

The Central Government



Discuss among yourselves why elections are important.

The first elections after India became an independent country were held in 1951-52. It took four months to conduct the elections. Why do you think it took so long? Perhaps you can find the answer by reading this description of the first elections.

The First Elections

Such a large election had never before been held anywhere in the world. Since it was based on **universal adult franchise**, everyone twenty-one years of age or older had the right to vote. At that time there were more than 17,30,00,000 people who could vote. For most of them, this was their first opportunity to vote. Most of them had never had a chance to go to school. About 80% of Indians lived in rural areas.

In some countries only certain adults had voting rights (often women, uneducated and poor people were left out).

There was one big question: "How will the people respond to this opportunity?"

Some people said, "The elections are 'a leap in the dark', not suitable for a country like India. India is a caste-based society in which many people do not accept the idea that everyone is equal. So it won't be possible to have a democratic election."

There were other people who were very hopeful. They said, "We must have faith in the Indian people. Many Indians have participated in the National Movement to gain freedom from the British. They hope and expect to elect a government of their own choice. They want the government to

work towards creating a society where everyone is treated equally. They also want the government to improve the living conditions of the people. Thus everyone should have an equal opportunity to elect a government of their choice. The elections are 'an act of faith'.

If you had been living at that time, which side would you have agreed with? Would you have considered it a good idea for India to try to have universal adult franchise and conduct elections? Givereasons.

Under British Rule elections were held to the provincial governments in 1937. However, only those with some property, educational qualifications etccould vote. Can one say that the elections during British Rule were held on the basis of universal adult franchise? Explain.

An Election Commission was set up to conduct the elections in a free and fair manner. An Election Commissioner headed it. Making arrangements for the first elections was a **large and complex task**. First, a house-to-house survey was carried out to register the voters. A list was made of all the eligible voters.

Every party and every independent candidate was given a symbol. These symbols were painted on the ballot boxes in which the votes had to be cast. The voters had to put their ballot paper into the box of the candidate they wanted to vote for. Screens were set up so that the voting (ballot) was secret.

Over 2,24,000 polling booths were set up, one for almost every 1,000 voters. Over 25,00,000 steel ballot boxes were made. Nearly 62,00,00,000 ballot papers were printed. About 10 lakh officials supervised the polls. After the polling was over, the votes were counted. The candidate who got the largest number of votes in each constituency was declared elected.

Nearly 17,500 candidates had contested the elections across the entire country. They were from 14 national parties and 63 regional or local parties.

Besides this, there were a large number of independent candidates. 489 people were elected to the Lok Sabha in Delhi. A total of 3,283 MLAs were elected to the different Vidhan Sabhas (State Assemblies).

The elections were conducted in a fair, free, impartial and orderly manner, with very little violence.

This map shows today's 543 Lok Sabha constituencies. Each constituency votes for one member of the Lok Sabha. In addition two seats are filled by nomination from the Anglo-Indian community.

The response of the people to the new opportunity was tremendous. They participated in the polls, fully aware that their vote was a prized possession. In many places, the people treated elections as a festival and a public celebration. They dressed up for the occasion in festive clothing. Women wore their silver jewellery. Poor and illiterate people demonstrated their ability to exercise their right to vote carefully, though the voting procedures were complicated.

There was a large turnout of voters not only in the urban areas but also in the rural areas. There was a very high participation of *dalits*. Another remarkable feature of the elections was the wide participation of women - nearly 40 percent of the women who were eligible, cast their votes.

What is significant about these elections was that no other nation had ever conducted such a large-scale election in which all citizens, including women, illiterate and poor, were given the power to vote. More than 46 percent of the eligible voters exercised their power to vote.



Discuss the meaning of the following with your teacher:

candidate Election Commission

constituency Voters'List

ballot procedure of voting EVIVI regional & national parties

electioncampaign

Find out the symbols used by different political parties today.

Whywere the first elections a 'large and complex task'?

Doyouseesome differences between the first elections and elections held today? Compare the following elements in the two elections: ballot box and sheets, age of voting.

