





ADMINISTRATIVE TRIBUNAL AND CLASSIFICATION OF ADMINISTRATIVE ACTION

A Brief Overview

Edited and Compiled by:

Dr. ANANT KALSE

Principal Secretary

Maharashtra Legislature Secretariat and Secretary
Commonwealth Parliamentary Association, Maharashtra Branch
Vidhan Bhavan, Mumbai



MAHARASHTRA LEGISLATURE SECRETARIAT VIDHAN BHAVAN, MUMBAI 400 032

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FOREWORD

An attempt is being made to provide a glimpse of Administrative Tribunals and Classification of Administrative Action. I hope this will help the Officials of this Secretariat to understand the Administrative Law. I am also very much indebted to Hon. Shri Ramraje Naik-Nimbalkar, Chairman, Maharashtra Legislative Council and Hon. Shri Haribhau Bagade, Speaker, Maharashtra Legislative Assembly for their continuous support and motivation in accomplishing this task.

I hope this brief compilation will be useful to the Law students.

Vidhan Bhavan: Mumbai,

2016.

Dr. ANANT KALSE,

Principal Secretary dated the 6th October Maharashtra Legislature Secretariat and Secretary, Commonwealth Parliamentary Association Maharashtra Branch.

ADMINISTRATIVE TRIBUNALS

Introduction:-

We are living in the administrative age and now-a-days Government functions has increased to such an extent that administrative authorities pervades all walks of human life. The society has to confront with the administrative authority in day to day life. The intense form of government is responsible for entrusting the administration with decision making powers. The existing judicial system is proved inadequate to deal with all adjudication. So it is need of the hour that, the decision making or functions of the administration may be entrusted to such an authority which have statutory origin. For the exercise of such powers a statutory tribunal is a very effective mechanism and instrumentality the status of which would be between a Court and the Administrative Department performing adjudicatory powers.

The dictionary meaning of the word "Tribunal" is seat of the Judge. As per celebrated author I.P. Massey in Administrative Law the term 'Tribunal' is used in a special sense and refers to adjudicatory bodies outside the sphere of ordinary Courts of land.

In Associated Cement Co. Ltd. vs. P.N. Sharma, AIR 1965 SC 1595, Supreme Court held that, a Tribunal may posses some but not all trapping of the Court. From a functional point of view and administrative tribunal is neither exclusively a judicial body nor exclusively an administrative body but is somewhere between the two.

The Franks Committee

Tribunals have certain characteristics which often gives those advantages over the courts. These are cheapness accessibility, freedom from technicality expedition and expert knowledge of their particular subject.

- (1) Today the Executive performs many quasi-Legislative and Judicial functions.
 - (2) Change in role- of Government
 - (3) Laissez Faire theory changes
 - (4) Social security & social Welfare
- (5) It is not possible for ordinary courts to deal with all these socio-economic problems.

Consumer Forums

- (6) Industrial disputes between workers & management should be decided expeditiously - not possible by ordinary court- expeditiously -
- (7) So Administrative Tribunals are established to decide various quasi-judicial issues in place of ordinary Court of Law.

136-SLP 227- Power

Status:

of Supd. over all

courts / tribunals

Part XIV-A **Tribunals**

(Constn. 42nd Amm. Act, 1976) 323

Α-Administrative Tribunal 323 B-**Tribunals** for other matters .

- (1) Constitutional recognition
- (2) Recognised by Constitution A-136, 227, 323A, 323 B SLP, appeals etc

.Definitions:-

Durga Shankar Mehta V/s Raghuraj Singh, AIR 1954 SC 520

Supreme Court defined tribunal in the following words –

The expression Tribunal as used in A- 136 does not mean the same thing as court but includes,— within its ambit all adjudicating bodies, provided they are constituted by states and are invested with Judicial as distinguished from adm. or Executive function.

