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TELANGANA

AYMEN MOHAMMED*

Background

The legislature of Telangana is bicameral. The state saw elections later in the year that brought to power the Congress party. These were the third elections since the state's formation in 2014. It was the first time that a party other than the Bharat Rashtra Samiti came to power.

Telangana's lawmaking activity in 2023 was overshadowed by the tussle between the government and the Governor. The year's first session, where the government intended to present the budget exemplified the strained relationship between the governor and the government. In the previous year, the government had bypassed the need for a governor's address, as required by Article 176, by simply adjourning the previous sitting rather than proroguing it.¹ This time, when the government sought to do the same, the governor delayed the approval of the budget's introduction in the Assembly. A Money Bill requires prior gubernatorial approval before it is introduced in the legislature.² The government moved to the High Court seeking directions to the governor to approve the budget. Upon the Court's insistence, lawyers for both parties agreed to have a Governor's Address and the budget was subsequently approved.³ Gubernatorial delay, strained governor-government relations, and the involvement of courts: all of these issues would recur again later in the year.

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¹ *Telangana: Governor's address to Assembly in its present term unlikely*, *The Times of India* (Hyderabad), May 13, 2022 <https://timesofindia.indiatimes.com/city/hyderabad/telangana-governors-address-to-assembly-in-its-present-term-unlikely/articleshow/91528487.cms> (Last visited on August 25, 2025).

² The Constitution of India, art. 207.

³ Rakesh Rai, *Crisis averted: Telangana budget session to begin with Guv's address*, *THE STATESMAN*, February 2, 2023, available at: <https://www.thestatesman.com/india/crisis-averted-telangana-budget-session-to-begin-with-guvs-address-1503151061.html> (Last visited on August 25, 2025)..

For the survey of statutory instruments, the bills on Telangana Legislature website were the primary source.⁴ These Bills and Acts had to be crosschecked with court orders and news reports in order to contextualise their legislative status. For the survey on executive lawmaking, the primary source was the state government's register of government orders⁵ and the Telangana gazette website.⁶ A significant challenge in this regard was the untraceability of previous government orders and rules. This was further complicated by the fact that the state was bifurcated and most extant rules are adaptations of delegated legislation from the undivided state. The online archive of government orders only starts from 2008. Every effort has been made to contextualise those executive instruments that substantially refer to prior instruments. Furthermore, wherever possible, connections between the Union's legislative agenda and state's own lawmaking have been drawn.

Functioning of the State Legislature: Statistics

The Legislative Assembly met twice in 2023 for its eighth session. Technically, the eighth session began in September 2021 and lasted all the way till August 2023 since the session was never prorogued. In the two meetings in 2023, a total of 83 hours and 10 minutes were spent by the legislature over 11 days. A total of 13 Bills were introduced and passed, in addition to four that were reconsidered and passed.⁷ The Assembly adopted one resolution seeking inclusion of 10 groups in the Scheduled Tribes list.⁸ Following elections, the new Assembly met for a brief session of 26 hours and 33 minutes, spread over six days.⁹ No legislation was passed in this session.

⁴ Telangana Legislature Portal, available at: <https://legislature.telangana.gov.in/main> (Last visited on August 25, 2025).

⁵ GOIR Telangana Portal, available at: <https://goir.telangana.gov.in/> (Last visited on August 25, 2025).

⁶ Telangana Gazette, available at: <https://tggazette.cgg.gov.in/> (Last visited on August 25, 2025).

⁷ Second Telangana Legislative Assembly, Statistics for the Fourth and Fifth Meetings of the Eighth Session from February 3 2023 to February 12 2023 and August 3 2023 to August 6 2023 respectively, available at: <https://rr-legislature.telangana.gov.in/PreviewPage.do?q=ZmlsZVBhdGg9YmFzZVBhdGgmZmlsZU5hbWU9U3RhdGlzdGljcy9Bc3NlbWJseS9BU1NFTUJMwV9Bc3NlbWJseSBTdGF0aXN0aWNzXzEyXzQucGRm> (Last visited on August 25, 2025).