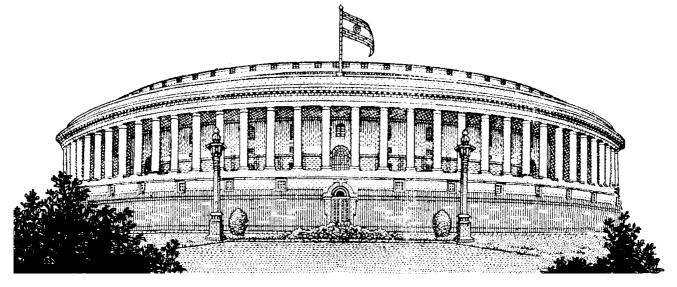
Whyshould the voting be secret?

How Many People Vote?

There have been many Lok Sabha elections since the first one. The Table below gives the percentage (%) of people who voted in each election. Use this information to answer the following questions.

Year of Lok Sabha election	Percentage of voters who voted
1952	46 %
1957	48 %
1962	55 %
1967	61 %
1971	55 %
1977	60 %
1980	57 %
1985	64 %
1989	62 %
1991	56 %
1996	58 %
1998	62 %
1999	59 %
2004	58 %

- 1. How many Lok Sabha elections have been held?
- 2. Why do you think it is important to look at the percentage of people who cast their votes? What does it tell us?
- 3. Why do you think some eligible voters did not vote? Discuss the possible reasons.
- 4. What were the opinions expressed by different people at the time of the first elections? Looking at this table what can you say about the participation of people in the election process?
- 5. Based on this table, do you think it was a good idea to conduct elections through universal adult franchise in 1951-52?
- 6. A survey showed that among the uneducated and poor the percentage of people who voted in 1996 was 61%. However, it was only 53% among graduates. What could be the reasons for this difference? Discuss.



The Two Houses of Parliament

Last year you learned that the Members of the Legislative Assembly (MLAs) in each state make the laws for their state. Each state makes its own laws. The laws for the whole country are made by the Members of Parliament (MPs). The Parliament has two houses, the Lok Sabha and the Rajya Sabha. The description of the first elections shows how members of the Lok Sabha were elected.

The Constitution outlines the rules governing elections and the running of the Parliament. It says that elections to the Lok Sabha should be

Thus. Uttar Pradesh has 80 constituencies while Himachal Pradesh has only four constituencies. Madhya Pradesh has 29 constituencies and the Union Territory of Chandigarh has one constituency.

constituencies than states with a smaller population.

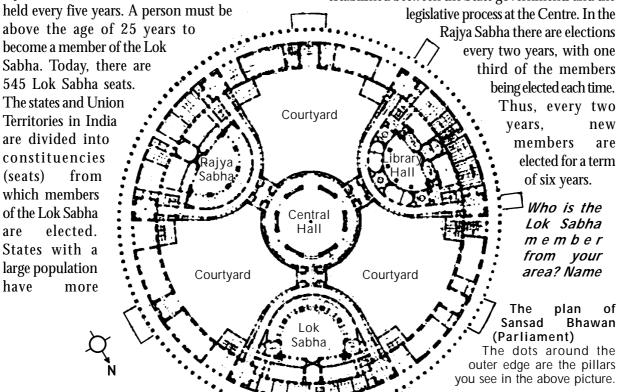
In the description of the first elections we did not mention how members of the Rajya Sabha were elected. The Rajya Sabha can have a maximum of 250 members. The state Legislative Assemblies and Union Territories elect their representatives to the Rajya Sabha. This is one way a link is established between the State governments and the

> Rajya Sabha there are elections every two years, with one third of the members being elected each time. Thus, every two years, new members are elected for a term of six years.

> > Who is the Lok Sabha member from your area? Name

The plan Sansad Bhawan (Parliament)

The dots around the outer edge are the pillars you see in the above picture.



The Functions of Parliament

Elections are conducted in order to give the people a chance to have a say in their own government. The most important duty of the MPs of the two houses of the Parliament is to frame the laws for the country and to change the laws when necessary. You learned last year how the state Legislative Assembly makes the laws for the state. The Parliament follows a similar procedure to make the laws for the country.

The MP who proposes a bill explains why the law is needed. Other members may agree, or may have a different opinion. So a discussion takes place. Different aspects of the bill are analysed. The various problems that could occur if the bill becomes a law are highlighted. Many suggestions are put forward for improving the bill. These debates are widely reported and written about in the newspapers. They can be followed on the internet. Sometimes they are even shown on TV. At the end of the debate, the bill is put to a vote. In this way, some bills are passed and some are rejected.