Wade - (Administrative Law)

- (1) Constituted by Act of Parliament or Legislature.
- (2) Decision Judicial rather than administrative.
- (3) Tribunal reaches a finding of fact applies Law to fact & decides legal question objectively & not on the basis of executive policy.
- (4) Tribunals are independent not subject to adm. interferences.

Test:

A Tribunal is an adjudicating authority but the power of adjudication does not ipso facto make the body as Tribunal.

DRTIn order to be a tribunal, it is essential that such power of adjudication must be derived from statute and not from agreement between the party.

Eg. DRT, MRT University Tribunal CAT /MAT.

Tribunals:-

- (1) Election Tribunal
- (2) Industrial Tribunal
- (3) Revenue Tribunal
- (4) Rent Control Authority
- (5) Income Tax Tribunal
- (6) Sales Tax Tribunal
- (7) Maharashtra Revenue Tribunal
- (8) Debt Recovery Tribunal
- (9) Motor Accident Claim
- (10) MAT / CAT

Consumer Court/Dist Forum / State Forum / National Forum

Authorities not be held Tribunal

- (1) Custom Officer
- (2) Manager LIC
- (3) Military Tribunal
- (4) Conciliation Officer

Reasons for growth of Administrative Tribunals

- (1) Dicey's Theory Rule of Law
- (2) Increase in Government functions
- (3) Ordinary courts are not in a position to meet situation complex problems.
- (4) <u>Traditional Judicial system proved inadequate</u> to <u>decide & settle all the dispute</u>s.
- (5) Slow, costly, in expert, complex overburdened, no speedy disposal.
- $(6)\,So\ industrial\ tribunals\,/\,Labour\ Courts\,/\,DRT\,/\,Consumer$ Forums established.
- (7) <u>Traditional Judiciary—Conservative rigid, technical-evidence / procedure— adm. CPC / Cr.PC, Evidence, authorities can avoid technicalities.</u>

(8) In short Robson says, —

Administrative Tribunals do their work more rapidly, more cheaply more efficiently than ordinary courts possess greater technical knowledge & fewer prejudices against Government give greater need to the social interest involved – decides disputes with conscious efforts at furthering social policy embodies in the Legislation.

Characteristics of Administrative Tribunal

- (1) Creation of Statute / statutory origin.
- (2) Some trappings of courts not all.
- (3) Entrusted with the Judicial powers of the state performs Judicial & quasi Judicial functions.
 - (4) Not bound of strict rules of Evidence / procedure.
- (5) Decisions are Judicial in nature rather than administrative.
 - (6) discretion is exercised objectively & Judicially
 - (7) Independent not subject to adm. interference.
 - (8) Writs Certiorari/ prohibition available against decision.

They are neither exclusively Judicial nor exclusively administrative bodies - partly administrative / partly judicial.

Administrative Tribunal and Principle of Natural Justice

- (1) Exercises Judicial / quasi-Judicial
- (2) Essential features –

They decides disputes (i) independently (ii) Judicially (iii) objectively (iv) without bias / prejudice

(3) Frank's Committee – 1957 proclaimed 3 fundamental objectives- (a) openness (b) fairness (c) impartiality.

<u>Openness</u> - require the publicity of proceedings & reasoning under lying decision (speaking ideas).

Fairness – require adoption of clear procedure—enables parties to know their rights, to present their case fully.

. Impartiality – Freedom of Tribunal from the influence real apparent of depts. concerned.

The above principles are accepted in India.

- (1) <u>State of UP vs. Mohd. Noor, AIR 1958 SC 86—</u> Prosecutor also an adjudicating officer.
- (2) <u>Dhakeshwari Cotton Mills V/s. CIT, AIR 1955 SC 65</u>—Where the tribunal did not disclose some evidence to the assesses relied upon it the decisions were set aside by Supreme Court.

<u>Administrative Tribunal and Rules of Procedure and Evidence</u>

- (1) Inherent powers to regulate their own procedures-
- (2) They are courts CPC summon, witnesses, enforcement of attendance followed.
- (3) <u>Proceeding deemed to be Judicial proceedings for the purposes</u> of S. 193, 195, 228 IPC, 345, 346 Cr.PC 1973
 - (4) Not bound by strict rules of Procedure Evidence.
- (5) They must observe the principle of natural justice or fair play.

