to Government by controlling officers of applications for surrender of savings in appropriations and for reappropriations and supplementary appropriations. 25th February is the date by which the Finance Department should receive the above proposals from the Administrative Departments concerned.

22.1. In the case of supplemental grants, it is not necessary to postpone the expenditure till the receipt of Appropriation Act. Bills can be presented at the Treasuries/Pay and Accounts Office, after obtaining the approval of the Director of Treasuries and Accounts by appending the certificate, if it is under the purview of Treasury control, that "The additional amounts included in the statements are those for which the supplementary estimates have been accepted by the Finance & Planning (Fin.wing) Department (Govt. Circular Memo No. 3511/d/20/W&HII/81 Fin. & Plg. and Govt. Memo No. 1589-B/25/W&H.I, Fin. & Plg)

#### NEW SERVICE

23. The revised monetary limits for treating the schemes to be introduced during the course of the year as "New Service/New Instrument of Service" are indicated in the Annexure to G.O.Ms.No. 265 Fin.(BG) Department dt. 18-5-1990. Expenditure on a 'New Service' not contemplated in the Budget Estimates for the year should not be incurred whether the expenditure is charged or voted and whether it can be met by reappropriation or not, until it is included in a supplementary statement of expenditure presented to the Legislature and eventually in an Appropriation

Act. If the expenditure can be met from the savings within the grant, wholly or in part, it will be sufficient, if a token sum of Rs.1,000/- or the balance actually required, as the case may be, is included in the supplementary statement of expenditure.

#### ADVANCES FROM CONTINGENCY FUND

23.1. Pending the authorisation of funds by the Legislature, an advance may be sanctioned by the Governor from the "A.P.Contingency Fund" to enable urgent expenditure being incurred on a "New Service or on an "existing service". Advance from the Contingency Fund do not lapse at the end of the financial year. Supplementary Estimates for recoupment of advances sanctioned from the Contingency Fund, should be to the Finance and Planning Department by the Administrative Department concerned.

#### REAPPROPRIATION OF FUNDS

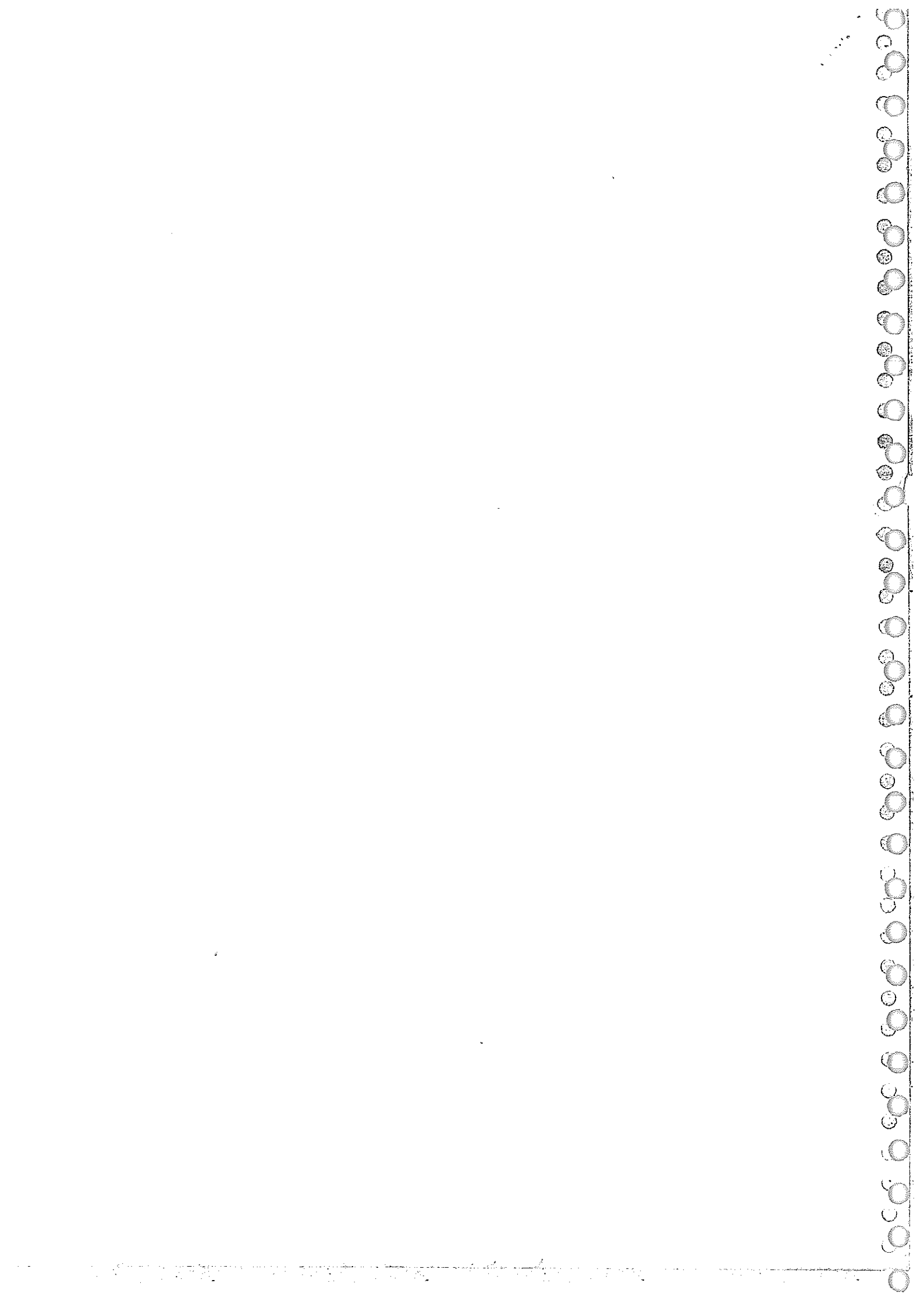
24. Reappropriation of funds as between different grants or between Revenue, capital and loans sections within the same grant or between the charged and voted sections of the said grant are not permissible. Reappropriation should not be sanctioned by Heads of Departments from Plan to Non-Plan expenditure and vice-versa.

24.1. As per Government circular memo no. 30573-D/427/Bu/A1/93-1 Fin,& Plg. dt. 17-9-93, any reappropriation of funds including reappropriation from one sub-detailed head to another within the same detailed head has to be sanctioned by the Finance and Planning Department of the Secretariat.

24.2. Reappropriation should invariably be in multiple of Rs.1000/-

25. The final appropriations and the actual expenditure in the year under each heads of appropriation within the several grants will be shown in the detailed "Appropriation Accounts" prepared by the Accountant General, after the close of financial year, together with the explanation reported to him by the controlling officers. Important variations and excesses or savings in the total final appropriation for each grant separately for voted and charged expenditure are brought out clearly in the appropriation accounts, which are submitted to the Legislature by the Accountant General. The Legislative Assembly investigates the variations with reference to the explanations given by the Chief controlling Officers. The Public Accounts Committee's recommendations are in a report presented to the Legislature.

26. The Legislature, thus, exercises a control over finance twice, once, before the approval of the Budget, again, after the expenditure figures are brought out by the Accountant General in the form of Appropriation Accounts.



**GOVERNMENT OF ANDHRA PRADESH  
DR.M.CHANNA REDDY INSTITUTE OF ADMINISTRATION**

**FINANCIAL CODE**

**INTRODUCTION**

1. The A.P.Financial code which is in two volumes deals with general provisions concerning financial administration of the Government. Aspects relating to various issues such as Revenue expenditure, Establishment charges, contingent charges, stores works, grants-in-aid, deposits losses, misc. expenditure, loans and advances, miscellaneous subjects etc., and the proforma of contracts and agreements, various registers etc., are dealt in the Vol.I. the Vol.II comprises appendices concerning the general provisions dealt in the volume prominent among these appendices are those which deal with delegation of financial powers on various administrative and financial matters. In all, there are 320 articles and 27 forms in vol. I and 27 appendices in the vol.II.

**GOVERNMENT TRANSACTIONS**

2. Government's financial transactions consist of receipts and disbursements. Then receipts comprise ordinary revenue derived from taxes, duties, fees, fines and similar items of current Government income and receipts of a deposit or banking nature including repayment of loans and advances. Government disbursements comprise expenditure out of ordinary revenues, capital expenditure and payment of banking nature including loans and advances and repayment of deposits(art. 1&2).

**RECEIPTS THEIR COLLECTION AND CHECK**

- 3.1 Every government servant who is responsible for the collection of any moneys due to the Government should ensure that:
  - (a) Demands are made at once as payments become due.
  - (b) Effective steps are taken to ensure the prompt realization of all amounts due.
  - (c) proper records are kept to account for all collections made
  - (d) The demand, collection and the balance are monitored frequently to ensure complete realization.

Irrecoverable dues are written off as per provisions contained in appendix 23 APFC Vol. II(Art.7-9)

- 3.2 Rents of Government buildings due from Government servants should be recovered from the Government servant concerned promptly in accordance with the instructions contained in art 14-21.
- 3.3 Where any government property or right is sold by public auction, adequate time should be given between the date of notification of the auction and the actual date. The government servant conducting the auction shall give adequate time before knocking down the bid in favour of the highest bidder and shall also obtain signatures of the successful bidder and two other bidders lower to the highest bid (art. 22-A)
- 3.4 **REFUNDS OF REVENUE:** Appendix 2, Vol. II deals with powers of various authorities regarding refunds of revenue. If it is a ex-gratia refund claim for refund, is entertainable upto a time limit of one year where notice has not been given. When notice is given the time limit is one year. Statutory refunds are governed by the law of limitations. As per G.O.Ms.No.94 Fin & Ptg dt. 27.3.86 original record should be traced and the fact of refund recorded in the departmental record and the counterfoil of the cash receipts. Original receipt issued to the payer should also be collected if possible and destroyed.

## EXPENDITURE

- 4.1 **GENERAL PRINCIPLES:** The following principles govern the incurring of expenditure from public funds. These are called standards of financial propriety.
- (a) The expenditure must have been sanctioned by a general or special order of the authority competent to sanction such expenditure
  - (b) Sufficient funds must have been provided for the expenditure in the appropriation act for the current financial year or by a reappropriation of funds sanctioned by a competent authority(Budget availability).
  - (c) The expenditure should not be prima facie more than the occasion demands. Every Government servant should exercise diligence and care while incurring expenditure (art.3&38).
- 4.2 It is the duty of every Government servant not merely to observe complete integrity in ofinancial matters but also to be constantly watchful to see that the best
- 4.3

possible value is obtained for all public funds spent by him or under his control and to guard scrupulously against every wasteful expenditure from public funds (Art.4).

4.4 All appropriations budget lapse at the close of the financial year. A government servant should not on any account reserve or appropriate by transfer to a deposit or any other head or draw from the treasure and keep in cash chest any portion of an appropriation i.e., Budget, remaining unspent during the year in order to prevent it from lapsing and use it for expenditure after the end of the year(Art. 39).

4.5 **SANCTIONS:** The powers of sanction of the subordinate authorities are laid down in APFC Vol.II.Appendix 7. In respect of consumer items and contingent expenditure, larger delegation of powers are vested on Heads of Departments, Dist.Collectors and other regional and district officers from time to time in G.O.(P) No.703 GA(ar&T) DEPT. DT. 4.12.78, G.O.Ms.No.215, F&Plg. Dt.14.7.83, G.O.Ms.No.102GAD dt. 24.2.86, G.O.Ms.No.317, F&P dt. 13.6.86, G.O.Ms.No.187, GAD dt. 24.8.87, G.O.Ms.No.496, GAD dt. 28.9.94 and G.O.Ms.No.389 GA (AR&T) dt. 4.9.96.

4.6 A sanction order should stipulate the authority under which it is accorded. Copies of sanction should be sent to A.G. over ink signature of a Gazetted officer(art.45).

4.7 Sanction of the Government or authority subordinate to the Government takes effect from the date of the order conveying the sanction unless otherwise stipulated in the sanction order under the rules on the subject(Art.49).

4.8 A sanction for a fresh charge lapses if it has not been acted on for a year unless it is specifically renewed. The period of one year is taken into consideration from the date of issue of the sanction which should be considered to have been acted upon, if payment is whole or in part has been made in pursuance of the sanction within 12 months from the date of issue. In cases where part payment has been made within the stipulated period, subsequent payment of balance may be made without a fresh expenditure sanction.

4.8.1 When there is a specific provision in a sanction for any fresh charge to the effect that the expenditure would be met from the budget provision of a specialized financial year such sanction will lapse on the expiry of the specified financial year and will not be operative for one year from the date of sanction(art.56).

4.9 **CONTRACTS:** Authorities specified in appendix 4 of APFC vol.I are authorized to enter into contracts on behalf of the Government. The standardized form of tender and contract in respect of stores is available in form No.9 appended to the APFC vol.II. Contracts in regard to which the Governments have not issued any definite rule and contracts containing unusual conditions should be made only after obtaining Government sanction(Art.51).



4.10 **ARREAR CLAIMS:** A drawing officer should obtain authorization of AG/PAO

4.11 In regard to claims which are not preferred within one year of their becoming due. However in regard to claims not exceeding Rs.500/- of each individual monthly claim

4.12 presented within 3 years of their becoming due can be drawn without the need for pre audit.

A.T.A. claim made after 3 months from the date on which the claim has fallen due should be refused. No claim for drawal of arrears of TA is admissible consequent on the fixation of pay in the revised pay scales etc. A leave travel concession bill, if preferred after one month of the completion of the journeys should be admitted only after imposing a 15% cut over the said claims.

The appointing authorities in respect of NGOs and the Heads of Departments in respect of Gazetted Officers are authorized to sanction arrears claims up to a period of 3 years. Arrear claims for periods exceeding three years are sanction by the Heads of Departments on adhoc basis vide G.O.Ms.No.161, F&Plg dt. 27.4.91. But in such cases two separate bills for period less than three years which requires pre audit and the other for the periods over and above three years which are sanctioned on adhoc basis by the Heads of Departments should be prepared vide GO Ms.No.161, F&Plg dt. 27.4.91.

4.13 **PAY ETC DUE TO DECEASED GOVERNMENT SERVANTS:** Pay, leave salary and other emoluments due to a Government servant are to be paid for the day of death irrespective of the hour of death. In respect of Gross amount of claim up to Rs.5,000/- payment to the person holding right and title may be ordered by the Head of the Office without the need of any legal authority. If the gross amount exceeds Rs.5,000/- orders of the Heads of the department should be obtained who will order the payment in accordance with the detailed procedure laid down in art.80.

4.14 **PAYMENT IN THE CASE OF EMPLOYEES WHOSE WHEREABOUTS ARE NOT KNOW**(art.81 read with GO Ms.No.241, F&P dt. 10.9.87 and GO Ms.No. 111 fin&Plg dt.22.4.88).

4.14.1 In the above case the family should obtain a report from concerned police station that the employee has not been traced. An indemnity bond from the nominee/dependent to the effect that all payment due to the employee, in case he appears on the scene and makes any claim should be obtained. All government dues should be recovered before effecting payment to the nominees.

4.14.2 **PENSION:** Family pension, DCRG applications are entertained only after one year of disappearance.

4.14.3 **GROUP INSURANCE:** Insurance cover claim is payable after 7 years of the following month of disappearance provided the claimant produces a proper and indisputable proof of death or a decree of the court that the employee is presumed dead.

**SAVINGS FUND** is payable after one year after following the procedure laid down under 4.11.1 above. However in respect of total insurance claims for a period of one year, full subscription at the rate applicable on the date of disappearance together with interest at the rates applicable to savings fund should be recovered from the savings fund amount payable after one year. For a further period of 6 years or till the month in which insurance cover is paid, whichever is later premium of insurance cover at Rs.3/- per month for every Rs.10,000/- along with interest should be recovered from the insurance cover payable after 7 years.

4.15 **TOUR ADVANCES** are sanctioned under art.84 by heads of offices to themselves as well as employees of their offices to defray tour expenses. The advances should be adjusted in full at once when the Government servant returns to headquarters or by 31<sup>st</sup> March whichever is earlier. Advances drawn in March may be adjusted before 30<sup>th</sup> April. No second advance should be sanctioned until the first has been fully adjusted. A register in form No. 23 APFC Vo.I should be maintained for the adjustments of Tour advances(art.84).

4.16 **DEDUCTION OF INCOME TAX:** Every Disbursing officer should make the appropriate deductions of income tax in accordance with the provisions of IT Act.(art.86).

4.17 **ATTACHMENT OF PAY AND ALLOWANCES BY CIVIL COURTS:** The maximum amount attachable by a civil court is calculated on the amount earned and not on what remains after satisfying debts due to the Government on account of advances taken under the rules. The emoluments excepting the compensatory allowances detailed in art.87 are attachable by courts of law.

### **CONTINGENT CHARGES**

5.1 Heads of offices have been empowered to incur or sanction expenditure on ordinary and recognized contingencies, subject to the condition that the expenditure should be non-recurring i.e., should not involve any commitment beyond a single payment unless the authority concerned has been fully

empowered to incur or sanction such recurring expenditure. Appendix 7&15 APFC Vol.II in particular deals with powers of various authorities in this regard.

5.2 **DELEGATION OF POWERS:** Head of offices may also delegate their powers to incur or sanction expenditure on contingencies to any gazetted government servant serving under him subject to any further conditions and restrictions which he may consider necessary.

