A CRITICAL ANALYSIS OF JUDICIAL CONTROL IN ADMINISTRATIVE ACTION

Written by Abhishek Vaidya

B.Com LLB Student, Institute of Law, Nirma University

JUDICIAL CONTROL IN ADMINISTRATIVE ACTION

I. INTRODUCTION

Administration in India practices a huge volume of capacity to meet the countries requirement in current based welfare state. Today organization is not worried about just its regulatory capacity yet in addition required with a substantial number of semi-administrative and semi-legal capacities. In this regard, they have various opportunities to end up being discretionary or ace of the natives. Therefore, it is extremely important to control them. By legal control is implied the intensity of the courts to look at the Legality of the authorities demonstration and in this way to defend the basic and other basic privileges of the subjects. The hidden question of legal survey is to guarantee that the specialist does not manhandle its capacity and the individual gets just and reasonable treatment and not to guarantee that the expert achieves an end, or, in other words the eye of law. It involves the intensity of a court to hold unlawful and unenforceable any law or request dependent on such law or some other activity by an open specialist which is conflicting or in strife with the fundamental law of the arrive The job of legal in securing the residents against the overabundances of authorities has turned into simply more critical with the expansion in the forces and circumspection of general society authorities in the advanced welfare states. In any case, the courts cannot meddle in the regulatory exercises voluntarily. They can mediate just when they are welcome to do as such by any individual who feels that his rights have been annulled or are probably going to be revoked because of some activity of the general population official. Besides, the courts cannot meddle in every managerial act, as a lot of judicial activity may make the authority an excessive amount of
cognizant and next to no of it might make them careless of the privileges of natives. There are many other forms of judicial control, which keep an eye on the public administration of the country and it is necessary to do so because the power should be checked and there should always be a upper authority so power remains in the limitation. The control over the administrative action is as important as other functions because if there is no checks, balances then there will be arbitrariness in the system, and somehow the whole machinery would fail to act in the way it is designated to do so.

II. FORMS OF JUDICIAL CONTROL

India has strong protected base and control component running with the written Constitution with dug in crucial rights whose requirement is itself ensured. The Supreme Court of India clarified the reason for the Constitution of India in giving the writ issuing power in the accompanying words: "The creators of the Constitution having chosen to provide for certain essential protections for the general population in the new set up, which they call the Fundamental Rights, obviously figured it important to give likewise a snappy and modest solution for requirement of such rights and, finding that the privilege writs which the Courts in England had created and utilized at whatever point pressing need requested prompt and decisive interposition, were particularly suited for the reason, they gave, new and wide powers on the High Courts of issuing bearings, requests or writs, basically for the authorization of Fundamental Rights, the ability to issue such headings, "for some other intention" being additionally included."

Article 32(2) and Article 226(1) give system to requirement of essential rights against the authoritative experts through legal survey:

HABEAS CORPUS

The writ of habeas corpus has been depicted as an extraordinary and effective writ in all way of illicit control¹. This latin articulation habeas corpus actually signify 'you must have the body'. Halsbury's Laws of England characterizes it, "writ of Habeas Corpus is a privilege procedure for anchoring the freedom of the subject by managing the viable methods for quick discharge

¹Blackstone
from unlawful or baseless confinement and is accessible against the executive."  

In expressions of Marshall C.J. of the U.S. Incomparable Court it is "an extraordinary sacred benefit." The writ is the best methods for checking the discretionary captures affected by statutory special.

It was named as Magnacarta of British freedom or as a palladium of freedom of normal man. There are sure claims to fame of Habeas Corpus writ: writ of habeas corpus is not affected by the Res Judicata.

Rehashed request of can be documented under Article 32 itself. Indeed, even the rule of productive res judicata does not have any significant bearing in habeas corpus case. The Supreme Court expressed the assessment that regardless of whether the interest against the choice of the High Court in the Supreme Court is expelled, a new habeas corpus appeal to can be documented in certain circumstances, that is to state, (I) there has been change in the conditions; or (ii) ground which were not available when the prior request of was chosen, have in this way wind up accessible. 

Habeas Corpus appeal can be moved by the dentenus himself or by his next companion or relative. Under the general population law cure, the prevalent courts have developed the instances of protected tort and in cases of unlawful detainment; they grant remuneration to the detenue.