(6) <u>State of Haryana vs. Rattan Singh, AIR 1977 S</u>C 1512.

- Strict & sophisticated rules of Evidence Act need not apply.
- All materials which are logically probative for a prudent mind are permissible
- It has reasonable nexus / credibility "The essence of a Judicial approach is objectivity, exclusion of extraneous material or consideration & observance of Rules of natural Justice."

Reasons for decision:-

- (1) Recording of Reasons in support of order is considered to be the part of natural justice.
- (2) Every quasi-Judicial authority is bound to record reason in support of the order passed by it.
 - (3) M.P. Industries V/s UOI Leading case, AIR 1966 SC 671

Subba Rao J. observed:-

- (1) They are necessary concomitants of welfare state.
- (2) But arbitrariness in their functioning destroys the concept of Welfare state.

SC/HC reluctant to interfere with or disturb the decisions of specially constituted Tribunal / authorities the SC/HC are not courts of appeal or revision over the decisions of Administrative Tribunal

- (3) The condition to give reasons introduces clarity and excludes or minimizes arbitrariness & gives satisfaction to the party against whom order is made.
- (4) A reasoned order is a desirable condition of Judicial disposal.

Decision of the Tribunal and Judicial Review

- (1) High Court under Article 226 / 227 and Supreme Court under Article 32/136 can exercise Judicial Review over decision of Tribunal (Limited Judicial Review).
- (2) Power of Judicial Review is recognized by constitution and cannot be taken away by any statute.
 - (3) It is a basic structure.
 - (4) Ground of Judicial Review -
- Tribunal acted without jurisdiction or failed to exercise Jurisdiction.
- Order- arbitrary perverse, malafide Not observed principles of natural justice.
- Error apparent on the face of record or the order is ultra virus the act.
- No evidence in support of order or is based on irrelevant concede.
 - Grave injustice is perpetuated
 - Order is such that no reasonable man would have made it.

<u>Lord Denning</u> – R vs. Medical Appeal Tribunal (1957) "If Tribunal were to be at Liberty to exceed their jurisdiction without any check by the courts, the Rule of Law would be at an end."

Judicial Review

(1) Mayawati V/s Markandeya Chand, AIR 1998 SC 3340 / 3349.

"Lord Fraser's speech in Re-amin (1983) 2 All E.R. 864" "JR is entirely different from an ordinary appeal. It is made effective by the court quashing the Adm. decision without substituting its own decision and is to be contrasted with an appeal where the Appellate Tribunal substitutes its own decision or the merits for that of the Adm. officer."

(2) Quoted in <u>Tata cellular V/s U.O.I., AIR 1994 SCW</u> 3344.

CLASSIFICATION OF ADMINISTRATION ACTION

Introduction:-

It is widely accepted that Government functions can be categorised as Legislative, Executive and Judicial.

The Legislature is the law making organs of any State. As per noted author on Administrative Law I.P. Massey in some written constitutions like the U.S. and Australian, the law making power is expressly vested in the Legislature. However, in the Indian Constitution though this power is not so expressly vested in the Legislature, yet the combined effect of articles 107 to 111 and 196 to 201 is that, the law making power can be exercised for the union by Parliament and for the States by the respective State Legislatures.

However, due to tremendous increase in the modern day administrative functions, the legislative bodies cannot give that quality and quantity of laws which are required for the efficient functioning of a modern intensive form of government. So the delegation of law making power to the administration is become compulsive mechanism. When any administrative authority exercises the law making power delegated to it by the Legislature, it is known as the rule making action or quasi legislative action.

Thus, generally an administrative action can be classified into four categories :—

- 1. Rule making action or quasi-legislative action.
- 2. Rule Decision Action or Quasi-Judicial Action.
- 3. Rule Application Action or Administrative Action.
- 4. Ministerial Action or Pure Administrative Action.