5.3 Government have prescribed the powers of various Heads of Departments and subordinate authorities in the following Codes:

- (a) Financial code Vol.I in regard to loans and advances and temporary advances under contingencies.
- (b) Financial code Vol.II in regard to various aspects relating to refunds of revenue, entering into contracts, contingent expenditure, miscellaneous expenditure, write off of losses etc.
- (c) Departmental codes and manuals specifically for the officers of concerned departments.
- (d) Executive orders/delegation of powers are accorded in (a) GO (P)No. 703 GAD dt. 4.12.78, (b) GO Ms.No.102 GAD dt. 24.2.86 (c) G.O.Ms.No.490 GAD dt. 28.9.94 and (d) GO Ms.No.389 GA (AR&T) dt.4.9.96.
- (e) Executive orders conferring larger powers in regard to some specific departments are issued in GO Ms.No. 417 GAD dt. 5.8.86 etc.

5.4 Contingent charges are recorded in a special register maintained in each office as per provisions under art 103 FC vol.I Detailed classification of expenditure and the progressive totals against the budget allotted should be recorded in the contingent register as laid down in art.103.

5.5. **DRAWAL OF MONEYS RELATED TO CONTINGENT EXPENDITURE:**  
The moneys under contingencies are generally drawn from public account as follows:

5.5.1 **PERMANENT ADVANCE:** Each office is sanctioned the required amount of permanent advance by the Government. Revision of P.A. may also be sanctioned by the above authority. The P.A. is accounted for in a special register prescribed in GO Ms.no. 54 F&P dt. 14.2.79 appended to financial code vol.I and is meant for making initial payments in regard to items of expenditure which are absolutely essential to meet the expenses of an office (art.94). Permanent of bills at the Treasury/PAO(art106.).

5.5.2 **FULLY VOUCHERED BILLS:** In regard to transaction made on credit basis, the amounts required are drawn based on suppliers bills and advance stamped receipts. If these transactions come under countersigned contingencies, i.e. items specified for each department under appendix 8 APFC Vol.I controlling officer

should countersign before drawl. Otherwise these can be drawn by drawing officer, themselves.

- 5.5.3 **ABSTRACT CONTINGENT BILLS**(A.C bills) are drawn for the items of contingencies which require scrutiny and counter signature of the controlling officer after payment (art.102 and appendix 8 FC vol.II). The detailed contingent bills should be sent to controlling officer before the 10<sup>th</sup> of the succeeding month to which they relate. In respect of items of expenditure not already earmarked for drawl on A.C. bills under appendix B APFC vol.II, the Heads of departments may authorize drawls on A.C. bills for sums not exceeding Rs.4000/- on each occasion.

A.C. bills should not be drawn unless the detailed contingent bills for the A.C. bills drawn in the previous month are sent to the controlling officer and certificate to that effect is enclosed.

- 5.5.4 **TEMPORARY ADVANCE** (ART.99) may be drawn for meeting contingent expenditure of a specific fund by obtaining specific sanction of Government, standing sanction in respect of some of the departments are detailed in art.99. A second advance should not be drawn unless the detailed accounts for the earlier advance are submitted by Drawing officer to AG/PAO and certificate to that effect recorded in the bill.

#### **STORES:**

6. Stores include all articles and materials such as furniture, chemicals, scientific instruments, appliances stationery articles, Diet articles, material for construction of buildings, departmentally manufactured stores, tools and plant etc. (Art.122).

All stores should be purchased through the Director, Printing and Stationery excepting those which have been specifically exempted from his preview under article 123 such as perishables like fruits, food stuff, news papers etc. the items under rate contract finalized by Director of printing and stationery should be purchased from the earmarked firms. In cases of emergency, the Heads of Departments may purchase stores directly after obtaining approval of the stores purchasing committee in regard to other items as well.

Where stores are purchased directly the following criteria should be followed in regard to preference in the purchases.

- 6.1 First preference for stores manufactured in sister government department/workshops.
- 6.2 Second preference in respect of standard items to fully owned government undertakings and corporations in respect of standard items. These corporations need not participate in tenders. In respect of Non-standard items, the

- 6.3 undertakings also have to participate in the tenders, if any, called by the departments.
- 6.4 The items reserved for the SSI units should be exclusively purchased from them. The list can be had from Director of Industries. These units have also been exempted from the requirement of Lodging earnest money and security deposit for these specified items for which they have been enlisted.
- 6.5 The goods manufactured in jails should be had from them only. They include furniture, stitching of khaki uniforms, attenders liveries, ammunition boots for officials of police fire services and prison departments, phenyl, navar etc., These items can be purchased from outside only after obtaining 'No stock certificate' from the jail department.
- 6.6 Modern office equipment such as computers etc., should be purchased only through the A.P. Technology Services Ltd.
- 6.7 The cloth requirements of offices towards livery etc., should be purchased from the APCO. Like wise the woolen carpets should be purchased only from A.P.State Wool Industrial Co-operatives Leather goods should be purchased from LIDCAP.
- 6.8 Steel furniture should be purchased solely from APSSIDC, while wooden furniture should be purchased from the jail department, the Government centers like PWD workshops, Furniture Mill cum mechanical wood work shop, Sanathnagar etc., Industries training center, Hyd should be given next preference.
- 6.9 Stitching of uniform should be entrusted to physically handicapped co-op tailoring industries. Caning of chairs and manufacturing of garden chairs should be entrusted to physically handicapped co-op cane and weaving society.(GO Ms.no.467 Fin& Plg dt. 9.7.90, GO Ms.No.770 Ind and Commerce dt.8.11.90, GO Ms.No.717 plg dt.20.12.85, GO Ms.No.106 GAD dt. 27.2.86, GO Ms.No.594 GAD dt.22.11.86.
- 6.10 **TENDERS:** Articles 125 deals with purchases through tender systems.
- 6.11 **SINGLE TENDER SYSTEM:** to be adopted in regard to purchases of a small order which does not exceed Rs.1000 and Rs.2000 if more than one kind of article is ordered at one time and propriety items.
- 6.12 **LIMITED TENDER SYSTEM** should be adopted when the limits for the single tender system are exceeded and the estimated value of the order is less than Rs.5000/-. The open tender system should be followed in regard to purchase of

stores of a value of Rs.5000 and more. In regard to PWD, the limit applies to purchases of a value of Rs.10000 and above.

When open tenders are called circular communication should be sent to dealers of repute apart from wide publicity in News papers, trade bulletins etc. A time gap of atleast one month should be given between the date of notification of the tender and the last date for submission of tenders. If the lowest tender is passed over specific reasons therefore should be recorded(Art.125).

6.13 **STOCK ACCOUNTS:** Separate stock accounts should be maintained for expendables and non-expendables such as furniture, equipment etc.) Art.133.

6.13 **INSPECTION OF STORES:** Stores should be periodically inspected and action taken to regularize the short coming by recovery from concerned/write off etc.(art.139). The unserviceable articles should be identified and action taken for disposal and write off in the manner indicated in art.143 APFC vol.I.

### WORKS

7. When a Government building is occupied by more than one department, the Revenue Department, if it is one of the occupants and otherwise the department which occupies the major portion of the building will be termed as the department which uses or required the building(art.151).

No work may be started without a proper estimate. The powers delegated to various departmental authorities to sanction expenditure on works are specified in Annexure 12 APFC vol.II. The following are the methods of execution of works (art.163)

7.1 **THE DEPARTMENTAL METHOD:** Where the department itself engages the necessary daily labour and procure necessary materials. This method is adopted when no contractor is available or when it is considered economical.

7.2 **PIECE WORK METHOD:** the piece worker agrees to execute a work at specified rates without reference to quantity and this is adopted in regard to petty works.

7.3 **LUMPSUM METHOD:** the contractor agrees to execute a complete work with the specification for a lump sum payment.

7.4 **SCHEDULE CONTRACT METHOD:** the contractor agrees to execute a work at fixed rates and the amount paid to him depending upon the quantity of the work.

- 7.4 **AGREEMENT:** No work which is to be executed under a contract should be started until an agreement is executed with the contractor (art.160).
- 7.5 **MUSTER ROLL** should be maintained in the manner prescribed/stipulated under art.172 APFC for all departmental works. The attendance of the work charged establishment and casual workers should be taken in the muster roll.
- 7.6 **MEASUREMENT BOOK** is the original record of actual measurement of the works executed and should be written in the manner laid down under art.175 APFC vol.I. It must be preserved with great care since it may have to be produced as evidence in a court of law in the event of legal disputes in regard to works.
- 7.7 **ADMINISTRATIVE APPROVAL AND TECHNICAL SANCTION:** Administrative approval means the formal acceptance by an administrative department of a proposal that PWD (R&B) or the Electricity Department, should incur a specified amount of expenditure on a specified work. Technical sanction means the order of a competent authority sanctioning a properly detailed estimate of the cost of a work to be carried out by PWD/Electricity Dept. after the Administrative approval is obtained (art 185APFC vol.I). For execution of works other than by departmental method the tender system should be followed (Art.192).

### GRANTS IN AID

8. Art 211 deals with grants-in-aid. Every order sanctioning a grant should specify clearly the object for which it is given and the conditions, if any, attached to the grant. An utilization certificate should invariably be obtained for all grants and the checks envisaged under art.211 scrupulously exercised.

### DEPOSITS

Government receives moneys in connection with the transaction of public business termed as deposits which are repaid to the parties concerned by repayment or otherwise. Any department of Government may receive such deposits. A large number of these relate to revenue administration or the administration of justice. No amount should be credited under a deposit head if it can properly be credited to some other known head in Government account. The criteria under art.267 and 268 should be followed in accepting deposits. The detailed procedure in regard to credit and repayment of deposits are laid down in T.R. 10 and TR 16 of APTC code Vol.I. the departments should reconcile the balances under deposits with the Treasury/Bank every month.

## CARRIAGE OF CASH

9. The minimum precautions to be observed for safeguarding Government money i.e., the encashing of bills in remitting money from one office to another are stipulated in art.274-A. The staff members should be detailed for the purpose keeping in view the volume of cash involved.

## LOSSES

11. In the event of losses in cash and stores, the departments should follow the detailed procedure under art.294-302 of the code. Departmental action should be pursued to see that the losses are made good and where this is impossible to get waiver by write off under orders of competent authority. The modus operandi of the loss should be investigated thoroughly to know the defects in the system, if any, which resulted in the loss and to ensure necessary remedial measures.

Delegation of powers as accorded in GOMs.No.490 GAD dt. 28.9.94 are as follows:

Item of expenditure	Seckt dept HODs/Dis t.Colle.	Regional offices	Dist.off.(other than D.C.'S )unit off
1. Maintenance of Motor Vehicles			
a. Light vehicles	20,000	10,000	10,000
b. Heavy vehicles	40,000	20,000	10,000
2. Purchase of stationery	12,000	5,000	2,500
3. Purchase of Steel, wooden furniture	40,000	10,000	2,000
4. Repairs to furniture	6,000	1,000	1,000
5. Rent for office building	Upto the ceiling of Rs.16,000 p.m. to all officers according to plinth area values	2,000	1,000
6. Purchase of bulbs and lamps	6,000	1,000	500
7. Light refreshments	Rs.50 at a time not exceeding		



	Rs.600		
8. Books, maps and periodicals	Full powers	1,500	600 p.a.
9. Repairs to typewriters(p.a.)	Full powers	1,00	1,000
10. Condemnation of vehicles	Subject to P.W. Officer.	Technical Workshop	Scrutiny by Or area transport

S.No.	Item of expenditure	Collectors	D.Officers	Tahsildars/Mos
1.	Repairs to a. typewriters	Full powers	1,000	500
	b. Duplicators		1,000	1,000
2.	Organization of sports and games	10,000		
3.	Electrical installations a. For additional improvements alterations to each building apartment in the compound	20,000	1,000	1,000
	b. Improvements and alterations and new installations to new buildings	10,000	1,000	1,000
4.	Printing locally without referring to govt., press	20,000	5,000	1,000
5.	Visits of high personages	1,000 on each occasion subject to a ceiling of Rs.12,000	200 per occasion subject to a ceiling of Rs.2,500/-	200 per occasion subject to a ceiling of Rs.2,500/-
6.	Purchase of non-govt. publications relevant to law and Admn. Management	3,000		

(For circulation among the participants. Not to be quoted as authority)

# శాసన మండలిలో కమిటీల పాత్ర

**పార్లమెంటు** సభలలోను, రాష్ట్ర శాసనసభలలోను కమిటీ విధానం చాలా బాగా అభివృద్ధి చెందింది. కమిటీ విధానంలో గల ప్రయోజనాలు, వాటి సామర్థ్యతల దృష్ట్యా కమిటీలు పార్లమెంటరీ సంస్థలలో శాశ్వత స్థానాన్ని సంపాదించుకోవడమేగాక పార్లమెంటరీ సాంప్రదాయంలో అంతర్భాగంగా రూపొందాయి.

సంక్షేమ రాజ్యంలో ప్రభుత్వ కార్యకలాపాలు, కార్యక్రమాలు ఎన్నోరెట్లు పెరిగాయి. వివిధ రంగాలలో కార్యక్రమాలు అనుదినం వృద్ధిచెందుతున్నాయి. తత్ఫలితంగా శాసనసభ విర్వహించాల్సిన బాధ్యతలు, విధులు కూడా పెరిగాయి. సభా సమక్షానికి తీసుకొస్తున్న సమస్యలు, ప్రజాప్రాముఖ్యం గల విషయాలకు తోడుగా ప్రభుత్వం ప్రవేశపెట్టే బిల్లులు, బడ్జెట్, ఇతర విషయాల సంఖ్య కూడా పెరిగింది. శాసనసభ ఆయా విషయాలను గురించి క్షుణ్ణంగా పరిశీలించి నిర్ణయాలను ప్రకటించడానికి గాని, తగిన సూచనలను చేయటానికిగాని, సమయం దొరకటం లేదు.

ప్రభుత్వ కార్యక్రమాల విస్తరణ, పరిమాణం, క్లిష్టత ఎప్పుడూ లేనంతగా పెరిగినందున ప్రపంచంలోని శాసనసభలు, విధానాలను చర్చించటం, శాసనాలను చేయటం, వివిధ రంగాల పాలనా వ్యవహారాలలో కార్యనిర్వాహక శాఖ చర్యలను పర్యవేక్షించటం వంటి విధులను నిర్వహించటానికి తగినట్టి సాధన సంపత్తులు తమకు లేవని గమనించటం జరిగింది. వానాటికి పెరుగుతున్న తమ బాధ్యతలను సమర్థవంతంగా సకాలంలో నిర్వహించటానికివీలుగా పార్లమెంటు సభలు తమవల్ల పూర్తి విశ్వాసంగల సంస్థలను సహాని గుర్తించాయని కొలు అండేషన్ ధర్మ పార్లమెంటరీ కార్య విధానమనే నాల్గవ ముద్రణ ప్రకటనలో శ్రీ సుభాష్ సి. కాశ్యప్ పేర్కొన్నారు.

ఈ పరిస్థితుల్లో శాసనసభలైన విషయాలను గురించిగాని, బడ్జెట్కు సంబంధించిన వివరాలనుగాని కూలంకషంగా చర్చించటానికి శాసనసభకు సమయం సరిపోదు, సాధ్యపడదు.

1. సభా సభ్యులతో కూడిన కమిటీలకు ఆ కార్యక్రమాన్ని అప్పగించిన యెడల, సభా

## ఇ. సదాశివరెడ్డి \*

సమక్షానికి వచ్చే విషయాలను అతి శీఘ్రంగాను, సమర్థవంతంగాను, హెచ్చు స్థాయిలో నిర్వహించటానికి వీలుకల్గుతుంది. ప్రతి విషయాన్ని నిశితంగాను, క్షుణ్ణంగాను, పూర్తిగాను పరిశీలించి, సూచనలను చేయటానికి అవకాశం ఉంది. సాంకేతిక పరిజ్ఞానం నానాటికి పెరుగుతున్నందున, కొన్ని కొన్ని విషయాలను పరిశీలించటానికి సాంకేతిక నిపుణుల సలహా సంప్రదింపుల అవసరం ఏర్పడుతోంది. కమిటీ విధానంలో ఆటువంటి నిపుణుల సలహా సంప్రదింపులను వారి వారి అభిప్రాయాలను తెల్పుకోవటానికి అవకాశం ఉంది. ఈ సదుపాయం శాసన సభా సమావేశాలలో సభలో సభ్యులకు అందుబాటులో ఉండదు.

2. శాసన సభ ఆమోదించిన చట్టాలను గాని, ప్రభుత్వం చేపట్టే ప్రణాళికలను, కార్యక్రమాలను, వివిధ పథకాలనుగాని అమలు జరిపే బాధ్యత ప్రభుత్వ ఉద్యోగులపై ఉంది. ఉద్యోగులు పథకాలను, కార్యక్రమాలను రూపొందించి వాటిని అమలు జరపటంలో వారికి గల అనుభవాన్ని, నైపుణ్యాన్ని దృష్టిలో ఉంచుకొని కమిటీలు ఆయా విషయాలకు సంబంధించిన అన్ని వివరాలను వారి నుండి సేకరించటానికి తగిన అవకాశం కమిటీ విధానం వల్ల చేకూర్చుంది.