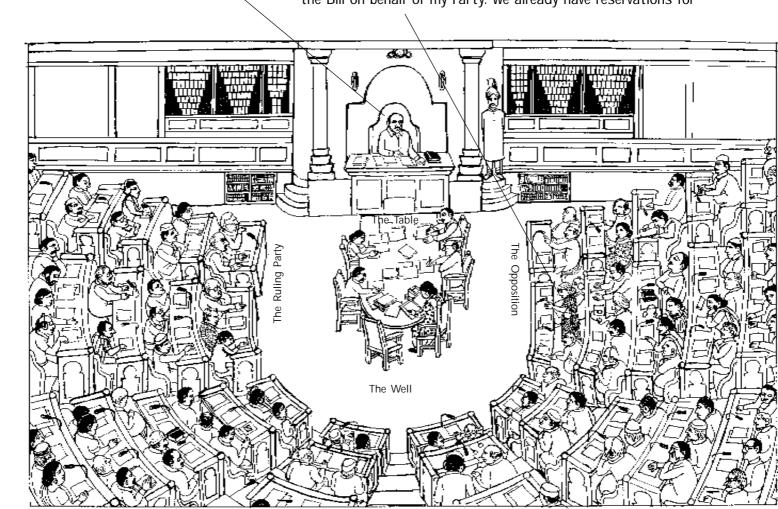
a few other MPs from your state or neighbouring states. Find out which political parties they belong to.

How do the members of parliament give shape to the policies of the country? You might have heard about a law proposed in 1999 to reserve one third of the seats in the Parliament and Legislative Assemblies for women. In order to make such a law, MPs discuss it in both houses of the Parliament. Following is an **imaginary discussion** about this bill in Parliament.

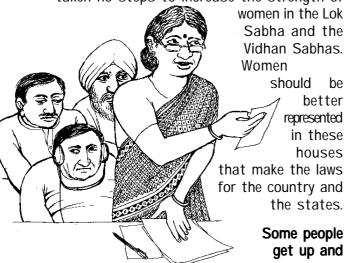
A Debate on a Bill in the Lok Sabha

Speaker: Ms. Anju Nair to speak now.

Anju Nair: As women's participation is an important subject, and the Government has brought this amendment Bill, I support the Bill on behalf of my Party. We already have reservations for



women in the Panchayats and the Municipalities. However, the government has taken no steps to increase the strength of



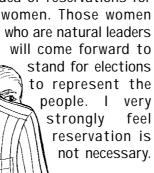
start shouting: . . . But corruption has only increased in our country . . .

Speaker: I request the house to listen to Anju Nair. Please allow her to continue.

Anju Nair: We should reserve seats for women in these houses, just like we reserve seats for women in the Panchayats and the Municipalities. In this way, the participation of women in politics will increase and they can contribute positively to our national life. It would be a bold step to reduce social injustice against women.

Speaker: C. P. Chaudhari

C. P. Chaudhari: India is a great nation and we have always respected women. However, I cannot accept this idea of reservations for



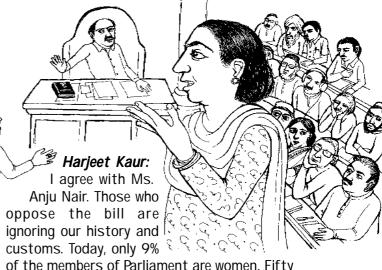
Anju Nair: T h e honourable

member has no idea of the numbers... I beg to differ with your arguments. If women are getting enough space to stand for elections, how come there are so few women members in our legislative houses? Do you know that today there are only 4.1% women in all our State Assemblies put together? From the first elections in our country to State Legislatures in 1952, where the percentage of women was 1.8% how far have we reached in representing the views of women? It means that these legislative houses do not give a voice to half the citizens of this country. How can any law made by these houses in the name of democracy....

Speaker: Ms. Anju Nair your turn to speak is over.

Lots of protests from various people: This is unfair, you should give her some more time....

Speaker: Silence please. Harjeet Kaur.



of the members of Parliament are women. Fifty years ago there were 4% women in Parliament. That shows that in 50 years we have moved only an inch! There are too many social barriers against women participating in elections. They are not allowed to work. They cannot move freely in public places and they are not allowed to participate in meetings and political activities. They cannot come out openly as leaders because of these obstacles. I support the bill. Reservation is necessary to break such barriers.