So, it is essential to know which action administration is performing.

- (1) Wade and Philips It is customary to divide function of Govt. into 3 categories Legislature / Executive / Judiciary.
 - (2) Today Executive performed variety of functions—
 - (i) Investigate;
 - (ii) to prosecute;
 - (iii) to prepare & adopt schemes;

- (iv) to issue & cancel licenses;
- (v) to make rules, regulations, bye laws;
- (vi) to adjudicate or disputes;
- (vii) to impose fine / penalties.

Rule making and adjudication.

(3) Schwartz – rightly said that rule making (quasi-Legislative) and adjudication (quasi-judicial) have become the chief weapons in the adm. armoury—(French adm. Law)

Need for Classification:

- (1) Functions performed by Administrative authorities—
 - (i) purely administrative;
 - (ii) quasi-judicial;
 - (iii) quasi-Legislative.
- (2) To decide which functions performed by Administrative authorities is very difficult.
- (3) No precise, perfect & scientific Test—Courts have not formulated any definite Test.
- (4) Such classification is essential inevitable as many consequences flow from it.

Functions

Test to be followed

- (1) Exe. authority exercise Judicial or quasi-judicial functions
- (1) Follow the principle of natural justice + amenable to writs Jurisdiction certiorari / Prohibition
- (2) Adm. / Legislative / quasi-Legislative
- (2) No
- (3) Action is Legislative in character (3) Publication Lying on Table
 - (3) Publication Lying on Table required.

(4) Pure adm. action

(4) not necessary

(5) Adm. function

(5) Delegation is permissible

(6) Judicial Function

- (6) Del. not permissible
- (7) Exercise of Legislative powers
- (7) not to be held invalid on the ground of unreasonableness

(8) Adm. decision

(8) challenged on the ground of unreasonable

So, it is essential to determine what type of functions the Administrative Authority performs.

Legislative, Executive and Judicial functions of Administrations

Legislative Powers.

(1) Vora Fida Ali V/s State AIR 1961 Gujarat 1961 Division Bench of Gujarat H.C. Wills in his "Treatise on constitutional Law."

Prohibition of

- (1) Ragging Act
- (2) Dance Bar Bill
- (2) **Legislative Power** Mr. Green has defined the "Legislative powers"-Power to create rights powers, privileges or immunities, 2 their co-relatives as well as status, not dependent upon any previous rights, duties etc.- (for the first time) The power of creating antecedents Legal Capacity and Liabilities.
- (3) **Judicial power** Power to create some right or duty depending upon previous right or duty—Power to create remedial legal capacities and liabilities (ex under contract Act, breach of contract Spc. relief, consumer protection, IPC, Environmental protection.)
- (4) **Executive power**:- Including all Governmental powers which is not part of the process of Legislation or adjudication-Powers concerned with management and Execution of Public affairs. The constitution has not made an absolute or rigid division of functions between the 3 agencies of the state.

Functions of the Executive:

- (i) Legislative Function -
 - (1) making rules, regulations, bye-laws
 - (2) Bates V/s Lord Hailsham –

(1972) 3 All ER 1019

Union of India V/s Cynamide Ind. Ltd. – (1987) 2 SCC 720

Megarry J. observed that, —

"The rules of natural justice do not run in the sphere of Legislation, primary/delegated."

Wade- (Adm. Law- 1994) – "There is no right to be heard before the making of Legislation – whether primary or delegate unless it is provided by Statute."

- (1) Fixation of price;
- (2) declaration of place to be market yard;
- (3) imposition of Tax;

- (4) Establishment of Municipal corporation under statutory provisions;
- (5) Extension of limit of town area committee are held to be Legislative functions.

Legislative & Judicial Functions - Distinction

Prentis vs. Atlantic Coastline Co. 1908 211 u.s. Justice Holmes points out the distinction.

Judicial

(1) Judicial inquiry investigates, declared & enforces liabilities and they stand – on Present or past facts & under existing Law. That is purpose and end.