3. శాసనసభలో సభ్యులు ఏ విషయాలపైనైనా ప్రసంగాలు చేసేటప్పుడుగాని, సభా సమక్షానికి తెచ్చిన అంశాలపై చర్చలు జరిపేటప్పుడు గాని వాటికి సంబంధించిన కార్యకలాపాలలో పాల్గొనే సభ్యులు తమ తమ రాజకీయ పక్ష దృక్పథంతోనే ప్రసంగించటం జరుగుతుంది. అయితే కమిటీ స్థాయిలో సభ్యులు పార్టీ ప్రమేయం లేకుండా విషయ ప్రాధాన్యతపై వాటిని చర్చించి నిర్ణయించటం జరుగుతుంది. ఏ సభ్యుడైనా కమిటీలో ఎన్నిసార్లున్నా ప్రసంగం చేయవచ్చు. సభలో ఒకసారికి మించి ప్రసంగం చేయటానికి ఏ సభ్యునికి అవకాశం లభించదు.

4. కమిటీ స్థాయిలో విషయాలను చర్చించేటప్పుడుగాని, వాటిని గురించి నిర్ణయాలను తీసుకునేటప్పుడు గాని సభ్యులు

పట్టుదలకు పోకుండా విషయ ప్రాధాన్యతను బట్టి వ్యవహరిస్తారు.

ఈ ప్రయోజనాల దృష్ట్యా, పార్లమెంటరీ ప్రజాస్వామ్యంలో పార్లమెంటు సభలుగాని రాష్ట్ర శాసనసభలు గాని ఎంతటి కీష్టతరమైన విషయాన్నినా ఎక్కువ సమర్థతతో, అతి శీఘ్రంగా నిర్వహించగలరని చెప్పవచ్చు. ఆంధ్రప్రదేశ్ రాష్ట్ర శాసనసభలో కమిటీలు చాల సమర్థవంతంగాను, క్రమబద్ధంగాను తమతమ కార్యక్రమాలను నిర్వహిస్తున్నాయి. కమిటీ నియామకం, వాటి పదవీకాలం, అవి నిర్వహించాల్సిన బాధ్యతలు, విధులు, కమిటీల కార్యవిధానం మొదలైన విషయాలకు సంబంధించిన అన్ని అంశాలు ఆంధ్రప్రదేశ్ శాసనసభా కార్యక్రమ కార్యనిర్వహణ నియమావళిలోని ఆయా నిర్దేశాలలో పొందుపర్చిన విధంగాను, ఆయా సమయాల్లో సభాపతి జారీ చేయునట్టి ఆదేశాల ప్రకారం జరుగుతుంది.

శాసన సభలో ఉన్న కమిటీలను రెండు శ్రేణుల క్రింద వర్గీకరించవచ్చు. అవి.

1. స్థాయి కమిటీలు
2. తాత్కాలిక కమిటీలు

స్థాయి కమిటీలను సభా నియమావళిలోని నిర్దేశాలను బట్టి ప్రతి సంవత్సరంగానూ ఇతర విరామ సమయాల్లోగాని ఏర్పాటు చేస్తారు. అయితే తాత్కాలిక కమిటీలను ఆయా సమయాల్లో అవసరాన్ని బట్టి నిర్దిష్టమైన విషయాలపై గురించి విచారించి నివేదికను సమర్పించటానికి నియమిస్తారు. శాసనసభ ఆమోదించిన ప్రతి పాదనపైగాని, సభాపతి గాని తాత్కాలిక కమిటీలను నియమిస్తారు. తాత్కాలిక కమిటీలు రెండు రకాలు.

1. నిర్దిష్టమైన విషయాలను పరిశీలించి, నివేదికను సమర్పించే నిమిత్తం సభ లేక సభాపతి నియమించు కమిటీలు.

2. శాసనసభకు సలహాలను ఇచ్చేందుకు నియమించే కమిటీలు. ఉదాహరణకు బిల్లులపై సలహా కమిటీలు. ఈ కమిటీల కార్యక్రమాలను నిర్వహణకు సంబంధించిన నిర్దేశాలు శాసనసభ నియమావళిలో పొందుపర్చటం జరిగింది.

### కమిటీ నియామకం

కమిటీ సభ్యులను శాసనసభ ప్రతిపాదన చేసిన మీదట నియమించవచ్చును లేదా ఎంపిక చేయవచ్చును లేదా సభాపతి నియమించవచ్చును.

బిల్లులపై నియమించు సెలక్టు కమిటీల విషయంలో సభలో ప్రతిపాదన చేయగా దానిని సభ ఆమోదించటం ద్వారా సెలక్టు కమిటీ నియామకం జరుగుతుంది. ఆ కమిటీలో పనిచేయు సభ్యుల పేర్లు ఆ ప్రతిపాదనలో పేర్కొనటం జరుగుతుంది. కమిటీ అనుసరించాల్సిన ఇతర విషయాలను కూడా ప్రతిపాదనలో పొందుపర్చవచ్చు. ఆర్థిక సంబంధమైన కమిటీల సభ్యులను ప్రతి సంవత్సరం శాసనసభ సభ్యులు ఎన్నుకొంటారు. శాసనసభ నియమావళిలో పొందుపర్చిన నిర్దేశాలకు అనుగుణంగా శాసనసభ స్థాయి కమిటీల సభ్యులను సభాపతి నియమిస్తారు.

### పదవీ కాలం

సభాపతి నియమించే సభాకమిటీ ఆయన నిర్దిష్టపరచిన కాలం లేక కొత్త కమిటీ నియామకం వరకు పదవిలో ఉంటుంది. సభాపతి నియమావళిని బట్టి నియమించే ఇతర కమిటీలు ఒక సంవత్సర కాలానికి మించకుండా పదవిలో ఉంటాయి. సభాపతి నియమించే కార్యక్రమ సలహా కమిటీ (బి.ఎ.సి.) ఆయన దానిని పునఃనియామకం చేసేవరకు పదవిలో కొనసాగుతుంది.

ఆర్థిక సంబంధమైన కమిటీలను సభ రాసున్న సంవత్సరానికి ఎంపిక చేస్తుంది. ఈ కమిటీలకు ఎన్నికలను ఆర్థిక సంవత్సరం పూర్తికాక పూర్వమే జరుపుతారు.

### కమిటీ అధ్యక్షుడు

సభాపతి కమిటీ సభ్యులలో ఒకరిని కమిటీ అధ్యక్షుడుగా నియమిస్తారు. ఉపసభాపతి కమిటీ సభ్యులలో సభ్యుడుగా ఉన్న యెడల, ఆయనను ఆ కమిటీ అధ్యక్షుడుగా నియమిస్తారు. ఏ కారణం చేతనైనా అధ్యక్షుడు తన విధులను నిర్వహించలేకున్న యెడల, సభాపతి ఆయన స్థానంలో వేరొక సభ్యుని అధ్యక్షునిగా నియమిస్తారు. అధ్యక్షుడు ఏ రోజు సమావేశానికైనా హాజరు కాని సందర్భంలో, కమిటీ ఆనాటి సమావేశానికి అధ్యక్షత వహించేందుకు వేరొక సభ్యుని ఎంపిక చేయవచ్చు.

### కోరం

కమిటీ సమావేశం సక్రమంగా ఉండటానికి ఆ కమిటీ మొత్తం సభ్యుల్లో మూడవ వంతు సభ్యులు సమావేశంలో హాజరై ఉండాలి. దీనినే కోరం అంటారు. కమిటీ సమావేశానికి నిర్ణయించిన సమయంలోగాని, సమావేశంలో ఏ సమయంలోనైనాగాని కోరం లేనప్పుడు కమిటీ అధ్యక్షుడు కోరం వచ్చే వరకు ఆ సమావేశాన్ని తాత్కాలికంగా ఆపి వేయవచ్చు లేదా రాసున్న కాలంలో నిర్దిష్టమైన రోజుకు కమిటీ సమావేశాన్ని వాయిదా వేయవచ్చు. సభ నియమించిన కమిటీ విషయంలో ఆ కమిటీ సమావేశాలు ఆ విధంగా కోరం లేకుండా రెండుసార్లు వాయిదా పడిన యెడల, ఆ కమిటీ అధ్యక్షుడు ఆ విషయాన్ని సభకు నివేదించాలి. సభాపతి నియమించిన కమిటీ విషయంలో ఆ కమిటీ అధ్యక్షుడు ఆ విషయాన్ని సభాపతికి నివేదించాలి.

### కమిటీ సమావేశాలు

కమిటీ అధ్యక్షుడు నిర్ణయించిన తేదీన సమయాన కమిటీ సమావేశాలు జరుగుతాయి. కమిటీ అధ్యక్షుడు వెంటనే అందుబాటులో లేని సమయంలో కమిటీ సమావేశపు సమయాన్ని తేదీని కార్యదర్శి నిర్ణయించవచ్చు. శాసనసభ సమావేశం జరుగుతున్న సమయంలో కమిటీ సమావేశం కావచ్చు. అయితే సభలో డివిజన్ బేల్ ప్రాగిస్తప్పుడు కమిటీ సభ్యులు సభలో ఓటింగులో పాల్గొనటానికి వీలుగా కమిటీ కార్య కలాపాలను అధ్యక్షుడు నిలుపుదేయాలి. కమిటీ తన సమావేశాలను గుప్తంగా నిర్వహిస్తుంది. సాధారణంగా కమిటీ శాసనసభ ప్రాంగణంలో సమావేశాలను జరుపుతుంది. కమిటీ సభాపతి అనుమతితో ఏ ప్రదేశంలోనైనా తన సమావేశాలను జరుపవచ్చు. కమిటీ కొన్నికొన్ని అంశాలను, విషయాలను పరిశీలించే విమత్రం, సవివర పరిశీలన అవసరమని తాను భావించిన యెడల, కమిటీ స్వయంగా ఆ ప్రదేశానికి వెళ్ళి పరిశీలించవచ్చు. కమిటీ ఆ విధంగా ఆయా ప్రదేశాలకు వెళ్ళటానికి సభాపతి అనుమతిస్తారు. కమిటీ పర్యావలోచన జరుగుతున్నప్పుడు కమిటీ సభ్యులు, శాసనసభ సిబ్బంది కాక మిగిలిన వారందరు సమావేశస్థలాన్ని వదలి వెళ్ళవలసి ఉంటుంది.

### కమిటీలో ఓటింగ్

కమిటీ సమావేశంలో పరిశీలనకు వచ్చిన విషయాలన్నింటిని ఆ సమావేశంలో ఉండి ఓటు

చేసిన మొత్తం సభ్యులలో అధిక సంఖ్యాకు మద్దతును బట్టి నిర్ణయిస్తారు. ఏ విషయంలోనైనా ఓట్లు సమానంగా వచ్చిన సందర్భంలో, కమిటీ అధ్యక్షుడు లేక ఆ సమావేశానికి అధ్యక్షత వహించిన సభ్యుడు రెండవ లేక నిర్ణయకవు ఓటును వినియోగిస్తారు.

### కమిటీ సభ్యుని తొలగించు

ఏ సభ్యుడైనా కమిటీ అధ్యక్షుని అనుమతి లేకుండా రెండు లేక అంతకు మించి వరుసగా కమిటీ మీటింగులకు హాజరు కాని యెడల, ఆ సభ్యుడు సభచే ఎంపికైన లేక నియమింపబడిన సభ్యుడైనచో, అట్టి సభ్యుని కమిటీ సభ్యుడుగా తొలగించాలని అధ్యక్షుడు సభలో ప్రతిపాదనను చేయవచ్చు. అట్టి సభ్యుడు సభాపతిచే నియమింపబడిన యెడల, కమిటీ అధ్యక్షుడు ఆ విషయాన్ని గురించి తనకు నివేదించిన మీదట, సభాపతి ఆసభ్యుని కమిటీ నుంచి తొలగించవచ్చు.

### కమిటీ అధికారాలు

శాసనసభ కమిటీ అధికారాలను గురించి రాజ్యాంగంలోను, సభా నియమావళిలోను, ఆయా సమయాల్లో సభాపతి జారీ చేసిన ఆదేశాలలోను పొందుపర్చటం జరిగింది. కమిటీ పరిశీలనకు గాను వచ్చిన ఏదేని విషయంలో సవివరమైన అధ్యయనంగాని, పరిశీలనగాని అవసరమైనప్పుడు కమిటీ ఒకటి లేక అంతకు మించిన సంఖ్యలో సబ్-కమిటీలను నియమించవచ్చు. ఆ విధంగా ఏర్పడిన సబ్-కమిటీలకు పూర్తి కమిటీకి ఉండే అధికారాలే ఉంటాయి.

సభాకమిటీల విధానపరమైన విషయాలను గురించి విచారణ లేక పరిశీలనలను జరుపవు. సభ ఆమోదించిన విధానాలను అమలు జరిపే విషయంతో వాటికి సంబంధంలేదు. ఆ విధానాలను అమలు జరిపే బాధ్యత ప్రభుత్వ అధికారులపై ఉంటుంది. కనుక అధికార్లు కమిటీల సమక్షంలో హాజరవుతారు. మంత్రులను కమిటీ ముందు హాజరు కమ్మని అడుగరు. కమిటీ పరిశీలనలో ఉన్న అంచనాలు లేక లెక్కలను సంబంధించి సాక్ష్యం ఇవ్వమని గాని, సంబంధించి లకు గాని కమిటీ ముందు హాజరు కాలాని మంత్రుని కోరరాదని నియమాన్ని నిర్ణయంగా పేర్కొంటు పార్లమెంటు ఉభయసభల, రాష్ట్రంలోని శాసన సభల కార్యవిధాన కార్యక్రమ నిర్వహణ నియమావళిలో నిర్దేశాలను పొందుపర్చారు. మంత్రులతో కమిటీ పరిశీలనలో ఉన్నచో అట్టి

శాఖకు సంబంధించి :

(ఎ) మంత్రిత్వ శాఖ పేర్కొన్న విధానం తో కమిటీ పూర్తిగా ఏకీకరించనియే విషయానైనా.  
(బి) కమిటీ తన నివేదికలో సొండు పర్వటానికి గవ్వనడని రహస్య. గుప్తస్వభావం గల ఏ విషయానైనా.

మంత్రి దృష్టికి తెచ్చేందుకు కమిటీ అధ్యక్షుడు అట్టి మంత్రిని స్వయంగా సంప్రదించ వచ్చు లేక లేఖ ద్వారా ఆ విషయాన్ని ఆయనకు తెలిపేటట్లు చేయవచ్చు.

సాక్ష్యం తీసుకోటానికి, పత్రాలను రప్పించటానికి కమిటీకి గల అధికారాలు :

కమిటీకి సాక్ష్యం తీసుకునే అధికారం ఉంది. కమిటీ అవసరమని తలచినప్పుడు సాక్షికి సమసులు పంపవచ్చు లేదా పత్రాలను రప్పించు కోవచ్చు. కార్యదర్శిసంతకం చేసిన ఉత్తరువు ద్వారా సాక్షిని పిలుపిస్తారు. సాక్షి కమిటీ ఉపయోగార్థం కమిటీ కోరిన పత్రాలను దాఖలు చేయాలి. కమిటీ సమక్షంలో ఇచ్చిన ఏ సాక్ష్యాలైనా రహస్యంగా లేక గుప్తంగా పరిగణించే అధికారం కమిటీకి ఉంది. కమిటీ తన సమక్షంలో విచారించే సాక్షి చేత ప్రమాణం లేక ప్రతిజ్ఞను చేయించే అధికారం ఉంది.

సాక్షిని పరిక్షించే అధికారం.

కమిటీ తన సమక్షంలో సాక్షిని పరిక్షించే నిమిత్తం కార్యవిధానాన్ని అనుసరించాలి. కమిటీ తన సమక్షానికి పరిక్షిత సాక్షిని పిలిచే ముందు తాము అనుసరించు విధానాన్ని, అడిగే ప్రశ్నల స్వభావాన్ని నిర్ణయించుకోవాలి. కమిటీ పరిశీలనలో ఉన్న విషయానికి సంబంధించి లేక ఆ విషయంతో సంబంధం గల ఏవేని విషయాలకు సంబంధించి కమిటీ అధ్యక్షుడు తాను ఉచితమను కొన్నిట్టి ప్రశ్నలను సాక్షిని ముందుగా అడగాలి. తర్వాత అధ్యక్షుడు కమిటీ సభ్యులను ఒకరి తర్వాత ఒకరిని ప్రశ్నించమని అడగాలి. కమిటీ పరిశీలనా సమయంలో కమిటీ వారు అడుగునట్టి విషయాలను, ఇంకను ఏవేని ప్రధానమైన సమస్యలున్నాయని సాక్షి బానించిన యెడల అతను అట్టి విషయాలను కమిటీవారికి తెలియజేయ అనిపించిన అధ్యక్షుడు సాక్షిని అడుగవచ్చు. సాక్షిని క్షణం ఇవ్వమని పిలిచినప్పుడు కమిటీ యథాతథ కార్యకలాపముల రికార్డును సచివాలయం వారు చేసి దానిని బ్రహ్మచారి. కమిటీ అధ్యక్షుని చేత శాసనసభ సాక్షి కమిటీ ముందు యిచ్చిన

సాక్ష్యపు ప్రతులను కమిటీ సభ్యులకు అందజేయు వచ్చు. మొత్తం సాక్ష్యంనుగాని, దానిలోని ఏభాగా నైనా గాని, దాని భావాన్నిగాని సభా సమక్షమందు ఉంచమని ఆదేశించటానికి కమిటీకి అధికారం ఉంది. సభాసమక్షమందు ఉంచని సాక్ష్యంలో ఏ భాగాన్నైనరయ నా గాని, మౌఖిక లేక లిఖిత పూర్వకమైన సాక్ష్యంలో దేనినైనాగాని, కమిటీనివేదిక లేక కార్యకలాపాల నివేదికనైనాగాని సభాపతి అనుమతి లేకుండా ఏ వ్యక్తి పరిశీలనకు అను మతించరాదు. సభాసమక్షంలో ఉంచని సాక్ష్యం, నివేదిక, కార్యకలాపాల నివేదికలను గుప్తంగా ఉంచాలి. సాక్షి కమిటీ సమక్షంలో ఇచ్చిన సాక్ష్యాన్ని సభా సమక్షంలో ఉంచేవరకు కమిటీ సభ్యులుగాని, ఇతరులుగాని, వెల్లడి చేయరాదు లేక ప్రచురించ రాదు. అయితే సభాపతి, అట్టి సాక్ష్యాన్ని సభా సమక్షంలో ఉంచే ముందు, అట్టి సాక్ష్యాన్ని గుప్తంగా ఉంచాలని సూచిస్తూ దానిని సభ్యులకు అందజేయ మని ఆదేశించవచ్చు.