⁸ Telangana Legislative Assembly: Assembly adopts resolution seeking inclusion of 10 castes in ST list, THE HINDU, February 10, 2023, available at: <https://www.thehindu.com/news/national/telangana/assembly-adopts-resolution-seeking-inclusion-of-10-castes-in-st-list/article66493854.ece> (Last visited on August 25, 2025).

⁹ Third Telangana Legislative Assembly, Statistics for the First Session from December 9 2023 to December 21 2023. Available at: <https://rr-legislature.telangana.gov.in/PreviewPage.do?q=ZmlsZVBhdGg9YmFzZVBhdGgmZmlsZU5hbWU9U3RhdGlzdGljcy9Bc3NlbWJseS9TdGF0aXN0aWNzX2luX1BvcnRhbf9Bc3NlbWJseV9Bc3NlbWJseSBTdGF0aXN0aWNzXzFfMS5wZGY=> (last visited: August 25, 2025)

At 10 PM on 4 August, the Speaker of the Legislative Assembly had informed the House that the Governor had returned four Bills, with three messages. The House then reconsidered and passed the bills on the same day and without any changes. A member of the House joked that extending the time of the House to pass the bills violated the 8-hour work rule. Ironically, the House had passed the Factories (Telangana Amendment) Bill, 2023 on the same day. The bill increased the maximum permissible quarterly overtime for workers.¹⁰

The Legislative Council met thrice in 2023 for a total of 47 hours and ten minutes over 10 days. 13 Bills were passed and one resolution was adopted.¹¹

Gubernatorial Refusal: A Very Short Introduction

On 20 March 2023, the state government moved the Supreme Court against the governor's delay in granting assent to ten bills that were pending before the governor.¹² Of these, seven were originally passed in 2022, and three in 2023. In April 2023, the Supreme Court recorded the status of the bills before the governor as follows: three bills had been granted assent, two bills were reserved for presidential assent under Article 200, and three other bills were under "active consideration of the Governor." Another bill was also pending, but the governor had sought "certain clarifications" on it. Lastly, one other bill was supposedly not submitted to the governor for assent.¹³

On the next hearing, on 24 April, the governor's office informed the Supreme Court that two pending bills were returned for reconsideration of the legislature, and that the governor had sought "clarifications" or "additional information" for two other bills. According to the governor's office, no more bills were pending with the governor. Following this, the Supreme Court disposed of the petition.¹⁴ In its order, the Court observed that the phrase "as soon as

¹⁰ Telangana Assembly passes four bills returned by governor with voice vote, THE HINDU, August 5, 2023, available at: <https://web.archive.org/web/20230805120845/https://www.thehindu.com/news/national/teelangana/teelangana-assembly-passes-four-bills-returned-by-governor-with-voice-vote/article67161280.ece> (Last visited on August 25, 2025).

¹¹ Telangana Legislative Council, Statistics for the Fourth (February 3 2023 to February 12 2023) and Fifth Meeting of the Eighteenth Session (August 3 2023 to August 6 2023), Nineteenth Session (December 16, 2023). Available at: <https://legislature.telangana.gov.in/statistics> (last visited: August 25, 2025).

¹² *Writ Petition (Civil) No. 333 of 2023*, Supreme Court of India, Order dated March 20, 2023.

¹³ *Writ Petition (Civil) No. 333 of 2023*, Supreme Court of India, Order dated April 10, 2023.

¹⁴ Padmakshi Sharma, Governors should decide on bills 'as soon as possible,' Supreme Court observes in Telangana government's plea against Governor, LIVE LAW, April 24, 2023, available at: <https://www.livelaw.in/top-stories/governors-should-decide-on-bills-as-soon-as-possible-supreme-court-observes-in-teelangana-governments-plea-against-governor-227078> (Last visited on August 25, 2025).

possible” used in Article 200 has “significant constitutional content” that must be borne in mind.¹⁵ Nonetheless, it is unclear how bills for which clarifications or additional information were sought, could be claimed to be bills that were not “pending” before the governor.