Legislative

(1) Looks to the future and changes existing condition by making new rules to be applied to all persons.

According to justice Holmes: - Main aspect is the element of time.

- (1) A rule (Legislative Function) prescribes future pattern of Conduct and creates new rights and Liabilities.
- (2) Where as decision (Judicial) determines rights & Liabilities function on the basis of present & past facts and declares the pre existing rights & Liabilities.

Legislative & Administrative Function Distinction

- (1) Distinction is very difficult to draw -Griffith and Street-(Principles of Administrative Law)
- (i) The power to make rules of general application is a legislative power and the rule is a Legislative rule.
- (ii) Power to give order in specific cases is an executive power & the order is an executive action. De'Smith (J.R.Q. Adm. action 1995 P. 1006)
- (iii) Legislative Act is the creation & promulgation of a general rule of conduct without reference to particular conduct
- (iv) While Adm. act is the application of a general rule to a particular case. P.44 De'smith.

Judicial Function —

Conflict of Rights A—Yes B—No facts-Law-

decision.

- (1) According to committee on Ministers Power- 1932 Pure Judicial Function pre supposes an existing dispute between two or more parties & dispute between two or more parties & it involves four requisites.
 - (2) Presentation of their cause by the parties to the dispute
- (3) If the dispute is question of fact- ascertainment <u>by</u> <u>evidence, arrangements</u> etc.
- (4) If the dispute is question of Law submission of Legal argument by the parties.
- (5) decision- by finding facts in <u>dispute & application of Law to the facts— ruling upon disputed question of Law.</u> Thus in a pure judicial function The aforesaid if requisites must be present <u>the decision is Judicial decision even though it might have been made by Minister</u>, Board Exe-authority Adm./ officer, tribunal etc.

Quasi-Judicial function

- (1) Quasi—not exactly
- (2) Generally an authority is described <u>as quasi-Judicial</u> when it has some attributes or trappings of Judicial functions but not all.
- (3) According to committee, a quasi-Judicial action equally pre-supposes existing <u>disputes & involves 1 and 2 but does not necessarily involve 3 never involved 4 c place is taken by Adm. action character determined by Minister's choice.</u>

<u>Griffith and Street</u> - Stated that quasi judicial function stands midway between judicial function & Adm. function. <u>Quasi Judicial decision</u> — is nearer to Adm. decision in terms of <u>discretionary element & nearer the Judicial decision in terms</u> of <u>procedure & objectivity of its end product</u>. (Principles of Administrative Law).

Quasi-Judicial & Judicial

Quasi-Judicial

Judicial

- (1) Some Trappings of Court but not (1) Obligation to act Judicially all- obligation to act Judicially
- (2) Not lis inter partes —-
- (2) A Lis-inter partes is an essential characteristic
- (3) Lot bound of rules of evidence/procedure
- (3) Strictly bound
- (4) Not bound of precedents
- (4) Bound by precedents
- (5) May be party to dispute but can still decide it.
- (5) Court cannot be Judge in his own cause.

Administrative Functions

<u>In Ram Jawaya V/s State of Punjab — AIR 1955 SC 549 Mukherjee C.J. observed.</u>

"It may not be possible to frame an exhaustive definition of what executive functions means and implies.

Ordinarily the executive power connotes The residence of Govt. function that remains after Legislative & Judicial functions are taken away. [Madhavrao Sciendia V NOI (1971) 1 SCC 85]"

Ingredients:

- (1) Administrative order generally based on Govt. policy/expediency.
- (2) In Adm. decision no legal obligation to adopt judicial approach—decision—subjective.
 - (3) Not bound by the rules of evidence of procedure.
- (4) Can take decision in exercise of statutory powers or in the absence of statutory provisions.
 - (5) Administrative functions delegated / Sub-delegated
 - (6) –may consider evidence, even use discretion.
- (7) is not always bound principle of natural justice unless statutory provision.
- (8) Administrative action—held invalid on the ground of unreasonableness.
 - (9) Writs prohibitions/ certiorari not always available.