కమిటీ నివేదిక

కమిటీ తమ నివేదికను సభకు సమర్పించ టానికి ముందు యుక్తమని బానించిన యెడల, అందలి పూర్తియైన యేవేని భాగాలను ప్రభుత్వానికి అందజేయవచ్చు. అయితే ఆ నివేదికను సభకు సమర్పించే వరకు అట్టి నివేదిక లేక అందలి భాగాలను వారు గుప్తంగా ఉంచాలి. వెల్లడిచేయ రాదు. కమిటీ అధ్యక్షుడుగాని, ఆయన హాజరు కానప్పుడు కమిటీ సభ్యులలో ఎవరైనాగాని కమిటీ నివేదికను సభకు సమర్పించాలి. ఆయన నివేదికను సమర్పిస్తున్నప్పుడు విషయాన్ని మాత్రం ప్రకటిస్తాడు. ఆ సమయంలో సభలో ఏ చర్య జరుగదు.

కమిటీ వారు చేసిన సిఫార్సులు సూచన ప్రాయమైనవి. ప్రభుత్వం వాటికి బద్ధులై ఉండదు. కమిటీ తాను చేసిన సిఫార్సులను అమలు జరపాలని, ఆ విధంగా అమలు జరిపిన వివరాలను కమిటీకి అందచేయాలని కోరుతున్నా ఉంటుంది. అయితే ఆవిధంగా కోరిన మీదట అందిన జవాబు ను పురస్కరించుకుని ఆ విషయాన్ని ముగిస్తారు. కమిటీ చివరకు ఆ విషయాలకు సంబంధించి తమ తుది నివేదికను సభకు సమర్పించి దానిని సభకు వదలి వేయటం జరుగుతుంది.

ఆంధ్రప్రదేశ్ శాసన సభలో ఉన్న 16 కమిటీలను ఈ క్రింది విధంగా వర్గీకరించవచ్చు.

సభా కార్యక్రమాలతో సంబంధమున్న కమిటీలు

1. కార్యక్రమ సలహా కమిటీ (బి.ఎ.సి.)

2. రూట్టు కమిటీ.

విచారణ జరుపు కమిటీలు

3. ప్రిసిలేజన్ కమిటీ

4. అర్బీల కమిటీ

పరిశీలనా కమిటీలు

5. ప్రభుత్వ హామీల కమిటీ

6. సబార్డినేట్ లెజిస్లేషన్ కమిటీ

సంక్షేమ కమిటీలు

7. అనుసూచిత జాతుల సంక్షేమ కమిటీ

8. అనుసూచిత వర్గాల సంక్షేమ కమిటీ

9. వెనుకబడిన తరగతుల సంక్షేమ కమిటీ

10. స్త్రీ శిశు సంక్షేమ కమిటీ

సభ్యుల సదుపాయాలకు సంబంధించిన కమిటీలు

11. ఎమినిటీస్ కమిటీ

12. జనరల్ పర్సనల్ కమిటీ

13. గ్రంథాలయ కమిటీ

ఆర్థిక కమిటీలు

14. ప్రభుత్వ లెక్కల కమిటీ

15. అంచనాల కమిటీ

16. ప్రభుత్వ సంస్థల కమిటీ

కార్యక్రమ సలహా కమిటీ

కార్యక్రమ సలహా కమిటీల సభానాయకులు, సభాపతితో కలసి పదకొండు మందికి మించని సభ్యులు ఉంటారు. సభాపతి కమిటీకి అధ్యక్షులుగా ఉంటారు. శాసనసభకు సాధారణ ఎన్నికలు జరిగిన తర్వాత సభాకర్తగా ప్రారంభమైన సమయం ముందు, ఆ తర్వాత ఆయా సమయాల్లోను సభాపతి కమిటీని నియమిస్తారు.

ప్రభుత్వ బిల్లులు, ఇతర కార్యక్రమాలకు సంబంధించి చర్యలు జరపటానికి కమిటీ సమయాన్ని కేటాయిస్తూ సిఫారసు చేస్తుంది. సభానాయకులు, లేక ఆయన లేని సందర్భంలో ఆయన అనుమతించిన మరొకరు కమిటీ సిఫార్సుల నివేదికను సభా సమక్షంలో ఉంచుతారు. బిల్లు లేక ఇతర కార్యక్రమాలకు సంబంధించి ఆ నివేదికలో సూచించిన సమయాన్ని బట్టి ఆయా దశలను పూర్తి చేయటానికి సభాపతి వాటికి సంబంధించి నిలిచి ఉన్న విషయాలను అన్వీక్షిస్తూ పరిష్కరించటానికి ప్రతి విషయాన్ని సభాధిప్రాయ నికై ఓటుకు పెడతారు.

రూల్స్ కమిటీ

సభాపతి రూపుక కమిటీని నియమిస్తారు. ఈ కమిటీలో సభాపతిలో సహా 15 మంది సభ్యులు ఉంటారు. సభాపతి ఈ కమిటీకి అధ్యక్షులుగా ఉంటారు. ఈ కమిటీ శాసనసభలో జరుగు కార్యక్రమ నిర్వహణ, కార్య నిధానాలకు సంబంధించిన విషయాలను పరిశీలించి వారు అవసరమని భావించిన సవరణలను, కొత్త నియమాలను సిఫారసు చేస్తారు. కమిటీ సిఫారసులను సభా సమక్షంలో ఉంచుతారు. సభా సమక్షమందు ఉంచిన సిఫారసులకు సభా సభ్యులలో ఎవరైనా ఏడు రోజుల లోపల సవరణలను ప్రతిపాదించవచ్చు. ఆ విధంగా ఇచ్చిన సవరణ నోటీసు కమిటీకి పరిశీలనార్థం సంపెనట్లు భావిస్తారు. సభ్యులు సూచించిన సవరణలను కమిటీ పరిశీలించిన మీదట వారు రూపొందించిన వివేదికను సభా సమక్షంలో ఉంచుతారు. కమిటీ సభ్యులలో ఒకరు కమిటీ సిఫారసులను ఆమోదించాలన్న ప్రతిపాదనను చేయగా సభ దానికి ఆమోదం తెల్పుతుంది. సభ ఆమోదించిన విధంగా నియమావళికి చేసిన సవరణలను బులిటెనులో ప్రచురిస్తారు. ఆ విధంగా సభ్యులు సవరణ నోటీసులను ఏడు రోజులలో ఇవ్వని యెడల, కమిటీ సిఫారసులను సభామోదించినట్లు ప్రకటిస్తారు. ఆ ఏడు రోజుల గడువు పూర్తియైన మీదట, కమిటీ నిబంధనలకు చేసిన సవరణల మామూలు సభాపతి బులిటెన్లో ప్రచురింపవేస్తారు. అనన్తర నిర్ణయపర్చుచితో, బులిటెన్లో సవరణలు ప్రచురించిన మీదట అవి అమలులోకి వస్తాయి.

પ્રિવિલેજેન્સ કમિટી

శాసన సభ ఆరంభంలోనులేదా సభ్యుని బట్టి ఆయా సమయాల్లో సభాపతి నిలేజేసి కమిటీని నియమిస్తారు. ఈ కమిటీలో మందికి మించకుండా సభ్యులుంటారు. ఈ పటితన పరిశీలనార్థం పంపిన ప్రతి నిషయాన్ని శీలించి ఆ నిషయాలలో ప్రిసిలేజేక్టి భంగం ఉదా అని, భంగం కల్గినయెడల ఏవిధంగా లేజేక్టి భంగం కలిందని, అట్టి దానికి దారితీసిన

పరిస్థితులను గూర్చి సవివరంగా పరిశీలించి తాము ఉచితముని బానించిన సిపాల్కులను చేస్తారు. ప్రెసిలేజెన్ కమిటీ తను నివేదికలో సూచించిన సిపాల్కుల నమలు పర్యవసన కార్య నిరాచాన్ని కూడా సూచించవచ్చు.

కమిటీ అధ్యక్షుడుగాని, ఆయన లేని సందర్భంలో కమిటీ సభ్యులలో నెవరైనా ఆ నివేదికను సభకు సమర్పిస్తారు. అనిధంగా నివేదికను సభకు సమర్పించిన తర్వాత అధ్యక్షుడు లేక ఏ సభ్యుడైనా ఆ నివేదికను పరిశీలనలోకి తీసుకోవాలని ప్రతిపాదనను చేయవచ్చు. అంతట సభాపతి ఆ విషయాన్ని సభాభిప్రాయానికై ఓటుకు పెడ్తారు. సభాపతి ఆ విషయాన్ని సభ చర్చించటం అవసరమని భావించిన యెడల, ఆయన దానిపై చర్చను అనుమతిస్తారు. ఆ చర్చ అర్థగంభీ కావాలనికే మించకుండా ఉంటుంది. నివేదికను పరిశీలించాలన్న ప్రతిపాదనను సభ ఆమోదించిన మీదట 'కమిటీ నివేదికలో' పొందుపర్చిన సిఫారసులను సభ అంగీకరిస్తున్నది లేదా నిరాకరిస్తున్నది లేక సవరణలతో అంగీకరిస్తున్నది' అని కమిటీ అధ్యక్షుడుగాని కమిటీ సభ్యులలో ఏ సభ్యుడైనా గాని, లేదా ఏ ఇతర సభ్యుడైనా గాని ప్రతిపాదించవచ్చు. ఆ ప్రతిపాదనను సభ ఆమోదించిన మీదట, ఆ నివేదికలోని సిఫారసుల అమలుకు చర్య తీసుకోటం జరుగుతుంది.

ಅಸ್ಥಿರ ಕಮಿಟಿ :

అర్జుల కమిటీలో ఏడు మందికి తక్కువ కాకుండా సభ్యులుంటారు. ఈ కమిటీలో ఉప సభాపతి కూడా ఉంటారు. ఉపసభాపతి కమిటీ అధ్యక్షులుగా వ్యవహరిస్తారు. కమిటీ, పరిశీలనకై నంపిన ప్రతి అర్జీని పరిశీలిస్తుంది. అర్జీ నియమనిబంధనలకు అనుగుణ్యంగా ఉన్నయెడల, కమిటీ, ఆ అర్జీ ప్రశ్నలను సభ్యులందరికీ అందజేయమని ఆదేశించవచ్చు. ఆ అర్జీలోపేర్కొన్న నిర్దిష్టమైన అభియోగాన్ని పరిశీలించిన మీదట కమిటీ దానికి సంబంధించిన సాక్ష్యాన్ని తీసుకొని నివేదికను తయారుచేస్తారు. కమిటీ పరిశీలన చేస్తున్నట్టి విషయంలో దానికి

సంబంధించి నిర్దిష్టమైన నివారణా చర్యలను తీసుకోవలెననిగాని, అటుపై అట్టి సంఘటనలకు అవకాశమివ్వరాదని గాని కమిటీ తమ నివేదికలో సూచించినట్లు, కమిటీ నివేదికను సభకు సమర్పించిన తర్వాత అందు పేర్కొన్న సిఫారసుల విషయంలో తక్షణ చర్యలను తీసుకోటానికే సంబంధించి శాసన పంపుతారు.

ప్రభుత్వ హామీలు కమిటీ

ప్రభుత్వ హామీల కమిటీ బ్రిటిషు పార్లమెంటులో లేదు. భారతదేశంలోనే ఈ కమిటీని మొట్టమొదటగా ఏర్పాటు చేయటం జరిగింది. ఈ కమిటీలో సన్నెండు మందికి మించకుండా సభ్యులు ఉంటారు. సభాసభి కమిటీ సభ్యులను నియమిస్తారు. శాసనసభలో మంత్రులు ఆయా సమయాల్లో ఇచ్చిన హామీలను, వాగ్దానాలను, పూచీలను ఈ కమిటీ పరిశీలన చేస్తుంది. అట్టి హామీలను, వాగ్దానాలను, పూచీలను అమలు జరిపినచో నాటిని ఎంతవరకు అమలు జరిపింది. నాటిని అమలు జరపటానికి కావలసిన కనీస సమయంలోనే అమలు జరిపారా అనే విషయాలను గురించి కమిటీ పరిశీలించి సభకు నివేదికను సమర్పిస్తారు.

సబార్జినేట్ లెజిస్లేషన్ కమిటీ

కమిటీలో సన్నెండు నుంచి సభ్యులు ఉంటారు. సభాపతి వీరిని నియమిస్తారు. రాజ్యాంగ చట్టం లేదా శాసనసభ చట్టం ద్వారా ఇచ్చిన అధికారాలను వినియోగించి ప్రభుత్వ శాఖ నిబంధనలను, నియమాలను, ఉపనియమాలను, ఉపనిబంధలను మొదలైన వాటిని రూపొందించటంలో వారికి సంక్రమించిన అధికారాలను సక్రమంగా వినియోగించింది లేనిది సరిశీలించి సభకు కమిటీ నేతడికను సమర్పిస్తుంది. శాసనసభ శాసనం ద్వారా సంక్రమింప చేసిన శాసనాధికారాలను వినియోగించి సంబంధిత ప్రభుత్వశాఖ రూపొందించిన నియమావళిని, నిబంధనావళిని, ఉపనిబంధనలు మున్నగు వాటిని సభా సమక్షంలో ఉంచుతారు. వాటిని సభా సమక్షంలో ఉంచటంతోనే ఆయా నిబంధనలను కమిటీ పరిశీలనకు సంపెనట్లు పరిగణిస్తారు. శాసనసభ ఏ చట్టం క్రింద యిచ్చిన అధికారాన్ని

నినియోగించి ప్రభుత్వ శాఖ రూపొందించిన నియమావళి లేక నిబంధనావళి ఆ చట్టఉద్దేశ్యాలకు అనుగుణ్యంగా ఉన్నాయా అని కమిటీ వాటిని పరిశీలిస్తుంది. అట్టి నియమం లేక నిబంధనలలో సాంఘికపరిస్థితి విషయాన్ని చట్ట నిర్దేశాల్లో ఒక అంశంగా చేర్చటం సమంజసంగా ఉంటుందా అని కమిటీ పరిశీలిస్తుంది. ఆ నిబంధనలలో సన్నులను నిధించటానికి సంబంధించిన నిర్దేశాలు ఉన్నాయా అని వ్యాయ స్థానాలకు గల విచారణాధికారాలను ప్రత్యక్షంగా గాని, సరోక్షంగా గాని తొలగించాయా అని గాని, చట్టంలో గత కాలానికి వర్తింపజేస్తున్నట్లుగా అధికారాలను యివ్వని సందర్భాల్లో గత కాలానికి వర్తించే నిధంగా నియమాలను రూపొందించారా అనిగాని, సంచిత విధి నుండి గాని లేదా పబ్లిక్ రెవెన్యూ నుండి గాని ఖర్చు వరచే విధంగా నియమాలను రూపొందించారా అని గాని, ఆ నిబంధనలు లేక నియమాలను ఏ చట్టం క్రింద రూపొందించారో ఆ చట్ట నిర్దేశాల ప్రకారం వాటిని రూపొందించి ప్రచురించటంలోను వాటిని సభాసమక్షంలో ఉంచటంలోను అసమంజసమైన జాప్యం జరిగిందా అనిగాని కమిటీ పరిశీలించి తమ నివేదికను సభకు సమర్పిస్తారు. ప్రభుత్వ శాఖ రూపొందించి శాసనసభ సమక్షమందుంచిన నియమావళిని, నిబంధనలను కమిటీ పరిశీలించేటప్పుడు, వారు ఆయా నియమావళికి, నిబంధనలకు సవరణలను సూచిస్తూ వాటిని తమ నివేదికలో సాంఘికపరిస్థితిని చూపుతారు.