MANDAMUS

Mandamus is usually comprehended as an order which is of English beginning. It is one of the right writs issued by English Courts. It is a legal direction for anchoring legal requirement of open obligation. It gives assurance of recognition of open obligation by an administrative specialist. Mandamus is a legal cure which is as a request from a superior court to any Government, Court, Corporation or open specialist to do or forgo from doing some particular demonstration which that body is obliged under law to do or shun doing, as the case may be, and which is in the nature of a public duty and in certain cases of a statutory duty. In England it is pre-eminently a discretionary remedy. Thus, the mandamus is "neither a writ of course nor a writ of right, but that it will be granted if the duty is in the nature of a public duty and especially affects the right of an individual, provided there is no more appropriate remedy".

It has positive connotation. But, in India there is no such limitation. It would lie to restrain an

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2 V.M. Shukla’s, Legal Remedies Eastern Book Co. (7th ed.) 1998 p. 45.
4 Sunil Dutt v. Union of India (1982) 3 SCC 405.
7 Dr. A.T.Markose, Judicial Control of Administrative Action
authority from acting unlawfully. Mandamus depends on adequacy of lawful enthusiasm of the individual guaranteeing it and has been issued in assortment of cases. It has been issued against an expert debilitating to realize illegal assess.\(^9\) It isn't issued against private however now and again it is permitted regardless of whether the individual on whom statutory obligation is forced is certainly not an open authority. It very well may be issued against a company constituted by a rule for the motivations behind satisfying open duties \(^10\) or then again a college management established under the Trusts Act \(^11\).

**QUO WARRANTO**

'Quo Warrant' implies in short 'by what expert'. It is issued to decide the right of a man in office to hold office and guiding him to reveal under what expert he is holding that office. In this manner, it is legal request issued by the unrivaled courts the Supreme Court and High Courts to know the validity of the inhabitance of an office by a man and to ascertain whether a man has involved a free open office truly or has usurped such an office or establishment or freedom. The reason for the writ of quo warranto is to decide the genuineness to hold that office.\(^12\) It isn't important in Quo Warranto that the candidate must be distressed. It can be maintainable at the occurrence of any individual, in spite of the fact that he isn't by and by abused or interested in the issue.\(^13\)

In G.D. Karkare V. T.L. Shevede\(^14\), the Nagpur High Court watched: "In the procedure for a writ of Quo Warranto the candidate does not try to implement any privilege of his as such, nor does he grumble of any non-execution of obligation to him. What is being referred to is the right of the non-candidate to hold the workplace and a request that is passed is a request expelling him from that office."

**CERTIORARI**

The foundation of Certiorari lies in Certiorare which means ,,to inform". It might be characterized as legal request working in personam and made in the first lawful procedures coordinated by the Supreme Court or High Court to any established, statutory or non-statutory

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\(^12\) University of Mysore v. GovindRao A.I.R. 1965 S.C. 491.
\(^14\) A.I.R. 1952 Nag. 333 at p. 334.
body or individual, requiring the record of any activity to be confirmed by the Court and managed by law.\textsuperscript{15} Initially it was intended to educate the King by confirming record of any issue. In India it might be characterized as a legal request issued by the Supreme Court under Article 32 or by a High Court under Article 226 of the Constitution to a sub-par court or any specialist practicing legal or semi legal\textsuperscript{16} or on the other hand authoritative\textsuperscript{17} capacities to the Court of records of procedures pending in that for scrutiny and choose the lawfulness or legitimacy of the requests gone by them. In the event that the choice is terrible it is quashed\textsuperscript{18}. Certiorari is issued just against the legal or semi legal requests and not against absolutely regulatory or clerical request. The Supreme Court of India cleared up its stand that "One of the key standards with respect to the issuing of a writ of certiorari is, that the writ can be profited of just to expel or mediate on the legitimacy of legal acts. The expression "judicial demonstrations" incorporates the activity of semi legal capacities by managerial bodies or specialists or a man obliged to exercise such capacities, and is issued conversely with what are absolutely ecclesiastical acts".\textsuperscript{19}

**RULES OF NATURAL JUSTICE**

The principles of normal equity were initially just two viz.:

1. **Audi alteram partem i.e.** the person(s) to be influenced by a request of the expert ought to be heard before the request is passed, and

2. **Nemo in propria causa judex, esse debet -** No one should be made a judge in his own case, or the rule against bias.