Administrative & Quasi-judicial Functions:-

- (1) Acts of an Adm. authority purely Administrative or legislative or Judicial in nature.
- (2) To appreciate the distinction between administrative & quasi-Judicial functionsWe have to understand two expression,—

To appreciate the distinction between administrative & quasi-judicial functions- we have to understand two expressions.

(i) <u>Lis</u> —

Claim X Claim – dispute object is to decide rights there is lis - $\,$

one party, "When Lis inter partes and Adm authority required to which is decide dispute between particular adjudicate upon quasi-Judicial opposed by function ex-election Tribunal, Industrial tribunal, etc.

(ii) Quasi-lis: Lis decided not between two or more parties- but between itself— & another party. (not list interpartes) ex-dismissing employee, canceling admission to student refusing unfair means, rusticating students— Administrative functions—

statute empowers

an
authority
to decide
dispute
arising out
claim by
one party,
which is
opposed by
another
party.

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Important Topics of Administrative Law

1. Evolution, Nature and Scope of Administrative Law

- O From Laissez faire to a social welfare state
- O State as regulator of private interest
- O State as provider of services
- O Other functions of modern State, relief, welfare
- O Evolution of administration as the fourth branch of government necessity for delegation of power on administration
- O Evolution of agencies and procedures for settlement of disputers between individual and administration
- O Regulatory agencies in the United States
- O Conseil d' at French Administrative Law
- O Tribunalization in England and India
- O Definition and Scope of Administrative Law
- O Relationship between Constitutional Law and Administrative Law
- O Separation of Powers
- O Rule of Law

2. Civil Service in India

- Nature and Organisation of Civil Service from colonial relics to democratic aspiration.
- Powers and Functions
- Accountability and responsiveness; problems and perspectives
- Administrative deviance-corruption, nepotism, mal-administration

3. Legislative Powers of Administration

- O Necessity for delegation of legislative powers
- O Constitutionality of delegated legislation powers of exclusion and inclusion and power to modify status
- O Requirement for the validity of Delegation Legislation

- O Constitution of affected interests and public participation in rule making
- Publication of delegated legislation
- O Administrative direction, circulars and policy statements
- O Legislative Control of Delegated Legislation
- O Laying procedures and their efficacy
- O Committee on delegated legislation their constitution, functions effectiveness
- O Hearings before Legislative Committees
- O Judicial control of delegated legislation Judicial Control
- O Sub-delegation of legislative powers sub-delegation.

4. Judicial Power of Administration

- O Need for devolution of adjudication authority on administration
- O Administrative Tribunals and other adjudicating authority and their ad-hoc character
- O Tribunals need nature, constitution, jurisdiction and procedure
- O Jurisdiction of administrative tribunals and other authorities
- O Distinction between quasi-judicial and administrative functions
- O The right to hearing essential of hearing process
- O No man shall be judge in his own cause
- O No man shall be condemned unheard
- O Rule of evidence no evidence, some evidence and substantial evidence rules
- O Reasoned decisions
- O The right to counsel
- O Institutional decisions
- Administrative appeals

5. Judicial Control of Administrative Action

- O Exhaustion of administrative remedies
- O Standing, standing for public interest litigation (Social, action litigation) collusion, bias.
- O Laches
- O Res-Judicata
- O Grounds
 - Jurisdictional error / ultra vires
 - Abuse and non exercise of jurisdiction
 - Error apparent on the face of the record
 - Violation of principles of natural justice
 - Violation public policy
 - Unreasonableness
 - Legitimate expectation
- O Remedies in Judicial Review
 - Statutory appeals
 - Mandamus
 - Certiorari
 - Prohibition
 - Quo-Warranto
 - Habeas Corpus
 - Declaratory judgements and injunctions
 - Specific performance and civil suits for compensation