### అనుసూచిత వర్గాల సంక్షేమ కమిటీ

ఈ కమిటీలో తొమ్మిదిమంది సభ్యులు ఉంటారు. సభాపతి వీరిని నియమిస్తారు. రాష్ట్ర ప్రభుత్వ పరిధిలో ఉండే విషయాలకు సంబంధించి అనుసూచిత వర్గాల సంక్షేమానికి అవసరమైన అంశాలను కమిటీ పరిశీలిస్తుంది. రాష్ట్ర ప్రభుత్వ అధికార పరిధిలో ఉండే ఉద్యోగాలలో రాజ్యాంగమందలి 16,335 పరిచ్ఛేదాల్లో నిర్దేశించిన విధంగా అనుసూచిత వర్గాల వారికి సేవ ప్రాతినిధ్యాన్ని కల్పించటానికి వీలుగా రాష్ట్ర ప్రభుత్వం తీసుకున్న చర్యలను కమిటీ పరిశీలిస్తుంది.

అనుసూచితవర్గాల వారికొరకు చేపట్టిన కార్యక్రమాల నిర్వహణ, పురోభివృద్ధి వాటి అమలుకు సంబంధించిన విషయాలను, ఇతర సహాయక చర్యలను, రాజ్యాంగ రక్షణలను కమిటీ

సమీక్షిస్తుంది.

### అనుసూచిత జాతుల సంక్షేమ కమిటీ

అనుసూచిత జాతుల సంక్షేమ కమిటీలో 9 మంది సభ్యులు ఉంటారు. వీరిని సభాపతి నియమిస్తారు. రాష్ట్ర ప్రభుత్వ పరిధిలో ఉండే విషయాలకు సంబంధించి అనుసూచిత జాతుల సంక్షేమానికి అవసరమైన అంశాలను కమిటీ పరిశీలిస్తుంది. రాష్ట్ర ప్రభుత్వ అధికార పరిధిలో ఉండే ఉద్యోగాలలో రాజ్యాంగమందలి 16,335 పరిచ్ఛేదాల్లో నిర్దేశించిన విధంగా అనుసూచిత జాతుల వారికి తగిన ప్రాతినిధ్యాన్ని కల్పించటానికి రాష్ట్ర ప్రభుత్వం తీసుకున్న చర్యలను కమిటీ పరిశీలిస్తుంది.

అనుసూచిత జాతుల వారికై చేపట్టిన కార్యక్రమాల నిర్వహణ, పురోభివృద్ధి, వాటి అమలుకు సంబంధించిన విషయాలను, ఇతర సహాయక చర్యలను, రాజ్యాంగ రక్షణలను కమిటీ సమీక్షిస్తుంది.

### వెనుకబడిన తరగతుల సంక్షేమ కమిటీ

సభాపతి తొమ్మిది మంది సభ్యులు గల వెనుకబడిన తరగతుల కమిటీని నియమిస్తారు. ఈ కమిటీ వెనుకబడిన తరగతుల వారి సంక్షేమానికి తీసుకున్న చర్యలను పరిశీలిస్తుంది. రాజ్యాంగపు 16 పరిచ్ఛేదంలోను, రాష్ట్ర ప్రభుత్వం వెనుకబడిన తరగతుల వారికి ఇచ్చిన రక్షణలకు సంబంధించి రాష్ట్ర ప్రభుత్వం అధికారంలో గల ఉద్యోగాల్లో వారికి తగిన ప్రాతినిధ్యాన్ని కల్పించటానికి వీలుగా తీసుకున్న చర్యలను కమిటీ సమీక్షిస్తుంది.

వెనుకబడిన తరగతుల వారి కొరకు చేపట్టిన కార్యక్రమాల పురోభివృద్ధి, వాటి అమలుకు సంబంధించిన అన్ని విషయాలను, ఇతర సహాయక చర్యలను రాజ్యాంగ రక్షణలను కమిటీ సమీక్షిస్తుంది.

### స్త్రీ శిశు సంక్షేమ కమిటీ

స్త్రీ శిశు సంక్షేమ కమిటీలో తొమ్మిది మంది సభ్యులు ఉంటారు. సభాపతి వీరిని నియమిస్తారు. స్త్రీ శిశు సంక్షేమానికి సంబంధించిన విషయాలను ఈ కమిటీ పరిశీలిస్తుంది. రాష్ట్ర ప్రభుత్వ అధికారం క్రింద ఉన్న ఉద్యోగాలలో స్త్రీలకు తగిన ప్రాతినిధ్యం కల్పించటానికి ప్రభుత్వం తీసుకున్న చర్యలను కమిటీ పరిశీలిస్తుంది.

వీరి సంక్షేమానికై చేపట్టిన కార్యక్రమాల పురోభివృద్ధి, వాటి అమలుకు సంబంధించిన అంశాలను, విషయాలను, ఇతర సహాయక చర్యలను కమిటీ సమీక్షిస్తుంది.

### ఎమినిటీస్ కమిటీ

ఎమినిటీస్ కమిటీలో ఎనిమిది సభ్యులు ఉంటారు. సభాపతి వీరిని నియమిస్తారు. రాష్ట్ర శాసనసభ సభ్యుల నివాససమితికి సంబంధించిన విషయాల్నింటిని ఈ కమిటీ చూస్తుంది. సభ్యులకు వసతి, ఆహారం, వైద్యం, ఇతర సౌకర్యాలకు సంబంధించిన అంశాలను ఈ కమిటీ పర్యవేక్షిస్తుంది.

### జనరల్ పర్సనెల్ కమిటీ

జనరల్ పర్సనెల్ కమిటీలో సభాపతి, ఉపసభాపతి, పానల్ ఆఫ్ చైర్మన్, సభ స్పీకరు కమిటీల అధ్యక్షులు, శాసనసభలో గుర్తించిన రాజకీయ పార్టీల గ్రూపుల నాయకులు సభ్యులుగా ఉంటారు. సభాపతి వీరిని నియమిస్తారు. సభాపతి ఈ కమిటీకి అధ్యక్షులు.

ఆయా సమయాలలో సభకు సంబంధించి సభాపతి పరిశీలనార్థం పంపిన విషయాలలో సూచనలను ఈ కమిటీ చేస్తుంది.

### గ్రంథాలయ కమిటీ

సభాపతి 7 మంది సభ్యులు గల గ్రంథాలయ కమిటీని ఒక సంవత్సర కాలానికి నియమిస్తారు. ఆయా సమయాల్లో సభాపతి గ్రంథాలయ విషయాలను గురించి పంపిన విషయాలలో, సూచనలు చేయుట, గ్రంథాలయ అభివృద్ధికి సలహా ఇచ్చుట, మొదలైనవి ఈ కమిటీ విధులు.

### ఆర్థిక కమిటీలు

ప్రభుత్వ లెక్కల కమిటీ, అంచనాల కమిటీ, ప్రభుత్వ సంస్థల కమిటీ అనే ఈ మూడు కమిటీలను ఆర్థిక కమిటీలని అంటారు. ఈ మూడు కమిటీలలో ఒక్కొక్క దానిలో పదిహేనుమంది సభ్యులు ఉంటారు. వీరిని శాసనసభాసభ్యులు ప్రతి సంవత్సరం సెంగిల్ ట్రాన్సాక్షన్ బుల్ ఓటు ద్వారా ప్రపోజ్షనల్ రిప్రజంటేషన్ వర్తతి ప్రకారం ఈ సందర్భంగా సభాపతి రూపొందించిన నియమావళి ప్రకారం

నిష్పాదించారు. రాష్ట్ర ప్రభుత్వం పరిష్కారానికి గాను ప్రస్తుత ఆర్థిక సంవత్సరం ముగిసే లోపల ఆర్థిక కమిటీలకు ఎన్నికలను జరపాలి. ఏ పరిస్థితుల్లోనైనా అవిధంగా ఎన్నికలను జరపని యెడల, కొత్త సభ్యులను ఎన్నుకునే వరకు అప్పుడున్న సభ్యులు పదవిలో కొనసాగుతారు. ప్రభుత్వ లెక్కలకమిటీ అధ్యక్ష పదవికి ప్రధాన ప్రతిపక్ష నేతని నియమించుటనునే సాంప్రదాయాన్ని ఆంధ్రప్రదేశ్ శాసనసభలో అనుసరించటం జరుగుతోంది. శాసనసభలో ప్రధాన ప్రతిపక్షంనుండి కమిటీకి ఎన్నికైన సభ్యులలో ఒకరిని సభాపతి ప్రభుత్వ లెక్కల కమిటీకి అధ్యక్షుడుగా నియమిస్తారు.

### ప్రభుత్వ లెక్కల కమిటీ

రాష్ట్రప్రభుత్వపు ఖర్చులకై శాసనసభ మంజూరు చేసిన మొత్తం వినియోగాన్ని తెలియజేసే లెక్కలను, రాష్ట్ర ప్రభుత్వపు వార్షిక లెక్కలను, సభా సమక్షంలో ఉంచిన ఇతర లెక్కలలో కమిటీ తనకు ఉచితముని తోచినట్టి వాటిని ప్రభుత్వ లెక్కల కమిటీ పరిశీలిస్తుంది.

ప్రభుత్వ లెక్కల కమిటీ, రాష్ట్ర ప్రభుత్వపు ధన వినియోగపు లెక్కలను, వాటిపై కంప్లైలరు అండ్ ఆడిటర్ జనరల్ నివేదికలను పరిశీలిస్తుంది. కమిటీ వాటిని పరిశీలించే సందర్భంలో ఈ క్రింది విషయాలను గమనిస్తుంది.

(1) బడ్జెట్ చేసినట్లు లెక్కల్లో చూసిన మొత్తాలను ఏ సేవలు లేక ప్రయోజనం నిమిత్తం వినియోగించటం లేక ఖర్చుచేయటం జరిగిందో అవి అందు నిమిత్తమే శాసనప్రకారం లబ్యమయ్యేటట్లు చేసిన సామీపాని రూడి చేసుకోవటం.

(2) ఏ అధికారం క్రింది ఆ సామూహిక వ్యయం చేశాడో అదికారానికి ఆ వ్యయం అందుకు అనుగుణంగా ఉందని రూడి చేసుకోవటం.

(3) కాంటెంట్ అథారిటీ రూపొందించిన నియమాని క్రింద అందు నిమిత్తం చేసిన నిర్దేశాల ననుసరించి తిరిగి ధన వినియోగాన్ని చేశారని రూడి చేసుకోవటం.

కమిటీ ఈ క్రింది విషయాలను పరిశీలించటం జరుగుతోంది. అది కమిటీ విద్యుక్తదర్శం.

ఎ) గవర్నరు తయారు చేయమని ఆదేశించిన లేక రాష్ట్ర ప్రభుత్వపు కార్పొరేషన్లు, వాణిజ్య ఉత్పత్తుల సభకాలు, సంస్థల, ప్రాజెక్టుల ఆదాయ వ్యయాలను తెలిపే లెక్కల

వివరణలను, వాటిబాలెన్సుస్ట్ లాన్సుస్ట్ ల లెక్కల వివరణలతో సహా కంప్లైలర్ అండ్ ఆడిటర్ జనరల్ నివేదికను ప్రభుత్వ లెక్కల కమిటీ పరిశీలిస్తుంది.

(బి) గవర్నరు ఆదేశాల క్రింద లేదా రాష్ట్ర శాసనసభ చట్టం ద్వారా భారత కంప్లైలర్ అండ్ ఆడిటర్ జనరల్ నిర్వహించదగు వ్యయం పాలనా ప్రతిపత్తిగల, పాక్షికంగా వ్యయంపాలనా ప్రతిపత్తిగల మండలాల ఆదాయ వ్యయాలను తెలుపు లెక్కలను కమిటీ పరిశీలిస్తుంది.

(సి) రాబడులను వేటివైనా ఆడిట్ చేయాలని గవర్నరు కోరిన యెడల వాటిని, స్టోరుల, స్టాకులకు సంబంధించిన లెక్కలను పరిశీలించవలసిన కంప్లైలర్ అండ్ ఆడిటర్ జనరల్ ను కోరిన యెడల వాటికి సంబంధించిన నివేదికను కమిటీ పరిశీలిస్తుంది.

ఏదేని ఒకసేవ నిమిత్తం శాసనసభ మంజూరు చేసిన మొత్తం కంటే అధికంగా ఆ సేవకై ఆ సంవత్సరం ఖర్చు చేసినట్లయితే, కమిటీ ఆయా విషయాలను ఒక్కొక్క దానిని పరిశీలిస్తుంది. ఆ విధంగా అధిక మొత్తాలను ఖర్చుచేయటానికి దారితీసిన పరిస్థితులను కూడా పరిశీలించి తనకు ఉచితముని తోచిన సిఫారసులను చేస్తు కమిటీ తన నివేదికను సభకు సమర్పిస్తుంది.

శాసనసభా నియమావళి క్రిందగాని, సభాపతి గాని ప్రభుత్వ సంస్థల కమిటీకి కేటాయించినట్టి ప్రభుత్వ సంస్థలకు సంబంధించిన విషయాలలో ప్రభుత్వ లెక్కల కమిటీ పరిశీలనను జరపదు.

ప్రభుత్వ లెక్కల కమిటీ సంవత్సరం చివరికి విషయాలన్నింటిని, ఆర్థిక శాఖ ఖర్చుకోసం ఆడిగిన మొత్తం సామూహిక సంబంధించిన వివరాలను శాసనసభా దృష్టికి కమిటీ అధ్యక్షుడు తీసుకొస్తాడు. కమిటీ తన విధులను నిర్వహిస్తున్నప్పుడు పరిశీలనల సందర్భంలోను, సభకు సమర్పించటానికి నివేదికను రూపొందించు విషయంలోని ఎకౌంటెంటు జనరల్ కమిటీకి సహాయం చేస్తారు.

### అంచనా కమిటీ

అంచనా కమిటీ, తనకు ఉచితముని భావించినట్టి లేక సభ ప్రత్యేకంగా పరిశీలనార్థం పంపినట్టి అంచనాలను పరిశీలిస్తుంది. కమిటీ నిర్వహించే విధుల్లో ఈ క్రిందివి కూడా ఉన్నాయి.

(ఎ) అంచనాలలో ఇమిడియున్న విధానాలను, అనుగుణంగా పునర్వ్యవస్థీకరణలోను, సామర్థ్యంలోను, పాలనా సంస్కరణలలోను, ఎట్టి పాడుపులను అభివృద్ధులను చేయవచ్చేనో నివేదించుట.

(బి) పాలనా వ్యవహారాలలో పాడుపు, సామర్థ్యంను చేకూర్చటానికి ప్రత్యామ్నాయ విధానాలను సూచించుట.

(సి) అంచనాలలో ఇమిడియున్న విధానాల పరిమితిలో సామూహిక సక్రమంగా ఏర్పాటు చేసినది లేనిది పరిశీలించుట.

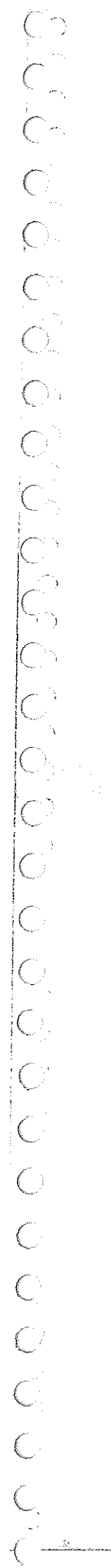
(డి) శాసన సభకు సమర్పించవలసిన అంచనాల స్వరూపస్వభావాలను సూచించుట.

శాసన సభా నియమావళి క్రిందగాని, సభాపతిగాని ప్రభుత్వ సంస్థల కమిటీకి కేటాయించినట్టి ప్రభుత్వ సంస్థలకు సంబంధించిన విషయాలను గురించి అంచనాల కమిటీ పరిశీలనలను జరుపదు.

అంచనాల కమిటీ సంవత్సరం అంతటా అంచనాలను పరిశీలిస్తూ పరిశీలనలను జరుపుతున్న కొద్ది ఆయా సమయాల్లో వాటికి సంబంధించి నివేదికలను సభకు సమర్పిస్తుంది. ఏ సంవత్సరంలోనైనా ఆ సంవత్సరానికి సంబంధించిన అన్ని అంచనాలను పూర్తిగా కమిటీ పరిశీలించాలనే నియమం లేదు. కమిటీ నివేదికను సభకు సమర్పించకున్నను గ్రాంట్లు నిమిత్తం డిమాండ్లను సభకు ఓటుకు పెట్టవచ్చు.

### ప్రభుత్వ సంస్థల కమిటీ :

ఆంధ్రప్రదేశ్ రాష్ట్రంలోని రాష్ట్ర ప్రభుత్వపు సుమారు 27 సంస్థలను, 4 చట్టబద్ధమైన కార్పొరేషనులను కమిటీ పరిశీలిస్తుంది. ఈ సంస్థల విషయంలో కంప్లైలరు అండ్ ఆడిటర్ జనరల్ నివేదికలు ఏవైనా ఉన్నయెడల, కమిటీ ఆ నివేదికలను పరిశీలిస్తుంది. ప్రభుత్వ సంస్థల వ్యయం పాలనాధికారం, సామర్థ్యం మున్నగు విషయాలతో ప్రభుత్వ సంస్థల వ్యవహారాలను సక్రమంగా వ్యాపార సూత్రాల, వివేకవంతమైన వాణిజ్య సాంప్రదాయాలకు అనుగుణంగా నిర్వహిస్తున్నది లేనిది కమిటీ పరిశీలిస్తుంది. పైన పేర్కొన్న 27 సంస్థల, 4 కార్పొరేషన్లకు ఇతర సంస్థలకు సంబంధించి ప్రభుత్వ లెక్కల, అంచనాల కమిటీలు నిర్వహించే విధులలో వేటివైనా సభాపతి ఆయా సమయాల్లో కమిటీకి కేటాయించు.