Ranjana Shetty: This bill will only lead to the selection of puppet candidates. The powerful



Harjeet Kaur: I don't think this is fully true. We have many examples in our villages and municipalities where women candidates elected through reservations have performed with commitment and sincerity. They have taken our nation ahead on the path to progress. Wherever women are in a strong position in panchayats and municipalities they have been able to implement our policies with great vigour and put an end to corruption.

Speaker: Chandrakumari Sirolia

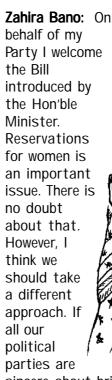
Chandrakumari Sirolia: I fully agree with my colleague. All these years, women have been denied a chance to participate in politics and other spheres of activity. This bill will see many male members losing their seats.

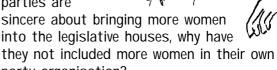
These male members will try to remain in control by encouraging puppet candidates...

Some members (thumping their tables): Yes, Yes! Sahl baat h0!

Chandrakumari Sirolia: However, I am sure that once women are given the chance to participate in large numbers, there will be fewer puppet candidates. Women are also more efficient and their policies would be more effective.

Speaker: Zahira Bano



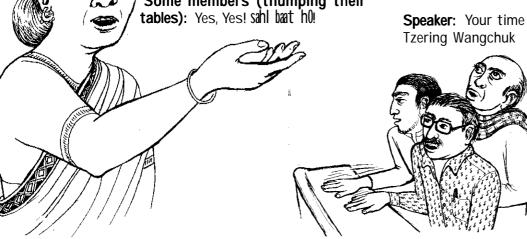


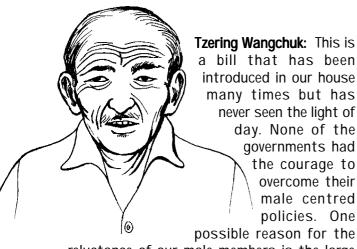
party organisation?

Speaker: Your time is over.

Zahira Bano: Sir, I am just finishing. I feel this bill should be modified to enforce reservations for women within political parties and not in the legislative houses. The political parties should reserve at least one-third of the seats they wish to contest for women candidates.

Speaker: Your time is over. May I now call on

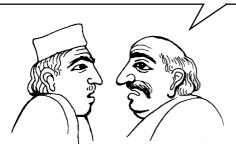




reluctance of our male members is the large quota proposed by the bill. So, I suggest that the bill should be modified and reservation should be for only 25 percent of the seats, not one-third.

... And the debate goes on ...

THIS RESERVATION BILL SOUNDS VERY NICE BUT WHAT WILL HAPPEN TO US IF WE SUDDENLY HAVE TO HAVE 33% SEATS FOR WOMEN? I DON'T WANT TO GIVE UP MY SEAT!



What are the arguments against reservations for women in this debate? What are the arguments in favour of reservations for women? Which view do you agree with and support?

How do discussion and debate help in making laws?

Discuss with your teacher - Is this issue being discussed in Parliament? What are the reasons for the delay in making this into a law?

Do you think that after having a discussion some people might change their opinion about whether to vote for or against a bill?

What is the difference between a law and a bill?

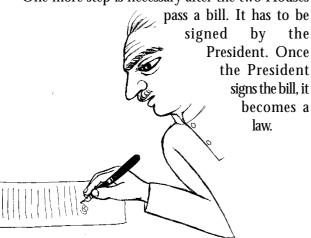
Choose a topic for a debate and conduct a discussion inclass. When the debate is over, vote on the issue.

You learned last year that a bill has to be discussed three times in the state Legislative Assembly before it can be made into a law for the state. In the Parliament also, the discussions take place in three stages. Except for some financial issues, a bill can be introduced in either House of Parliament. Once it is discussed and passed in one House, it proceeds to the other House for discussion and decision.

Can you recall how many members have to support a bill before the house passes it? If a house has 300 members, how many should support the bill if it is to be passed?

The Role of the President in Passing a Law

One more step is necessary after the two Houses



The President can refuse to sign a bill even after both Houses of Parliament have passed it. S/he can suggest modifications to the bill and send it back for discussion in the houses. But if both the houses again pass the bill, without adopting any of the modifications suggested by the President, then the President has to sign the bill. S/he cannot refuse the second time.