In this manner, some more guidelines of common equity are presently improvement e.g. that the regulatory specialist should give purposes behind its choices, especially when the choices influence the rights and liabilities of the residents. It must, in any case, be clarified that the standards of natural justice are adaptable, and are not a straitjacket formula.\textsuperscript{20} In remarkable cases not exclusively would they be able to be adjusted yet even barred altogether\textsuperscript{21} natural

\textsuperscript{17}A.K. Kraipak v. Union of India A.I.R. 1970 S.C. 150.
\textsuperscript{18}Hari Vishnu Kamath v. Ahmad Ishaque A.I.R. 1955 S.C. 233
\textsuperscript{19}T.C. Basappa v. T. Nagappa A.I.R. 1954 S.C. 440
\textsuperscript{20}Bar Council of India v. High Court of Kerala, (2004) 6 SCC 311 (paras 49 and 50).
equity isn't an uncontrollable steed. On the off chance that reasonableness is appeared, there can be no objection of rupture of natural justice. As respects the run audi alteram partem, up to 1964 the lawful position in England was that in legal and semi legal procedures chance of hearing must be given, yet it was not important to do as such in managerial procedures. This lawful position changed in Ridge v. Baldwin in which the House of Lords held that chance of hearing must be given even in authoritative procedures if the regulatory request would influence the rights and liabilities of the residents. This perspective of the House of Lords was trailed by the Supreme Court in State of Orissa v. Dr. Binapani Deb and State of Maharashtra v. Jalgaon Municipal Council wherein it was held that authoritative requests which include common results must be passed reliably with the principles of normal equity. The articulation "common results" implies where rights and liabilities are influenced. Therefore, before boycotting a man he should be given a hearing. It might be noticed that regardless of whether the resolution does not explicitly necessitate that chance of hearing must be given before passing a request which influences rights and liabilities, the courts have held that such chance of hearing must be given except if explicitly avoided by the statute. Thus, regular equity is a suggested prerequisite of managerial choices which influences rights and liabilities. It might be made reference to that a consultation requires not generally be an oral hearing. Before finishing up, it should likewise be made reference to that there are sure regulatory issues which are wrong for legal audit. One of these is strategy choices of the legislature or of the official specialist which conventionally ought not be meddled with by the courts except if they are plainly violative of the rule or incredibly arbitrary, Union of India v. Global Trading Co., and so on. In the moment case the certainties were that the Central Government had at first chose to find the base camp of South Western Railways at Bangalore. Later it was chosen to find it at Hubli, and this choice was tested. The Supreme Court held that it was an approach choice and subsequently the Court can't meddle, regardless of whether the choice was political. Hence the rule of law is very required concept and useful as each and everyone

Chairman, Board of Mining Examination v. Ramjee, (1977) 2 SCC 256 : 1977 SCC (L&S) 226
1964 AC 40 : (1963) 2 All ER 66 (HL)
(1967) 2 SCR 625 : AIR 1967 SC 1269
(2003) 9 SCC 731
should be given chance to have a say. No one should be left unheard that is the concept in India so the system which currently prevails in the country is beneficial for citizens of the country.

III. JUDICIAL REVIEW IN DIFFERENT JURISDICTION

MEANING

The administrative authorities are provided with the power by the statutes and such powers have to be exercised within a particular framework as provided by the statute itself. The bodies, when acting within such powers, have liberty to take any decision but if the authorities acts outside the ambit of such powers, the judiciary is obliged to interfere.

The judicial control or judicial review is the evaluation or analysis of the legality of any administrative action. The judicial review is different from appeal in the sense that, through judicial review the courts restricts the extent of power of administrative bodies to ensure that they are not used arbitrarily. This means that the duty of judiciary is to ensure that the administrative authorities have acted within the ambit provided by the law. Thus, the judicial review focuses majorly on two broad areas, which are as follows:

A. Whether the action taken by the Administrative Authority is within the powers given to it.
B. Whether such authority has abused the power given to it.