విదూలను కూడ ప్రభుత్వ సంస్థల కమిటీ నిర్వహిస్తుంది.

## తాత్కాలిక కమిటీలు

తాత్కాలిక కమిటీలు రెండు రకాలు. అవి బిల్లులపై మూలముగా నియమితమయ్యే సెలక్టు కమిటీలు, ఏదో ఒక ప్రత్యేక సంఘటనకు సంబంధించి నియమితమయ్యే కమిటీలు. తాత్కాలిక కమిటీల విషయంలో ఆ కమిటీలోని సభ్యులు కమిటీ నిర్ణయాలతో ఏకీభవించనప్పుడు బిన్నాబిప్రాయాన్ని ప్రకటించటానికి అవకాశం ఉంది. తాత్కాలిక కమిటీల సభ్యులను సభ ప్రతిపాదన ద్వారా నియమిస్తుంది. ప్రభుత్వం అంగీకరించని యెడల తాత్కాలిక కమిటీలను నియమించటానికి నీలుండదు. సాధారణంగా ప్రభుత్వం ఇట్టి కమిటీలను నియమించటానికి అంగీకరించదు, అయితే ప్రత్యేక సందర్భాలలో ప్రభుత్వం అట్టి కమిటీలను నియమించటానికి తన అంగీకారాన్ని తెల్పుచు. శాసనసభా దృష్టికి తీసుకు వచ్చిన తీవ్రమైన విషయాలను గురించి పరిశీలన జరపించటానికి ప్రభుత్వం తాత్కాలిక సభా కమిటీ నియామకానికి అంగీకరించవచ్చు.

ఆంగ్లప్రదేశ్ శాసనసభ కార్య విధాన కార్యక్రమ నిర్వహణా నియమావళిలో పొందుపర్చిన విధంగా 'బిల్లును పరిశీలనకై సెలక్టు కమిటీకి సంపాదించి ప్రతిపాదనను చేసిన మీదట సభ కమిటీని నియమిస్తుంది. బిల్లుకు సంబంధించిన మంత్రితో సహా 15 మందికి మించకుండా సభ్యులు సెలక్టు కమిటీలో ఉంటారు. సభలో బిల్లును పరిశీలించే సమయంలో ఏ కార్య విధానాన్ని అనుసరిస్తారో అట్టి కార్యవిధానాన్నే కమిటీ పరిశీలనా సమయంలో అనుసరించటం ముగిస్తుంది. కమిటీ బిల్లును పూర్తిగా చర్చించిన యెడల ఖండాల (క్లాజుల) వారీగా పరిశీలనను పడుతుంది. బిల్లులోని ఖండాలకు సవరణలను ఆపాదించవచ్చు. కమిటీ అవసరమని భావించిన యెడల ఆ బిల్లులో పొందుపర్చిన నిర్దేశాలతో సంబంధం గల ప్రజా సంస్థలను, సంస్థాలను ప్తులను ఆహ్వానించి వారి సాక్ష్యాలను తీసుకోవచ్చు. కమిటీ ఆ విధంగా వారి నుండి తీసుకున్న సాక్ష్యాలను దృష్టి యందుంచుకొని బిల్లులోని ఖండాలను పరిశీలించి తమకు తమని తోచిన సవరణలతో బిల్లును, తమ నిరణ్ణానికి సభకు సమర్పిస్తారు.

సెలక్టు కమిటీ ఆయా సమయాల్లో తమ తమ బిల్లును పరిశీలించి సభ తమకు

నిర్దేశించిన గడువులోపల నివేదికను సమర్పిస్తారు. కమిటీ పరిశీలనకు ఇంకా సమయం అవసరమైన యెడల, శాసనసభ కమిటీ నివేదికను సమర్పించే గడువును పెంచవచ్చు. కమిటీ బిల్లులోని ప్రతి ఖండాన్ని, అయా ఖండాలకు ప్రతిపాదించిన సవరణలను కూలంకషంగా పరిశీలించి నివేదికను రూపొందిస్తుంది. కమిటీ సభ్యులలో అధిక సంఖ్యాకుల నిర్ణయం లేక నిర్ణయాలతో ఏకీభవించని ఏ సభ్యుడైనా బిల్లుతో సంబంధం గల ఏ విషయం లేక విషయాలపైనా బిన్నాబిప్రాయాన్ని వ్యక్తం చేయవచ్చు. అవిధంగా ఏ సభ్యుడైనా వ్యక్తం చేసిన బిన్నాబిప్రాయంతో సహా బిల్లును, తమ నివేదికను కమిటీ అధ్యక్షుడు సభకు సమర్పిస్తారు. సెలక్టు కమిటీ నివేదికా ప్రతులను సభా సభ్యులందరికీ వారి ఉపయోగార్థం అందజేస్తారు.

## సబ్జెక్టు కమిటీల ఆవశ్యకత

సరిసాలనా విషయాలకు సంబంధించిన వివిధాంశాలలో కార్య నిర్వహక వర్గపు చర్యలను పరిశీలించే నిమిత్తం శాసనసభ అనేక కమిటీలను ఏర్పాటు చేసినప్పటికీ, శాసనసభ శాసన నిర్మాణం లేక బడ్జెట్ ప్రతిపాదనలను క్షుణ్ణంగా పరిశీలించలేకపోతోంది.

సాంఘిక, ఆర్థిక, రాజకీయ రంగాలలో ప్రభుత్వ పాత్ర నానాటికీ పెరుగుతున్న దృష్ట్యా, ప్రభుత్వపు వివిధ శాఖల కార్యక్రమాలు, నిర్వహణలకు సంబంధించిన ఎన్నో విషయాలు శాసనసభా కమిటీల పరిశీలనకు రావటం లేదు.

ప్రతి సంవత్సరం ప్రభుత్వ శాఖలలో అనేక శాఖలకు ఉద్దేశించిన గ్రాంట్లపై డిమాండ్లపై సభలో చర్చ లేకుండానే వాటిని ఓటుకు పెట్టటం జరుగుతోంది. ఇందుకు కారణం సమయాభావం. కనుక పాలనా వ్యవహారాలకు సంబంధించి వివిధ శాఖలు పనిచేసే తీరుపై శాసన సభకు కంట్రోలు ఉండే విధంగా ప్రస్తుతం పనిచేస్తున్న కమిటీ విధానంలో తగిన సంస్కరణలను తీసుకురావలసిన అవసరం ఉంది. ప్రభుత్వ శాఖలలో ప్రతిశాఖ పనిచేస్తున్న తీరు తెన్నులను, వాటికి సంబంధించిన వాస్తవిక విషయాల పూర్తి సమాచారం సభ్యులకు అందే విధంగా ఆయా శాఖలకు ఉద్దేశించిన గ్రాంట్ల కొరకైన డిమాండ్లను సక్రమంగా పరిశీలన చేయటానికి నీలుగా ఆయా విషయాల్లో వైపుకొని గల సభ్యులతో కూడిన కమిటీలను నియమించాలి అవసరం ఉంది.

శాసన నిర్మాణ విషయానికి సంబంధించి, శాసనసభ బిల్లులను పరిశీలించే నిమిత్తం తగిన

సమయాన్ని వినియోగించ లేకపోతున్నది. కొన్ని కొన్ని సమయాలలో బిల్లుల్లో పొందుపర్చిన నిర్దేశాల పట్ల శ్రద్ధ అసక్తి చూపడానికి అవకాశం లేక మూడువార్లు గంటల్లో అనేక బిల్లులను శాసనసభ కాలంలోనే తమ నివేదికలను సమర్పించాలి.

## కమిటీల నివేదికలు

కమిటీల నివేదికలు విశాల దృక్పథంపై ఆధారపడి ఉండాలి.

స్థాయి కమిటీ సభ్యుడు కమిటీ నివేదికపై బిన్నాబిప్రాయాన్ని తెల్పుచు.

కమిటీలు వాటి నివేదికలతో పాటు సభ్యులు యిచ్చిన బిన్నాబిప్రాయాల పత్రాలను కూడా సమర్పించాలి.

స్థాయి కమిటీలకు సంబంధించి నియమావళిలో ఏ ఏ విషయాల నిమిత్తం ప్రత్యేక నిర్దేశం చేయటం జరిగిందో అట్టి విషయాలకు తప్ప మిగిలిన వాటి విషయంలో 5౪ ఆనుసూచిక యందలి మొదటి భాగంలో నిర్దిష్ట పర్చిన స్థాయి కమిటీలకు వర్తించే సాధారణ నియమాలే వర్తిస్తాయి. ఆ అనుసూచిక రెండవ భాగంలో నిర్దిష్టపర్చిన స్థాయి కమిటీలకు లోక్ సభలోని ఇతర పార్లమెంటరీ కమిటీలకు వర్తించే సాధారణ నియమాలే వర్తిస్తాయి.

రాజ్యసభ అధ్యక్షులు లేక సందర్భాను సారంగా లోక్ సభ సభాపతి ప్రత్యేకంగా అనుమతించిన తర్వాత స్థాయి కమిటీలు పార్లమెంటు సభాప్రాంగణం వెలుపల పనిచేయరాదు.

కమిటీ నిపుణుల అభిప్రాయాన్ని, లేక ప్రజాబిప్రాయాన్ని స్వీకరించవచ్చు.

పార్లమెంటు ఇతర కమిటీలు పరిశీలించు విషయాలను స్థాయి కమిటీ సాధారణంగా పరిశీలించదు.

**ముగింపు :** నానాటికీ పెరుగుతున్న ప్రభుత్వ కార్యకలాపాలు, వాటి క్లిష్టత దృష్ట్యా శాసనమండలి, కార్యనిర్వహక వర్గముల మధ్య తూకం పోయి కార్యనిర్వహక వర్గం వైపు మొగ్గు చూపునని వలుపురు భావిస్తున్నారు. వారి భయం నిజమేనన్నట్లు కన్పిస్తోంది. అయితే కమిటీ విధానాన్ని పరిష్కరించేసి, అది పనిచేసే తీరును మెరుగుపర్చి మరల వాటి మధ్య సమతూకాన్ని నెలకొల్పవచ్చు. ఈ విధంగా శాసనమండలి పార్లమెంటు సభలు అర్థవంతమైన, నిర్మాణాత్మకమైన, సమర్థవంతమైన సాలనాభాద్యతను చేకూర్చవచ్చు.

GOVERNMENT OF ANDHRA PRADESH  
DR.M.CHANNA REDDY INSTITUTE OF ADMINISTRATION

**MAXIMS FOR PUBLIC SERVANTS**

**I. YOU AND YOUR JOB :**

1. You are a public servant.
2. Effect of any action on the people should never be over looked.
3. Do not forget the human aspects of administration.
4. Be action minded.
5. Be constructive.
6. Collect and master the details and the facts without being their slave.
7. Take scrupulous care of accounting for public funds.
8. Take adequate care in using of government property.
9. Follow rules but do not become their slave.
10. Value official reports, informal discussions and personal visits.
11. Make regular and thorough inspections.
12. Note the importance of following up of orders or actions.
13. Pick the right man for the right job.
14. Do not neglect uninteresting, unimportant or routine work.
15. The importance of arriving at quick decisions.
16. Give a patient hearing to all the parties.
17. Not merely do justice, but people should know that justice is done.

**II. YOU AND YOUR CO-WORKERS:**

1. Pick the right man for the right job.
2. Maintain the dignity and self confidence of your subordinate.
3. Commend freely and openly, but rebuke sparingly and secretly.
4. Be objective, responsible and just in confidential reports.
5. Do not let down your colleagues.
6. Put yourself in the other persons shoes.
7. Do your own job and let your subordinates do their own.

**III. YOU AND THE PUBLIC.**

1. You are the servant of the people.
2. Always visualize what impression your actions and orders will make on the people.
3. Administration deals with human beings.
4. Seek public esteem, not cheap popularity.

5. Public are interested in your achievements, not in your difficulties.
6. Anonymity, an essential virtue.
7. Public esteem is a tremendous morale booster.
8. Justice and duty before popularity.
9. You are a servant of the people, not of any party.
10. Both your justice and integrity should be demonstrable and provable before the public.
11. There is always room for honest differences of opinion.
12. Accessibility, a great virtue in a public servant.
13. Public impression a useful corrective to official reports.

#### IV. YOU AND THE PEOPLE'S REPRESENTATIVES:

1. Find your way though advised selfishly.
2. Remember facts are more important than advice.
3. Loyally carry out proper orders and instructions of the political executive.
4. Self interest has a place in public life.
5. Take advantage of Advice and suggestions of local leaders about local matters
6. Seek advice and co-operation from all parties but make your own decisions.

#### V. YOU AND YOURSELF:

1. Efficiency in action is yoga.
2. Your health is a must for your job.
3. Develop a healthy and cheerful personality.
4. Keep abreast of the times.
5. Your job, worthy of choice by the very best.
6. Just rewards shall not by pass you.
7. To thine own self be true.
8. A sense of humour is essential.

#### VI. FINAL MAXIMS:

1. Not merely follow and practice these maxims yourself but train and encourage your colleagues, subordinates or co-workers to do the same.
2. Example is better than precept.

- a. Understands the weakness of himself and his system and works in order to overcome it in the most effective manner for which he has at his command both ancient and modern tools (concepts and techniques).
- b. Acts as a 'charge-agent' to help the people of the country who are often steeped in old and useless (often dangerous) traditions in agriculture, social behaviour(bonded labour for eg. ) etc.
- c. Optimizes the scarce resources that are at his command and allocates them towards long, medium, and short-range betterment of people's lot ( for eg. Education is a long range input, employment is a short range input) by reducing inequalities.
- d. Innovates and finds solutions rather than complains.
- e. Brings in a climate of cooperation and goodwill through a helpful attitude and achieves his objectives through quick decisions.

#### THE SOLUTION:

The Bureaucrat must aim at:

- a. Better training of himself and his staff
- b. Developing a sense of social and ethical responsibility.
- c. Managing laws, rules and regulations to enable him to perform tasks legally.
- d. Developing enormous patience and affection for the downtrodden and even anger at those evil sections of society which keep at check Government's efforts to reduce social inequalities(Black-moneyed man, Hoarders, Smugglers and like).

**GOVERNMENT OF ANDHRA PRADESH  
DR.M.CHANNA REDDY INSTITUTE OF ADMINISTRATION**

**ETHICS AND SOCIAL RESPONSIBILITY**

**THE MALAISE:**

Max Weber a german sociologist described for the first time to the history of Bureaucracy, its institutional qualities, characteristics and foibles and suggested an ideal Rational organization for this Institution.

**BRIEFLY STATED:**

1. Bureaucracy is a hierarchically organized body of human beings who are operating under set codes, rules and regulations and paid for their work, who are subject to constant internicine problems; who are neutral, rule-bound (precedent-bound often) and secretive(there in lies its power).
2. It has a rational objective for its existence and a rational manner for its performance.
3. The members of this organization are aiming constantly to improve themselves, their status and emoluments.

**DYS-FUNCTIONAL:**

Prof. Robert Merton calls dys-functionalism a characteristic of Bureaucratic organization. By that he means that a function performed by a Bureaucrat becomes counter productive or produces bad results which are the antithesis of their objectives. Complicatedness, Corruption, dilatoriness, beating about the bush are now an accepted way of life with Bureaucracy all the world over. It is a question of degree in most countries, more so in developing economies.