Once a bill becomes a law, do the people who had initially opposed the bill now have to abide by it? Why? Discuss with your teacher.

Laws made by the Centre and Laws made by the States

You know that both the State Legislative Assemblies and Parliament make laws. Can you name some laws? Do you know which of these laws were made by Legislative Assemblies and which were made by Parliament? Our Constitution lists those subjects on which laws can be made by Legislative Assemblies, those that can be made by Parliament and those that can be made by both.

The Central List:

Subjects on which laws can be made only by Parliament.

There are many subjects for which only Parliament can make laws. These laws apply to the whole country. For example, our country has a common



currency the rupee. So

any law relating to money and banking can only be made by Parliament. Similarly, we must have common rules and regulations for the telephone and postal system.



Another subject which is under the control of Parliament is the country's defence. All the laws relating to military forces and defence can only be made by Parliament.



The State List:

Subjects on which laws can be made only by State Legislative Assemblies

On certain subjects, only a State Legislative Assembly can make laws. Hence, different states can have different laws on any of these subjects.

For example, Sales Tax is charged on the sale and purchase of goods within a state. This is a major source of revenue for the State Governments. Each state has made its own law for the collection of this tax. Hence there are differences between states in the list of things which are taxed and also in the rates at which they are taxed.



It is the responsibility of the state to ensure proper road communications within its boundaries. Therefore the construction and maintenance of all roads, other than national highways, is done by the state.

I m p o r t a n t subjects that are ≋

the responsibility of the State Government are agriculture, irrigation,

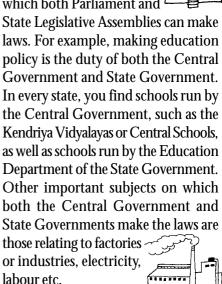
police and health care. They all come in the State List and the State Legislative Assemblies make

laws relating to these subjects.

The Concurrent List:

Subjects on which laws can be made by both Parliament and State Legislative Assemblies

There are certain subjects on which both Parliament and



However, if both Parliament and a State Legislative Assembly make a law on a subject and these laws clash or contradict each other, the law made by Parliament takes precedence over the law made by the State Legislative Assembly.

Name three subjects on which the State Legislative Assemblies can make laws.

The President and the Vice-President

The MLA's of all the states and the members of both houses of the Parliament elect the President. MLAs of the Union Territory of Pondicherry and the National Capital Territory of Delhi also participate in the election of the President. That is,

all the MLAs and MPs in the country cast their votes to elect the President.

Both the Houses of Parliament elect the Vice-President. The Vice-President chairs the Rajya Sabha meetings and also performs the functions of the President if the President is absent.

All decisions of the

President.
herry and However, the President acts according to the advice of the Prime Minister and the Council of Ministers.
t. That is,

A Republic

Read the Preamble to the Constitution again and find the word **Republic**. A republic is a country in which the head of the country is **elected**. In India the President is the head of the country. In some countries the head is a monarch (a king or queen), who is not elected - so these countries are not called republics.

Tell whether each of the following are true or false (read this section again to find out):

Government of India are taken in the name of the

The President and the Vice-President are both elected by the same set of people.

Every voter in India elects the President.

All the MLAs of the Vidhan Sabha of Bihar participate in the election of the President.

All the MLAs of all the Vidhan Sabhas and Delhi and Pondicherry and all the MPs of the Rajya Sabha and the Lok Sabha elect the President.

Choosing the Prime Minister and the Council of Ministers

The Prime Minister and the Council of Ministers are chosen from among the members of Parliament (the Lok Sabha and Rajya Sabha). The role of Parliament is not only to make laws but also to provide members who run the government according to the laws. Hence it is said that India has a **Parliamentary** form of government.

These two roles are separate. One is called **Legislative** i.e. to make laws. The other is **Executive**, which is to implement the laws and decisions of the Parliament. The head of the Executive is the President

However, the most important members are the Prime Minister and the Council of Ministers. They are in charge of a large number of ministries and they have a huge staff of government employees who work under them. Thus, from the large set of people who are members of Parliament a small sub-group of people become ministers and take up the work of running the government. Let us see how this is done.



Last year you studied how different parties in a state contest the elections and how a government is formed in the state. Can you recall this?