In the light of the meaning and the broad areas, the study focuses on the concept of judicial review in three major jurisdictions:

JUDICIAL REVIEW IN UNITED STATES OF AMERICA

Though the constitution of USA does not exclusively mention the principle of judicial review, the Supreme Court of United States of America exercises the principle of judicial review in certain cases to invalidate the laws made in contravention to the constitution. Although, the constitution is silent about the concept of judicial review, the establishment of supreme court implies such powers to some degree.

The supremacy of legislatives has been restricted through the oversight of judiciary and hence in many cases the Supreme Court as well as the state courts have strike down the actions of authorities, within their jurisdictions, to bring the harmony between state laws as well as federal constitution.
The first case of Supreme Court that recognized the principle of Judicial review was in 1803, *Marbury v Madison*[^30] wherein, the Chief Justice John Marshall states that it is clearly the duty of judiciary to invalidate the laws that are incompatible with the higher laws and hence the act of congress was held unconstitutional.

After the case of Marbury, the Supreme Court did not strike down any federal statute for next fifty years, but it did strike down number of state statutes as done in case of *Fletcher v Peck*[^31] However, in USA, the judiciary cannot take *su o moto* action, it is available only when an action is brought, against the authority, by any individual who has *locus standi* in the case. Further, the judiciary in United States cannot take the political questions in hand as it is not authorized by the constitution.

**JUDICIAL REVIEW IN ENGLISH LAW**

Under English Law, judicial control is defined as a process through which the public power is supervised by the Court. It is recognized in the constitution of England and hence if the right of an individual has been violated by an administrative action, he can approach the courts for the administration of justice. The Court, therein, can hold such unlawful act as unconstitutional and set it aside.

Unlike the concept of Droit Administration, as in France, the power of judicial review is exercisable by the ordinary common law courts only. However, the courts cannot exercise the power of judicial review against the action of parliament, as it has parliamentary sovereignty. It is limited only against the action of public body as well as delegated legislations, if they exercise such power beyond its limit which is defined by the parliament. Thus, the power of judicial review is restricted in English law and the parliament can abuse the power given to it by authority.

**JUDICIAL REVIEW IN INDIAN CONSTITUTION**

[^30]: 5 U.S. (1 Cranch) 137 (1803)
[^31]: 10 U.S. (6 Cranch) 87 (1810)
In India, every state action is subject to the Rule of law and the power of judicial review has been given to uphold this principle of rule of law.32

The judiciary plays an important role in protection of rights provided by the constitution of the country. Unlike the constitution of USA, the principle of Judicial Control or Judicial review has been enshrined explicitly within the Indian constitution in several Article such as Article 3233, 22634, 22735 and 13636. These articles empower the judiciary to take actions against the administrative bodies if they act in contravention to the provision of the constitution.

In the light of the power of judicial review and the action of the administrative authorities there have been various landmark judgments, which are as follows:

- **STATE OF RAJATHAN V UNION OF INDIA**37
  In this landmark case, the supreme court reiterated that the constitution is the supreme authority in the country. Every organ, of the state derives its power from the constitution and it has to exercise such power within the legal framework of the constitution. This is the duty of the court only to decide whether the actions of the administrative authority are confined to such framework or not and if the actions are within the spheres of the constitution, they are immune from judicial review.

- **MINERVA MILLS LTD. & ORS VS UNION OF INDIA & ORS.**38
  The Supreme Court held the clause 5 of Article 36839 unconstitutional on the ground that it lapses the limitation on the amending power of the parliament. It also stated that the parliament cannot, by using its limited power, enlarge the limited power to the extent of unlimited power. The court stated, in its observations, it is the duty of the judiciary to ensure that all the organs of the states operates within the limits of

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33Remedies for enforcement of rights.
34Power of High Courts to issue certain writs.
35Power of superintendence over all courts by the High Court.
36Special leave to appeal by the Supreme Court.
371977 AIR 1361 1977; SCC (3) 592
381980 AIR 1789, 1981 SCR (1) 206
39Power of Parliament to amend the Constitution and procedure thereof
the power conferred upon them by the constitution. Thus, Judicial review aims to protect the citizens from the abuse of any such power.