**THE NEED: SOCIAL RESPONSIBILITY:**

Every Bureaucrat has a responsibility to society. The Directive Principles of State Policy in our Constitution clearly give a purpose and directions to both Central and State Governments. Hence, the need for commitment to service of common man and development of the country. An ideal civil servant is one who:

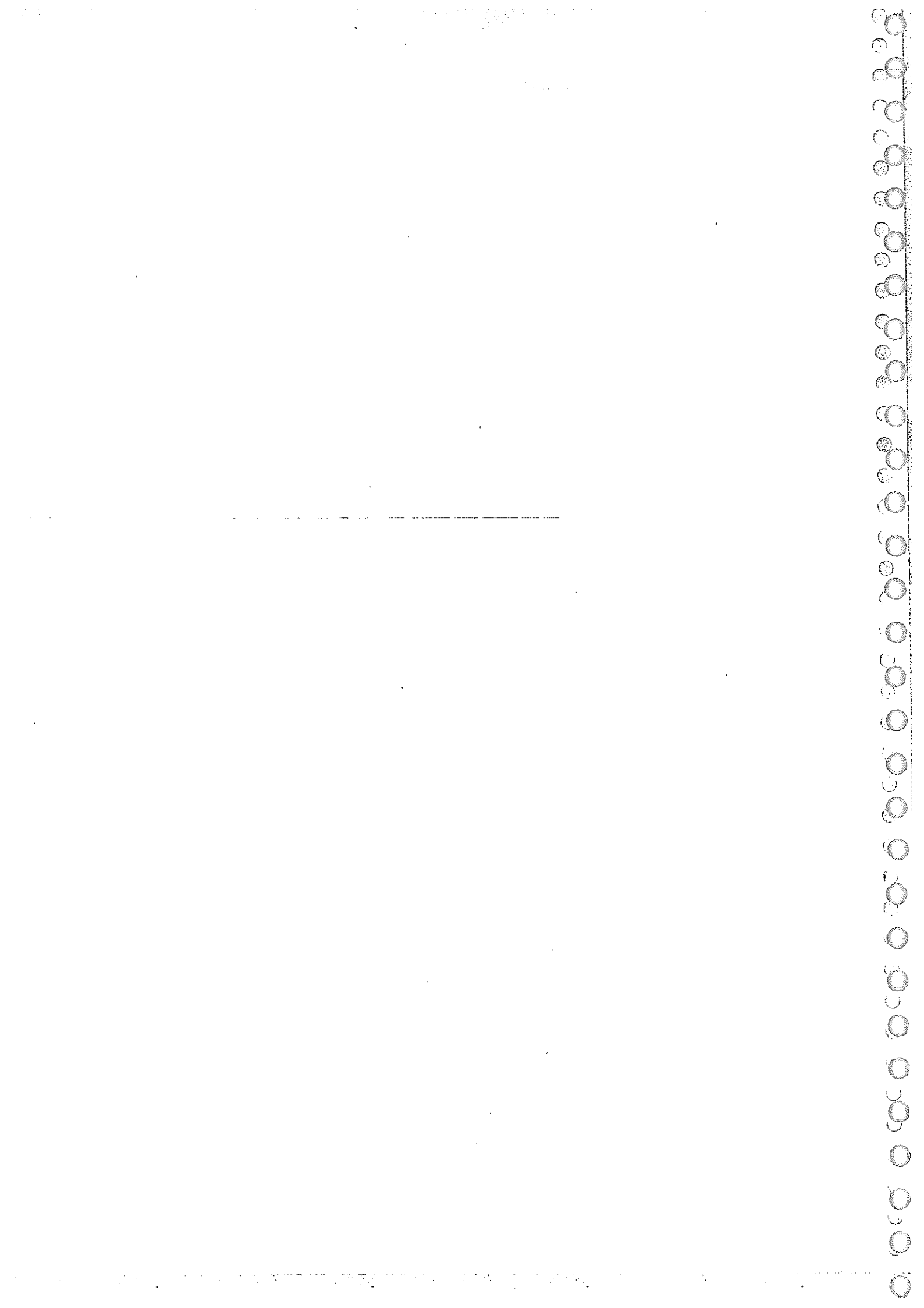
Ethical behaviour goes beyond a normatively moral behaviour ( which no doubt is very important). It involves an extra over way of life where a bit of preaching is added to a lot of practicing of the 'brotherly spirit' so that his authority helps him to implement in practice what the concepts preach.

## SOCIAL RESPONSIBILITY OF CIVIL SERVANT IN INDIA

Mahatma Gandhi once said that all the Industrialists were to regard themselves as holders of trust for the nation. A civil servant also must adopt this maxim for his existence. Civil Services help Governments to make laws and implement them:

- a. for preventing concentration of wealth and monopolistic and restrictive trade practices (M&RTP Act).
- b. For setting up controls in vital sectors of the economy such as Industry (Eg. Industry Regulation Act), Food and Civil Supplies (Essential Commodities Act, Agriculture Fertilizers, seeds and pesticides quality control measures).
- c. For a better and equitable distribution of assets through measures like (I) Land Reforms (ii) Subsidised Infrastructure – building and subsidies for weaker sections and areas of society (iii) Reservation quotas scholarships in Educational institutions and employment (iv) Minimum wages-laws.

All these objectives and tasks need a committed civil service.



## A.P.CIVIL SERVICES (CONDUCT RULES) RULES 1964

### General

1.1. Under the proviso to article 309 of the Constitution of India, which empowers the Governor to make rules regulating interalia, the conduct of Government employees, the A.P. Civil Services (Conduct) Rules 1964 came to exist.

1.2 These rules contain the does and don'ts of Government servants.

### Scope

2. Government employee is defined as any person who is a member of Civil Service of the State of Andhra Pradesh or holds any civil post under the State or in connection with the affairs of the State, whether he is on duty or under suspension or on leave or on Foreign Service, either within or outside the State.

### Family\*

3. These rules are also applicable to the members of the Family of the Government employee. "Member of the Family" includes the spouse, son, daughter, step-son or step-daughter of such employee whether residing with such employee or not and any other person related to, and residing with, such employee and wholly dependent on such employee; but does not include a spouse legally separated from such employee or a son, daughter, step-son or step-daughter who is no longer in any way dependent upon such employee or of whose custody such employee is deprived by Law.

## 4. Part.III FUNDAMENTAL RIGHTS OF INDIAN CONSTITUTION

### 4.1 ARTICLE:14 EQUALITY BEFORE LAW

4.2 ARTICLE:15.Prohibition of discrimination on grounds of religion, race, caste, sex or place of birth

4.3 ARTICLE:16.Equality of opportunity in matters of Public employment

### 4.4 ARTICLE:19.RIGHTS TO FREEDOM

4.4.1 Freedom of speech and expression

4.4.2 Freedom of assembly

4.4.3 Freedom of association

4.4.4 Freedom of movement

4.4.5 Freedom of residence and settlement

4.4.6 Freedom of Profession, occupation trade of business

## 5. RESTRICTIVE PROVISIONS OF CONDUCT RULES

### 5.1 RESTRICTION ON CONSTITUTIONAL RIGHTS;

5.1.1 Taking part in politics and elections



5.1.2 Joining of and Forming Associations.

5.1.3 Demonstrations and Strikes

5.1.4 Connection with Press and Radio and Criticism of Government

5.1.5 Acquisition and Disposal of property.

5.2 RESTRICTION ON PERSONAL RIGHTS:

5.2.1 Private Trade and Employment

5.2.2 Investing, Lending and Borrowing

5.2.3 Collection of Subscription

5.2.4 Acceptance of Gifts

5.2.5 Public Demonstrations

5.2.6 Vindication of Acts and Character

5.2.7 Canvassing of outside influence.

5.2.8 More than one marriage

5.2.9 Consumption of Intoxicating drinks

5.3 The ultimate aim of such restrictions which forbid the Government servant to do certain acts is mainly intended to improve the tone of Public Service. The relationship between the Government and the Government servant is Governed by the Law of Master-And-Servant relationship.

5.4 A Government servant is expected to maintain a Reasonable and decent standard of conduct and not bring discredit to his service by his misdemeanour.

5.5 Thus neglect by a Government servant of his wife and his children in a manner unbecoming of a Government servant, may be regarded as a good and sufficient reason to justify action being taken against him.

5.6 If the Government were to sit back and permit its officials to commit any outrage in their Private Life, provided it falls short of criminal offence, the result may very well be catastrophic fall in the moral prestige of the Administration.

5.7 The State could demand a certain standard of conduct from the Government servants not only while performing their official duties but in their private life as well.

5.8 Arguments are often raised to the effect that in view of the complexities of modern life, the consideration of expediency should outweigh the considerations of Honesty. Consideration of expediency may be irresistible attimes but their evils are merely to be put up with and not to be extolled or prescribed as standards of life and work.

5.9 A Public Officer is not at Liberty to amass fortune by

taking illegal gratifications even though willingly given.

6.1 Every Government servant should at all times:

6.1.1. maintain devotion to duty

6.1.2. maintain absolute integrity, discipline, impartiality and a sense of propriety

6.1.3. do nothing which is unbecoming of such employee or derogatory to the prestige of Government

6.1.4. not act in a manner which will place his official position under any kind of embarrassment

6.1.5. exercise his best judgment in the performance of his official duties except when he is acting under a direction from his official superior.

6.2 Integrity is uprightness, honesty or purity.

6.3 Devotion to duty is faithful service.

6.4 Unbecoming of a Government servant is unmannerly attitude, insubordination, lack of decorum, laziness, corrupt habits shirking of responsibility and other things which are normally branded as unworthy of a Government servant.

6.5 The dictionary meaning of misconduct is given as bad management, mismanagement, culpable neglect of an official in regard to his office. It is a transgression of some established and definite rule of action. It is a violation of definite law or a forbidden Act. It implies a wrongful intention and not a mere error of judgement. Misconduct is something more than mere negligence. It is the intentional doing of something when the doer knows to be wrong or which he does recklessly, not carrying what the result may be. It is a sufficiently wide expression and covers any conduct which in any way renders a person unfit for his office or is likely to tamper or embarrass the administration. In this sense, grossly improper or unbecoming conduct in public life may also become misconduct and may render an officer liable to disciplinary action.

6.6 Moral is concerned with right and wrong or duty which one owes to one's fellow beings or to the society in general.

6.6.1 Moral turpitude is a reprehensible Act contrary to the accepted notions of right and customary rule or code of conduct accepted by the society. It would mean anything done contrary to justice, honesty, modesty or good morals.

6.7 Corruption includes all improper and selfish exercise of power and influence attached to a Public Officer.

7 No Government employee can associate himself with an association, the object of activities of which are prejudicial to the interests of the Sovereignty and Integrity of India or Public order.

8. He should not participate in strike or absent from duty or

work without permission, or neglect his duties with the object of compelling any superior officer or Government to take or omit to take official action or indulge in demonstrative fast like hunger strike or refuse to receive his pay.

9. No gifts can be accepted the prominent exception being a gift of a value of less than Rs. Two hundred from personal friends on ceremonial occasions such as weddings.

10. Every Government employee (other than members of last grade service) should, on first appointment to the Government service, submit to Government a statement of all immovable properties irrespective of its value and movable properties whose value exceeds Rs.10,000/- in the forms prescribed in Annexure-I and II to Sub-Rule (7) of Rule 9.

11. He should also submit before 15th January of every year, a declaration in the forms given in Annexure I and II of Rule 9(7) of all immovable/movable property owned, acquired or inherited by him or held by him on lease/or on mortgage, either in his own name or in the name of any member of his family.

12. No Government employee should except after previous intimation to the Head of the Department acquire or dispose of or permit any of his family member to acquire or dispose of, any immovable property by exchange, purchase, sale, gift or otherwise either by himself or through others. If such a transaction is conducted from a private dealer (not a regular or reputed dealer), the previous sanction of the Head of the Department Appointing authority/Regional Officers/District Collectors/other District Officers, as the case may be, as specified in sub-rule (10) of rule 9 should be obtained. Same is the case with the movable property exceeding Rs.10,000 in value.

13. The violation of above and or any of the following rules of conduct, would be treated as negligence/misconduct and is required to be dealt with under the A.P.Civil Service(CCA) Rules 1963.

<u>Rule No.</u>	<u>Nature of prohibition in the Conduct Rules</u>
4	- Strikes
5	- Demonstrations
6	- Acceptance of gifts, services, entertainments, address and other forms of facilitations
7	- Collection of subscriptions or other pecuniary assistance in pursuance of any object
8	- Lending, borrowing and insolvency
9	- Acquiring or disposing of immovable or movable property
10	- Indulging in private trade, business and investment

- 11 - Promotion and management of companies in private capacity
- 12 - Private employment
- 13 - Publication of books
- 14 - Communication of official documents or information
- 15 - Connection with Press
- 16 - Participation in radio broadcast and contribution to newspapers and periodicals
- 17 - Criticism of the policy or action of Government or any other State Govt. or Central Government
- 18 - Evidence before any committee, Commission or other authority
- 19 - Taking part in politics and elections
- 20 - Vindication of acts and character of Government employee
- 21 - Working with or under near relatives in Government service
- 22 - Employment of a member of the family
- 23 - Government employee not to deal in his official capacity with matters concerning himself his relatives or dependents
- 24 - Influencing authorities for furtherance of interests
- 25 - Bigamous marriages
- 26 - Dowry
- 27 - Drinking

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GOVERNMENT OF ANDHRA PRADESH  
DR. M. CHANNA REDDY INSTITUTE OF ADMINISTRATION

**EFFECTIVE COMMUNICATION – ITS  
IMPORTANCE**

Even leadership function could be viewed in terms of goal directed interpersonal communication. Leadership too is a two-way communication and reciprocal influence process. Leadership is defined as an attempt at inter-personal influence directed through the communication process towards the attainment of some goal or goals.

There is no managerial function (be it planning, organization, staffing, directing, coordination or what it may) which is free from the responsibility for effective communication.

DESCRIPTION:

In very simple terms communication may be described as the process of sharing messages, meaning and understanding between people. There is a sender of a message and receiver thereof the receiver then sends feed-back, thus becoming a sender in his turn and the original sender becomes receiver in his turn. Thus process goes on within an organization and if it goes on the right lines it results in smooth functioning. Communication is always within a context (here for our purposes the work context); whether the intended effect follows is ascertained through feed back. The context is provided by

- i) Physical surroundings and environment ;
- ii) social surrounding(status, role etc.)
- iii) psychological factors(friendliness or unfriendliness or the situation – formality, informality, seriousness of humorousness of the situation and so on.
- iv) time factor timing of the communication.

The paradox of communication: The more we try to communicate, the more we seem to fall.

Some classifications of Communication:

- |   |  |
|---|--|
| i) Formal<br>(Prescribed, procedurally permitted etc) | Informal<br>Just develops into evidence outside of the rigid/formal framework. It is a force to reckon with rightly uses, it will be an asset. |
| ii) Oral  | Written  |
| iii) Verbal   | Non-Verbal   |
| iv) Horizontal  | Vertical   |

Enormous importance attaches to non-verbal communication. Sometimes it may render ineffective verbal communication, say, when you give a word of praise with a frown on your face.

a) Some kind of psychological

1) The party addressed may not listen at all. The addressed may be waiting for you to send your conversation, all the while getting ready for expressing what he has been having on his mind.

2) He may be bagged down in pre conceptions which cause him to hear what he wants to hear.

3) He may be hearing you, or listening to you without thinking. Ideas don't register in his mind.

iv) He is being subjected perhaps to too much of communication (perhaps communication overload to be assimilated by him

v) Defensiveness in the sender and/or the receiver of message when shows readiness to look into one's own motives, interesting action performance etc., disappears.

b. Semantic barriers

vi) Word mean one thing to the communicator and another to the receiver.

c. Physical barriers

Where distance and much of noise in the surroundings makes communication very difficult.

1. Intellectual barrier

He just can't understand.

2. Time pressures when one just does not feel like paying adequate attention to the need for correct/successful communication and so on.

CERTAIN THINGS OF INTEREST ABOUT COMMUNICATION:

Nearly 80% of wakeful day is spent in communication.

ii) Non-verbal communication is as important as verbal communication. You will have to be extremely vigilant/alert about non-verbal communication. If you miss non-verbal communication in the listener, you may miss the really significant part of the communication. If you are not on your guard against your own tendency to resort to non-

(say, in the instance earlier given, if you praise performance of a subordinate with a frown on your face, you may be giving him or that you are going to follow it up with something to his distaste or of disadvantage to him or some such thing).

iii) Your effectiveness in your assignment is a direct function of the effectiveness of your communication skill. There is no line of managerial activity, no form of managerial responsibility where you will not be adding to your effectiveness by developing adequate communication skill. Constructive discipline, work motivation, performance appraisal – every managerial function you are charged with, every managerial situation which makes it necessary for you to work with others, lays you under an obligation to develop in yourself ample communication skill, which alone will make for further interpersonal competence.

iv) In administration, the balance of advantage is with never leaving the other party (except in confidential matters) guessing at trying to divine your intentions, purposes, motives etc. Self disclosure is a course of action which will always pay rich dividends in terms of quality of response that your behavior/conduct evokes in others with whom you have to pull in a given direction.

v) Self awareness is a necessary precondition for self disclosure, where you come to grip with realities about yourself. If, as the result of a process of acquiring self awareness, one finds in oneself a contemptible creature, one should set one self the task of changing one self bit by bit in the direction of establishing self esteem.

vi) In a humorous vein it was said that messes are like fish, neither would get in to trouble if they kept their mouths shut.

vii) It need not be so, at least to men, if they learn the art of speaking to real good purpose.

viii) Taste is the mark of an educated man, imagination the sign of a productive man and emotional balance the token of mature man. Please note that in communication all these three are looked for and also these three have immense scope for worthwhile development.

Such blocks to effective communication keep plaguing human relations and human resource management in almost every organization. In the case of Medical Officers, the books will affect not only other and fellow functionaries (Colleagues, Subordinates superiors in their own department and functionaries in other departments as well) but the public too on whom they have to practice art of healing, persuasion (when it comes to advice on family planning) and so on.

What are the features of effective communication/what attitudes are necessary for effective communication?

1. Open communication with indication of overall benefit. In the case of persons with whom you have business in that you have to get them to accept, say, Family Planning, this advice is excellent. "If you would persuade, appeal to interest, not to reason".



2. Draw out the other person's thinking.
3. Food in one idea at a time.
4. Get feed back to each of your ideas.
5. Give feed back of your understanding.
6. Quantify if possible, if not in precise terms, at least in terms of a range of say monetary benefits. (This is when you have to sell on idea, such as Family Planning).
7. Maintain rapport (Even when the listener brings in irrelevancies, a bit of sympathetic readiness to listen will be of immense help before you get him round to your subject point).