The first elections in India were discussed at the beginning of this chapter. The Table below gives the details of the seats won by different parties in the first elections to the Lok Sabha.

The First Lok Sabha Elections

Party	Seats won
Congress	364
Communists and alli	es 23
Socialists	12
Kisan Mazdoor Praja	Party 9
Jan Sangh	3
Hindu Mahasabha	4
Ram Rajya Parishad	3
Other parties	30
Independents	41
Total	489

The leader of the party (or coalition) that wins a majority (more than half the seats) in the Lok Sabha is called by the President and appointed as the Prime Minister. The Prime Minister thus has the support of a majority of the members and can then select the other ministers to form the Council of Ministers.

They are responsible to the Lok Sabha. If at any time a majority of members of the Lok Sabha no longer support the Prime Minister and the Council of Ministers, then they cannot continue to run the government.

As can be seen from the above Table, the Congress party had more than 245 seats which was half the number of seats in the Lok Sabha. Therefore, Dr Rajendra Prasad, who was the President at that time, invited the leader of this party, Pandit Jawaharlal Nehru, to become the Prime Minister. Nehru then selected the members of his Council of Ministers. These ministers were sworn into office by the President.

What is a majority?

If no party wins a majority of the seats to form the government, then several parties try to join together to form a coalition that can form the government. Can you give two examples of this from recent elections to the Lok Sabha?

With the help of your teacher discuss some situations where you think decisions have been taken in a democratic manner. What are the salient features of such a process of decision making?

Are there any government employees in the place where you live? Which departments do they belong to? Which government employees work for the Central Government and which work for the State Government?

What the Prime Minister and the Council of Ministers Do

The Prime Minister and the Council of Ministers implement the laws and the policy laid down by the Parliament. It is their responsibility to ensure that the laws are observed throughout the country. These laws also provide the guidelines for the functioning of the various ministries of the Central Government. These include the ministries of railway, defence, communication, human resource development etc. These ministries employ thousands of workers who are spread across the country.

Thus, it is the job of the Central Government to manage the country's defence system, railways, postal system, telecommunications etc.

The first President Dr Rajendra Prasad (centre) invited Pandit Jawaharlal Nehru (left) to be the Prime Minister (Sardar Patel is on the right).



Let us examine how a law is implemented and changed.

Take a look at any packaged food item like biscuits. Does a biscuit wrapper list the ingredients? Does it say, "Permitted colours added"? The wrapper also must be saying, 'Best before ___ months'. Why do you think all this information is given on the wrappers?

There are rules in the Prevention of Food Adulteration Act that require every company that produces food items to give all this information. This is in order to protect the consumers and let us know exactly what we are buying and whether it is safe to eat. There are food inspectors that check to be sure that the laws are followed and that health standards are met.

In 2003 an organisation that works on environmental issues tested soft drinks and found out that they contain much more pesticides than was allowed in countries outside India. The pesticides must have come from the water being used in manufacturing the soft drinks. Pesticides are used to kill

insects and other pests that damage crops. But when they are sprayed on fields, they seep down into the ground water. Soft drink companies use this ground water that may be contaminated with pesticides. If we consume too much pesticides, this can cause serious diseases.

Since the news of pesticides in soft drinks

was published in newspapers, many people protested and stopped buying soft drinks. They demanded that action be taken. So the Minister-in-charge sent out an order that fresh tests should be done to check the complaint. Reputed Government laboratories at Mysore and Kolkata conducted the tests and sent their report to the ministry. The Minister circulated this report among the members of Parliament. A discussion on this issue was held. The Minister concluded:

Pesticides were found in 18 out of 24 samples.

Our law is weak because it does not say clearly what should be the limits of pesticide content.

Action cannot be taken against the companies because they have not violated our present law.

We need to change our law. More importantly we need to take steps to check pesticide contamination of drinking water.

At the end of the debate a Committee of members of both houses of Parliament was set up to inquire about this. Their report has confirmed the above findings. They have also suggested changes in the law so that our standards would be as high as those in many other countries of the world.

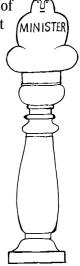
Describe in your own words: Why was there a need to modify the Prevention of Food and Adulteration Act?