➢ **PEOPLE'S UNION OF CIVIL LIBERTIES V UNION OF INDIA & ANR**

In this petition filed by PUCL, Justice Shah reiterated that it is the duty of legislature as well as the instrumentalities to obey the decisions given by the courts. The defects due to which a provision was invalidated may be removed by the legislature if it is competent to do so under schedule seventh of the constitution. Further, it is the duty of the judiciary to uphold the principles of the constitution and the laws of the country without any biasness.

➢ **S.R. BOMMAI V UNION OF INDIA**

In this landmark judgment, the supreme court held that Although U/A 356 of the constitution, the subjective satisfaction of the president cannot be questioned in the court, the basis or records on which such satisfaction is made can be reviewed by the courts. The power u/a 356 is a conditioned power wherein the report of governor is a pre-condition and on the basis of such report only, the president can form his opinion.

➢ In another landmark judgment of **KESHVANAND BHARTI V UNION OF INDIA**, the supreme court stated that the power of judicial review is important and it has to be exercised to see that the Fundamental Rights under Part III are not contravened and thus it is an integral part of our constitution.

To Sum up, in India, Unlike USA and UK, the power of judicial review is wide and includes the review against unlawful actions of both the parliament and the secondary legislation. The concept has been enshrined under various articles, as mentioned, which entitles any individual to approach the court in case of infringement of his right due to the unlawful action of

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40 2003(3) Scale 263  
41 1994 AIR 1918, 1994 SCC (3) 1  
42 Provisions in case of failure of constitutional machinery in State  
43 Writ Petition (civil)135 of 1970
administrative bodies. The judiciary ensures that the actions are lawful and they are exercised within the legal framework of the constitution. Thus, in India, Judicial review is recognized as a concept to ensure check and balance against the actions of the executives as well as administrative bodies.

IV. JUDICIAL REVIEW VIS A VIS JUDICIAL ACTIVISM

In India, the state is under an obligation to protect the fundamental rights of an individual, as enshrined in part III of the constitution, and implement the Directive principles of State Policy. In order to restrain the unfair actions of state, the Indian judiciary has been conferred with inherent power by the constitution so as to act as a guardian and protector of the constitution. Judicial activism means that the judiciary becomes activist and works outside the restraint to ensure that the other organ of the state acts in a fairly manner. It basically refers to judiciary performing the tasks of legislature and executive, which is outside its scope as done in case of Vishaka V State Of Rajasthan\(^4\) wherein the Supreme Court gave certain guidelines against the sexual offence in the workplace.

The judicial activism becomes very essential part of the judiciary in cases when legislature fails to discharge its duties, or it is a very weak parliament that cannot make effective decisions, or when the government misuses the power given to them by the constitution etc.

In the light of the recent development of judicial activism, the concept of Public Interest Litigation and Locus Standi have emerged and become part of Article 32 of the constitution wherein a paradigm shift has been made from locus standi to Public Interest Litigation. As held by the court in the case of Sheela Barse V State Of Maharashtra\(^4\) and Sunil Batra V Delhi Administration\(^4\), that a letter can be considered as a petition and the technicalities cannot stop the court from protecting the civil liberty of individuals.

V. LIMITATION OF POWER OF JUDICIAL REVIEW

\(^4\) AIR 1997 SC 3011
\(^4\) 1983 AIR 378; 1983 SCR (2) 337
\(^4\) (1978) 4 SCC 494
Although the concept of judicial control is exercised by judicial review, there are still chances of abuse of power as judicial review is also subjected to certain principles. Unlike judicial appeal, the judicial review has restricted scope which is its limitations.

The following are the limitations within which the judiciary has to exercise judicial review:

1. While giving a judgment under judicial review, the power given to the court is of supervisory nature rather than as an appellate authority i.e. the courts have to decide about the decision making process instead of decision itself. In one of the landmark judgment, *Govt. Of A.P. And Ors Vs J.Sridevi And Ors*\(^ {47}\) the supreme court had overruled the decision of high court when the high court had acted outside its scope in holding that the land of the respondent was outside the purview of urban land ceiling act and for which the respondent should be given the no object certificate.

2. The courts have to look at certain principles while deciding whether the courts have power to interfere in an action or not. However, the courts sometimes overlook them.