6. Administrative Discretion

- Need for administrative discretion
- Administrative discretion and rule of law
- Limitations on exercise of discretion
- Malafide exercise of discretion
- Constitutional imperative and use of discretionary authority
- Irrelevant considerations
- Non-exercise of discretionary power

7. Liability for Wrongs (Tortious and Contractual)

- O Tortious Liability: Sovereign and non-sovereign functions
- O Statutory immunity
- O Act of State
- O Contractual liability of government
- Government privilege in legal proceedings state secrets, public interest
- Transparency and right to information
- O Estoppels and waiver

8. Corporations and Public Undertakings

- State monopoly remedies against arbitrary action or for acting against public policy
- Liability of public and private corporations departmental undertakings
- Legislative and Governmental control
- Legal remedies
- Accountability Committee on public undertaking and estimates committee

9. Informal Methods of Settlement of Disputes and Grievance Redressal Procedures

- O Conciliation and mediation through social action groups
- O Use of media lobbying and public participation
- O Public inquiries and commissions of inquiry
- O Ombudsman: Lokpal, Lokayukta
- O Vigilance Commission
- O Congressional and Parliamentary Committee

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BIO-DATA



Full Name	Dr. ANANT NAMDEORAO KALSE		
Office held and assumption of office	Principal Secretary; Maharashtra Legislature Secretariat and Secretary; Commonwealth Parliamentary Association (CPA), Maharashtra Branch.		
Education	B.Sc., LL.M., Ph.D. (Law), Mumbai		
Career (in outline only)	Session Auran 1981-2003 - Joine Legis	tary	
	2 March 2007 - Principal Secretary		
Conferences, Seminars attended / visits abroad	* 2000, Hyderabad * 2001, Chandigarh * 2004, Kolkata * 2005, Raipur	Conferences of Presiding Officers and Secretaries of Legislative Bodies in	
	* 2007, Thiruvanantha- India. puram * February, 2010, Bhopal * June, 2010, Srinagar * September, 2011, Jaipur		

	* T 1 0047 T 1	
	* February 2015, Lucknow	
	* January 2016, Gujarat	
	2001, New Delhi	All India
		Conference of
		Presiding
		Officers, Chief
		Ministers, Ministers
		of Parliamentary
		Affairs, Leaders
		and Whips of
		Parties on
		'Discipline
		and Decorum in
		Parliament and
		State Legislatures'.
	Australia,	Parliamentary
	New Zealand,	Study Tour
	Singapore, U.K.,	
	France, Italy,	
	Belgium, Holland,	
	Switzerland, Geneva	
	(United Nations Office)	
Academic	2006, Nigeria	* 52nd CPA
Information	_	Conference
	2015, Goa	* 5th India Region
	,	CPA Conference
	2016, New Delhi	* National Women
	,	Legislators
		Conference
	Delivered lectures on Parliamentary Practice and Procedure, Constitution of India,	
	Administrative Law and Human Rights,	
	International Law, Law of Torts, Interpretation	
	of Statutes, Feministic Jurisprudence.	

Visiting Faculty:— (1) Mumbai University Post Graduate Law Department. (2)SNDT University Post Graduate Law Department. Government Law College, Mumbai. (3)(4) K. C. Law College, Mumbai. Yashwantrao Chavan Academy of (5)**Development Administration Institute** (YASHADA) Pune. Indian Institute of Public Administration (6) Mantralaya, Mumbai. (7)Returning Officer for the Biennial Elections to the Council of States (Rajya Sabha) and Maharashtra Legislative Council since, 1992. (8) Maharashtra Judicial Academy and Indian Mediation Centre and Training Institute, Uttan, Bhayander (W.), Dist. Thane. Books / (1) Parliamentary Practice and Procedure **Articles** with special reference to Maharashtra **Published** Legislature. (2)Law Making Process-An Introduction. (3)Legislative Procedure and Parliamentary Privileges-A Brief Overview. (4) An outline of Comparative Analysis of the Leading Constitutions of the world with special reference to Indian Constitution. Nagpur Session - Myth and Reality - An (5)overview.

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