How the Lok Sabha Controls the Council of Ministers

The Council of Ministers has a lot of power because it performs important functions and controls a lot of money. So it is necessary to ensure that the ministers do not misuse their power and money. They need to be controlled in some way.

As you have seen it is the Parliament, which provides the members who form the Council of Ministers. Hence it also controls them. The Prime Minister and the other ministers can remain in their posts only if they enjoy the confidence of the majority of members of the Lok Sabha. If the Prime Minister and the

Council of Ministers do not function properly, the Lok Sabha can remove them. To do this, those members who have lost confidence in the government present a **no-confidence motion** in the Lok Sabha. All the members vote on the



motion. If the vote shows that a majority of the members do not have any confidence in the Prime Minister and the Council of Ministers, the government is dismissed. This of course is the ultimate control. In normal circumstances there are many other ways and procedures by which control is exercised.

When Parliament is in session, make a list of the news items reported. Do you find interactions between Parliament and the Council of Ministers?

The members of the Lok Sabha and the Rajya Sabha can also:

- 1. Ask questions and seek information from the ministers. The council of ministers cannot refuse to answer a question or withhold any information. Nor can it give an incorrect answer. If the information provided is proved to be wrong, steps can be taken against the Council of Ministers.
- 2. Draw the attention of the ministers to any subject. For example, if there is a drought in some area and people are dying of starvation, the matter can be brought before the Council of Ministers so that some immediate action can be taken.

Exercises

- 1. Why were the first elections difficult to conduct? List as many reasons as you can.
- 2. The description of the first elections mentioned that some officials supervised the polling. Who are the people who are usually appointed as election officials? In what ways did the first elections bring about a new method of electing a government?
- 3. How could an election **not** be free and fair?
- 4. Study the Table on page 21. In which years did the Lok Sabha elections take place before the stipulated term of five years had ended? Why did this happen? In which years did the elections take place after a gap of more than five years? Why did this happen? Ask your teacher.
- 5. For which of the following subjects can laws be made by the Members of Parliament, which by the state assembly, and which can be made by both agriculture, railways, village hospitals, police, posts and telegraph, electricity, factories?
- 6. How can the Council of Ministers be kept in check?
- 7. Name the two houses of Parliament. What are the differences between them?
- 8. Why do you think the President has been given the power to refuse to sign a bill?
- 9. Who is responsible for making the laws that are applicable for the entire country?
- 10. Do you think political parties should be made to put up more women candidates for elections?
- 11. In the 2004 Parliamentary Elections, no single party won a majority. How was the government formed? Discuss with the help of your teacher and write a paragraph on it.
- 12. When the Parliament is in session, listen to the news on the radio or television or look in the newspapers and make a list of the events that take place. Write a page on any issue that has come up in Parliament, or draw a picture of the scene in Parliament when it is being discussed.

13. In an all India survey carried out in 1971 and 1996 by a research organisation, people were asked the question: do you think it is useful to vote in the election? The response of the people was as follows-

	1971	1996
Yes	<i>48</i> %	59 %
No	16%	21%
Can't say	<i>36</i> %	20 %

Does this survey show any change in people's opinions between 1971 and 1996?

14. Another question asked in the survey was, "Do you think there should be reservation for women in legislatures?" Look at people's responses in the Table below. What does the survey show?

Should there be reservation for women?

 Yes
 75%

 No
 10%

 Can't say/Don't know
 15%

15. There are some gaps in the information given in the Table below. Discuss with your teacher how you can find the missing information and fill in the blanks.

Position	Who elects	Length of term	Eligibility (minimum age, residence, etc)
MLA			
MP Lok Sabha			Minimum age: 25 years
MP Rajya Sabha			Minimum age: 30 years Must be a resident of the state
Chief Minister of each State	Members of the majority party		
Prime Minister			Must be a MP
President		5 years	Minimum age: 35 years

- 16. Should the supply of drinking water also come under the Prevention of Food Adulteration Act? Try and frame an appropriate provision for preventing water pollution. Discuss the issues and problems of framing and implementing such a provision.
- 17. Use the school library and search the web-site parliamentofindia.nic.in to find out the following:
 - a) Can any member of either house present a bill or is this only done by ministers in the government?
 - b) What do you mean by 'cabinet' or 'cabinet ministers'. Is this different from the Council of Ministers?
 - c) What is a money bill? What is the process of discussion on this bill?