In the landmark case of *Regional Manager, U.P.S.R.T.C. V Hoti Lal & Anr*\(^ {48}\), the service of a bus conductor was terminated for allowing certain passenger to travel without any ticket. A writ petition was filed by him in the high court which applied the principle of proportionality and stated the loss to the state was of meagre 16/- Rupees which could be imposed as a penalty on him. However, the Supreme Court while upholding the termination stated that the high court did not have any right to interfere in the case and hence the supreme court did not apply the principle which it ought to apply. Again in case of *Kailash Nath Gupta Vs Enquiry Officer, Allahabad Bank*\(^ {49}\), the decision of High court was set aside by the apex court and the bank manager was not dismissed from the service for the misappropriation of certain sum because of certain misunderstanding.

3. The courts, sometimes, ignores the existing principles and acts on its own consideration as did in the case of *Allahabad Development Authority V Sabia Khan And Anr.*\(^ {50}\) In this case, the High Court of UP had assumed itself with the power to interfere to check the corruption in municipal corporation, however, the same was set aside by the Supreme Court as the power of Judicial review is limited and cannot be assumed.

\(^{47}\)Appeal (civil) 7348 of 2001; AIR 2002 SC 1801

\(^{48}\)AIR 2000 SC 1462

\(^{49}\)(2003) IIIILJ 1005 All, (2004) 2 UPLBEC 1457

\(^{50}\)Appeal (civil) 4351 of 2004
4. The object of judicial review is to control the actions of administrative bodies, however, the courts, sometimes do not interfere when it is supposed to do so. In the case of *Delhi Development Authority And V Uee Electrical Engg. (P) Ltd.*\(^{51}\), the respondent company was first given a tender by the Delhi Development Authority. However, due to an earlier fight between the employer of Delhi Development Authority and one of the director of respondent company, the authority decided to cancel the tender. A notice was issued by the authority to the company but before it could reach to company, the tender was awarded to the party. The High Court and the Supreme Court awarded the damages to the company but did not grant them the tender as it felt that there was no arbitrariness and mala fide intention by authority. Similarly, in case of *Krishna Mohan Shukla Etc. Etc Vs Union Of India And Ors*\(^{52}\), the Supreme Court refused to entertain the petition for compensation by Bhopal gas tragedy victim on the ground that they must have approached the high court first and then the supreme court.

In both these cases, the Supreme Court was not restraint by the principle of judicial review and had it within the limited scope of judicial review.

VI. CONCLUSION

Administrative law is a generally new part of law, traversing short of what one and 50 years. The requirement for its reality was denied in both United Kingdom and United States till the mid forties. In India, regulatory law and its limitations have been for the most part made by the legal. There is no rule that oversees the immense assortment of regulatory law. So the legal has ventured up, and dispatched the escape clauses with the end goal to guarantee that no person's privilege is encroached and that no specialist violates. Legal command over authoritative assertion is the most vital and the best type of control in India, to check the utilization of wide optional power given to the pertinent specialist. From audit of the points of interest of legal control and its confinement we can achieve an end. In end we can state that the arrangement of legal control of managerial control in USA and UK are diverse in some angle yet are comparative in center territories of organization. Then again, in Bangladesh and Indian subcontinent pursue the British arrangement of legal audit process. Be that as it may, the greater

\(^{51}\)Appeal(civil)1725 of 2004  
\(^{52}\)Writ Petition (civil)66 of 1995
part of the creating nations like India there are a few confinements of legal audit, which we have just been examined. Everyone realizes that the job of legal in ensuring the nationals against the overabundance of authorities has turned into simply more critical with the expansion in the forces and caution of the general population authorities in the cutting edge welfare states. So we ought to beat every one of the restrictions of legal control of the land. I have some particular proposals to defeat the issues. Every one of the choices taken by the organization must be chance to legal audit. All man ought to have square with chance to get to the purviews of legal survey. Legal would be straightforward and dynamic with the goal that each case proficient at the earliest opportunity. For this situation separate court would have built up for discrete sorts of cases. The cures offered by the law courts must be satisfactory and powerful. What's more, the enlistment of boss equity and different judges of Supreme Court must be reasonable, legitimacy and position based. The division of legal from the official must be executed at the earliest opportunity. Judges would be prepared for the profoundly specialized nature of the majority of the authoritative issues. Since the judges are just legitimate specialists and they may have little learning of the details and complexities of regulatory issue. Fortify law authorization components, including the job of the legal and give observer insurance programs.