8. (a) Within a hierarchy, superior-subordinate relations go wrong frequently because of lack of adequate communication skills. The distance the superiors wants maintain, will come in the way of effective communication. The distrust the subordinate may have of the superior may again hinder effective communication. Cultivate the habit of openness in and openness to communication. Establish/Develop atmosphere of trust, supportiveness.

- (b) When a subordinate comes to you with some problem, difficulty etc., avoid what is known as judgmental listening (i.e.) opinions, assessment, judgement).

When the art of listening so that - verbally and also non-verbally too - you encourage him to say whatever he wants to say. Very often, in the course of a disciplinary interview, performance appraisal etc. If you do the right kind of listening you will find that the other party himself, though he might begin on a note of defensiveness, might gradually go to realize his weak points or shortcomings if any.

(Note: Listening is an art of the finest kind you listen for meaning, for comprehension, near perfect understanding, of the whole person who is communicating with you).

## TEN COMMANDMENTS OF GOOD COMMUNICATION

1. Seek to clarify your ideas before communicating.
2. Examine true purpose of each communication.
3. Consider the physical and human setting before you communicate.
4. Consult with others, where appropriate, in planning communication.
5. Be mindful, while you communicate, of the overtones as well as the basic content of your message.
6. Take the opportunity, when it arises, to convey something or help or value to the receiver.
7. Follow up your communication.
8. Communicate for tomorrow as well as today.
9. Be sure your actions support your communication.
10. Seek not only to be understood but to understand good listener.

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## ROLE OF PUBLIC RELATIONS IN REDRESSAL OF PUBLIC GRIEVANCES

By B Parvatata Rao,  
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Information & Public  
Relations, Govt. of A.P

Public Relations is, relatively speaking, a new comer of the ever expanding horizon of modern careers and courses - though as an idea it is as old as civilization, embedded in our Ethos.

Rama was an embodiment of dharma (Ramo dharma). He was acclaimed as 'Priyam vada' (He who speaks pleasantly) known as a PR attribute. Hanuman was skillful communicator. Against all odds, he could win the confidence of Sita whom he saw in Lanka for the first time in his life. He accomplished his task without having to use Rama's ring for the purpose - thanks to his communication skills. Prahlada remained unruffled throughout the testing time and spoke of his father and teacher always with genuine love and regard even when they were out for his blood. He was a true Satyagrahi. Vidura never shirked his responsibility in advising the king even when he had to offer unpleasant advise. If PR is counselling the management then Vidura can be reckoned as a good PR person. Gandhiji was every inch a PR person effectively communicating with masses when media such as Radio, TV, Cable TV and Satellite communication were not available to him.

### Ancient PR precepts:

Mahabharata tells us how not to behave. "Don't do to others what you yourself don't like others do to you", is the cardinal axiom it preaches. There is no other golden rule to promote social amity and cohesion than this.

Our sages made certain prescriptions for the use of tongue by detailing what one may and may not speak. One such important precept is:

Tell truth. Tell it pleasantly. Do not mention truth if it is unpleasant. Do not say anything to please others if it is not true.

Invitation to Samanas (discussion groups) during vedic times was an excellent illustration for social amity and accommodation. It says "Let us all move together. Let us all talk to ourselves and resolve our differences through discussion". This shows the role played by communication even in those days in resolving social frictions. Thus use of communication to promote goodwill and understanding was, embedded in indian thought, culture and ethos.

### Atma stuti, Para Ninda:

Curiously, self praise does not figure the favourite traits of communication in those days. Today the entire edifice of propaganda communication stands on the foundations of these two "Atma stuti" (self praise) and "Para Ninda" (to find fault with others). Krishna tells Arjuna that self praise amounts to committing suicide. And para ninda is a murderous sin. In the current environment of parliamentary democracy, "suicides and murders" seem to be the order of the day.

PR literature too is unable to escape from these two. Consequently more of "Prabhu sambandhalu than praja sambandhalu, are seen these days.

Then what is PR? Public Relations has been defined variedly. In essence, PR is a communication exercise. Communication being, preferably two way (from the organisation to the public and from public to the organisation). It is purposeful (to promote understanding and goodwill between the organisation and its justice with a view to enlist non-coercive compliance to the programmes of the organisation devised for the publics). And it is continuous. (Communication is to an organisation what breathing is to a person).

### Types of communication:

Communication can be of three types Raja Sammita (Royal style) which is just an order where there is no choice, Ex. Galyam Vada (tell truth) 2. Mitra Sammita (friendly approach) Ex. use of a helmet while driving a scooter : it protects you). 3. Kantha Sammita: through a suggestion Ex. our neighbour bought a new saree. It is cheap. She says she can even arrange instalments. This approach is suitable and best suited for PR purposes.

### Management function :

PR is considered a management function having an access to decision making levels occupying a place of the pride in the organisation. Over the last two or three decades, it has registered a phenomenal growth. Today it is not the PRs who does PR work for the organisation. Everyone right from the Chief Minister (Chairman in case of a Corporation) down to the attender is a PRO to the organisation. Commissions and omissions on the part of any one in the organisation for good or bad can affect the image of the organisation as a whole.

### Importance:

The importance of media can be gauged by the following instances:

There were times when the cabinet resolutions were drafted first and then verified before they were issued to press. That too, by an official. Today the Chief Minister himself makes a beeline from the cabinet room to the press room to announce the decisions to media. Earlier, the media persons used to follow the Chief Minister's car, almost, at the end of the convoy. It is not un common to see, of late, the CM himself travelling in the media vehicle.

### Public Grievances Redressal:

Public grievance redressal, too, not a new idea. It is as old as administration. The entire episode of avatars of Narasimha, Rama and Krishna owes its origin to the grievance nursed by "Sanaka Sanandana" when 'Jaya and Vijaya', the gate keepers of Vishnu did not allow them to see the Lord. Sanaka Sanandans did not wait for some one to come to their rescue but resorted to 'un-aided' self help. The story of 'Satyanarayana Vratham' begins with Narada providing feedback to Vishnu on the grievances of the humans living on earth. Though our rulers too would like to get away with such simple solutions as the one then offered by Vishnu, it is not possible to do so in the full glare of the media now.

### Chara Chakshu:

The king was described in good olden days Chara Chakshu as the one who sees through the eyes of his spies. Spies always bring to the king daily the news about the dark maneuver of the elements. They used to report on the difficulties encountered by them. The king himself went round the country in disguise to know the conditions first hand.

### Redressal:

When an individual finds a beggar, he throws a few coins at him. A philanthropist may establish a home for him. But a Government ought to deal with it quite differently. Individual grievances should be boiled down and attended to as community problems first. The Government should then evolve legislative and executive measures to eradicate the malaise. If a school boy is unable to pay his examination fees and petitions to the Chief Minister about it, it will be a gesture on the part of the Chief Minister to arrange to pay for him. But that is not enough. That is not also his job. He has to evolve a policy by which the state or society takes care of similar cases all over the state.

If this type of follow up does not take place, the system will only be a limited use in receiving grievances and attending to them on individual basis.

### No Institutionalisation:

While grievance remained always there, the exact action for its redressal is yet to get institutionalised adequately and properly. Grievances redressal consciousness is practically non-existent in many cases, earlier. For instance, Margaret Thatcher's "Downing Street Years" rolled by without much a mention of the word grievance. Autobiographies of other statesmen are also no exception.

### Seperate Ministry:

Grievances redressal mechanism was limited for a long time to hanging notice boards in railway stations announcing the availability of complaints books (This was later changed as "Complaints and Suggestions Book). Only in 1988, a seperate ministry to deal with public grievances was established in the Government of India. This was kept under the direct control of the Prime Minister. But its impact is yet to be noticed. All that has been done so far is to designate one of the officers in every department as a 'Grievances Officer'.

### States:

The States too have been advised to have similar arrangement for processing and following up public grievances. In Andhra Pradesh during the period When T. Anjaiah was the Chief Minister, the then Editor of Andhra Prabha Telugu (Weekly) ran a feature 'Mukhya Mantri tho Mukha mukhi' (face to face with Chief Minister). This gradually turned into a forum to ventilate people's grievances.

### N T Rama Rao:

The credit for highlighting the need to attend to the grievance redressal on priority in Andhra Pradesh should go to Sri N T Rama Rao who, in his own style converted this useful endeavour into a PR exercise. His statement that he would give house site pallas to poor within an hour after asking drew long ques at his residence. His announcement that the officer receiving the grievance would mark the date of possible disposal on all petitions received by him and follow it up to conclusion was ignored by the official dom. He launched, "Prajala Mungita palana" scheme in Brikakulam District by carrying with him the entire Secretariat. Not much could be achieved as a result of the exercise. The Chief Minister rounded it off by inviting himself to lunch to a poor tribal hut and eat there in the full glare of the media.

### Prajala Vaddaku Palana:

Soon after Sri N Chandra Babu Naidu took over as Chief Minister succeeding N T Rama Rao, he decided to continue the

programme of going to the people to find out their grievances. He however, made some changes such as dropping the Secretary's accompaniment. He effected a slight change in the name also. The programme then snow balled into a gigantic media exercise culminating in his party's victory in Lok Sabha polls. Any way, the Chief Minister was successful in arousing the people from apathy and whipping up their aspirations. The huge inflow of as many as 4 lakh petitions reflect this. Ministers, MPs, MLAs and officials were made to go to people and face them. The CM himself criss crossed rural Andhra flying across in a helicopter reaching out to people. Against tidal wave of people's aspirations, he could offer in addition to processing of petitions a soothing medication of 'shramadan' programme of aided self-help, for rural reconstruction. The paper on the State's finances brought out by his government with disarming frankness has dampened the people's enthusiasm a little.

### In other States:

The activity of going to the people is not peculiar to Andhra Pradesh state. Politicians would never let go an opportunity to mimic a populist measure. Devegouda, Indian Prime Minister holds "Janata Darshan" in Delhi as he was used to do at Bangalore when he was the CM. It is unfortunate that some treat this as a populist measure or a PR exercise little knowing that such action will only be counter productive. Eccentricity is not lacking in some quarters. This is evident by the fact that the Chief Minister of a State tried to do hair cut himself to a boy during his visit, to a village. Either he could not find someone to do the job or he could not find something better to do.

### Anatomy of grievance:

Against this background, it is worth while to understand the nature and genesis of a grievance. It may be a felt-need (like the need for employment) or a want (request for a transfer) or a desire (seeking promotion). Grievances are essentially individual but they soon assume a community face to become a public grievance. Getting water from distance is a grievance felt by the families in a village on individual basis. As it applies equally to all, it has become a felt-need of the people and transformed itself into a public grievance.

### Germination:

Grievances arise mainly due to the red tape, inefficiency, corruption and nepotism of those in charge of administration both at the official and political end. They can be the result of either an unsound policy or programme or of faulty implementation of a sound policy. Grievances may be caused by sound administration of a sound policy also as in the case of displacement of people from submergible areas when a dam is being constructed. They can also be caused by natural calamities or by unforeseen happenings. Curiously, most of the grievances can be problems of growth, as Daniel Lerner puts it. People for generations, were not aware of what a good life looked like. They know, not how to achieve it. Once they had a taste of development they want more of it. Not only that, they begin to discern. When there is no road, people suffered it silently for centuries. But when a metal road is laid, they demand a black-top road; then, a double lane one and so on. This is a desirable fall out of PR communication and development environment.

### Villain of the peace:

Communication creates awareness of development and of the means by which it can be achieved. It also motivates people by informing them about what happened in other places. It guides them through the action programme in achieving what they aspire for. One of the responsibilities of PR is to provide the feedback which is also a key to grievance redressal. Finally, the evaluation of what was achieved would follow so that better planning and implementation might ensure next time.

### PR can also germinate grievance.

In fact, in many cases, PR is the villain of the peace. Any programme to be a success should be given the back up of publicity. What a PR person should aim at is to inform the citizenry. As a leading PR counsellor, Fred Mervin said Public Relations in government parlance implies informing of the citizenry. Such information should enable them understand the policies of the government, help them in their relations with government and in deriving the benefit intended from its



policies. People should be educated not only on the advantages of suggested behavioural pattern but also on the modalities involved. For example, a parent may be convinced of the need to get his child immunised but he may not know how to go about it. If he is informed that he can get his child immunised at the primary health centre free of charge, he may feel enthused to get it done on schedule.

But unfortunately, the current day PR communication, in many cases is loaded with the glory of the powers that would be causing drought of publicity amidst a flood of propaganda. If the information gap in the minds of people is removed, many grievances subside automatically.

### Definitions of PR:

It is an irony that many leading PR writers failed to elaborate on the role of PR communication in development. This is because they all hail from developed countries like USA and UK. The PR task there is concerned with market promotion. But in developing countries the position is different. PR has to act as a catalyst for growth. Designed by local experts blindly on the model of PR, the syllabi for PR courses in our country lack the needed stress on this important arm of PR.

Similarly, the aspect of public grievances redressal does not figure at all in PR courses. There is, of course, the feed back part of it. But the feed back in PR is limited to the practical difficulties that arise in the course of the grounding of PR plan or a policy of the government. The Information and Public Relations Department in Andhra Pradesh proved a path-breaker in this respect by insisting on feed back reports with expanded content reflecting the grievances of the people.

### PR Publics:

Public does not mean general public in Public Relations. It has a specific connotation. It may mean those affected by the organisation. Cement dust flies and envelopes the houses in the vicinity of a cement factory. People in that vicinity are affected by it and form its 'public' for purposes of fighting for relief from dust. This has a bearing on the subject of grievances.

### PR the right tool:

PR is the right tool in helping the cause of grievance redressal. When the scheme of 'Rs. 2/- kilo Rice' was introduced during the first stint of NIR Ministry in Andhra Pradesh state, the policy was that the entire quota for the month had to be lifted by the cardholder at one stroke. Obviously, this was framed with a view to facilitate accounting and inspection overlooking the consumer convenience. The consumer who is expected to be below the poverty line cannot hope to mobilise the total amount needed for monthly quota at one stretch. This difficulty was voiced by some in the press which was promptly taken up by PR with the relevant authorities and an amendment was issued permitting lifting of quota by the consumer in any number of instalments.

### PR a Direction Board:

PR person does not have the financial allocations or administrative 'arm' to redress grievances. But he can guide people to right quarters in their quest for solutions. It can also take up select issues with concerned authorities and follow it up to conclusion. It can create an awareness in the grieving public about where to knock. It can also alert the concerned authorities on the problem so that they can move with alacrity to find a solution. Above all, the PR works as a shock absorber to government providing ventilation of public grievances.

### Prajala Vaddaku Palana:

PR has a special role to play with regard to schemes like Prajala Vaddaku Palana (Government at the door step of people). First, it creates an awareness of what is going on so that those that have been nursing a grievance would become aware of the opportunity available to them to ventilate it. It can enlighten the people of the possible chances of encountering higher ups by notifying the dates of meetings in the village, in which the VIPs are expected to participate. Sometimes, the VIP makes it a 'surprise' visit. With the entire paraphernalia following him and the police wireless set monitoring his movements, the element of surprise becomes a casuality. Such

combination of meeting the people (which needs wide publicity) and surprise inspection (which cherishes secrecy) are incompatible and ill-conceived in terms of PR.

At the end of the meeting in PVP campaign, PR can highlight the people's response in the media so that those in other places make bold to follow it. It can publicise the positive results to enthuse those that take pessimistic view of such schemes.

PR can also undertake evaluation to assess the impact created and also to determine whether the impact was in the right direction.

Some useful tips:

Given below are some tips for individual officials who deal with grievances:

1. Keep your eyes and ears open. Talk to the affected always directly without a middleman. Whether you can help him or not is a moot point. Dialogue with the people will help you by way of a feedback from the field.
2. Keep no pendency. Your work is half done. You have to clean the mess any way. If you keep no pendency you would not create a mess for your successor.
3. Use PR only as an instrument and not as an ornament. To be fruitful, it should be administered in correct doses. It is like your chappals. Even a rich person who can afford a large size boot has to wear only that which fits his foot. Nor, one can effect savings by opting for smaller sizes like children's shoes. Your option is limited to wearing the right size.
4. Identify your target groups, formulate your messages to them, select the right media mix, ensure coverage of the maximum number possible in the group, keep an eye on feedback, follow up and evaluation.
5. Make it a point to receive visitors during fixed hours. Spend the minimum time on pleasantries. Make the visitor feel at home and help him to open up. At the same time, let him not feel ignored or slighted by casual behaviour.

6. Smile is the best weapon in PR arsenal. Do not overdo it lest your visitor should feel offended. Also be careful not to sport a smiling countenance when your visitor pours out

his problems. He may mistake your PR smile for a sadist streak and nurse a fresh grievance against you that their difficulties have become a laughing matter for you.

7. When you are going on camp, as part of 'Prajala Vaddaku Palana' get the dates and places of your visit well publicised. Local cable TV operator may be of use.
8. Never say no to anyone. Nor give false hopes. If there are no difficulties by way of finances or rules, explain it. If the case is genuine, write to higher ups for amendment of rules or for additional provision making out a case. If you can create confidence in people that you have a helping nature, the attack of the affected will lose its teeth.

To be frank, grievances galore is a sad reflection on the efficiency of the administrator. Remember that you have to clear up the mess whether it is of your own creation or an inheritance. Have the will to be helpful. You will find a way to do it.

Delegate authority where permissible. But when it comes to PR, there are many things one has to do himself "sapatu" (food) and "Santakam" (signature) know no delegation. So also the smile.

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