Regardless, the two bills on which clarifications or additional information were sought were also rejected by the Governor.¹⁶ As of 11 July, three of the pending bills were granted assent; four were rejected; two were sent for Presidential consideration and one presumably was not submitted properly to the governor.

Quantitative Survey

In total, the Telangana legislature passed a total of 16 bills. 12 of these were new bills. Additionally, four bills that were rejected by the governor were reconsidered and passed by the legislature. Three of the rejected bills had been passed originally in 2022, and one had been passed in 2023. Twelve of the sixteen bills—including one that was reconsidered and passed in 2023—were passed between 4 August and 6 August, 2023. Five of them were passed in February 2023. The Governor granted assent to only five bills. Two of these bills were Appropriation Bills, and one was a bill that was originally passed in 2022. The bill passed in 2022 is also briefly discussed in this survey since it came into force in the survey year.

Quantitative Summary of Legislative Output in 2023

New Bills Passed	12
Bills Passed and Reconsidered in 2023	1
Bills Passed in 2022 and reconsidered in 2023	2
Bills granted assent by the governor	5

Qualitative Survey

The bills discussed here are of a substantive nature. Therefore, the two Appropriation Bills¹⁷ are excluded from the survey. The other bills fall in the following categories: Universities and Education, Public Employment, Taxation and Local Body Governance. Besides this, two

¹⁵ 2023 Livelaw (SC) 356

¹⁶ Srinivasa Rao Apparasu, No bill pending with Telangana governor’s office: Tamilisai, HINDUSTAN TIMES, July 11, 2023, available at: <https://www.hindustantimes.com/india-news/telangana-governor-denies-sitting-over-faculty-recruitment-bill-amidst-allegations-by-state-minister-101689016431286.html> (Last visited on August 25, 2025).

¹⁷ *Telangana Appropriation Act, 2023*, Act No. 2 of 2023 and *Telangana Appropriation (No. 2) Act, 2023*, Act No. 3 of 2023.

other Bills discussed are titled as miscellaneous since they are not covered by any one theme.

Thematic Quantification of Legislative Output

Legislative Theme	Number of Legislation
Local Body Governance	6
Educational Institutions	3
Public Employment	2
Taxation	2
Miscellaneous	2

Educational Institutions

The legislation in this section is broadly covered by the Entry 25 of the Concurrent List, which refers to “education....including universities.”

The Telangana State Private Universities (Establishment and Regulation) (Amendment) Bill was originally introduced in 2022 but reconsidered and passed by the Assembly in August 2023. The bill¹⁸ did not receive the governor's assent in 2023. The bill amended the schedule of the principal Act¹⁹ to include five private universities that were approved by the government. Section 3 of the principal Act allows the government to “permit” the establishment of private universities by including their name in the schedule to the Act.

The second Bill, the Professor Jayashankar Telangana State Agricultural University (Amendment) Bill, 2023²⁰ amended the principal Act.²¹ The principal Act did not have any provision for the affiliation of colleges to the university, it only allowed for the establishment or maintenance of “University colleges.”²² Therefore, the bill empowers the university to affiliate or recognise “wholly Government owned colleges and Institutions” as well as to withdraw such affiliation or recognition for colleges²³ In addition to Entry 25 of the

¹⁸ L.A. Bill No. 12 passed in Legislative Assembly on August 4, 2023 and by the Legislative Council on August 5, 2023.

¹⁹ *The Telangana State Private Universities (Establishment and Regulation) Act, 2018*, Act 11 of 2018.

²⁰ L.A. Bill No. 1 of 2023 passed in legislative assembly on February 11 and legislative council on February 12. The bill received gubernatorial assent on April 7 2023.

²¹ *Act No. 24 of 1963*.

²² See, section 2(p) of the principal Act.

²³ Section 3 of the amending Act.

Concurrent List, “agriculture” is a state subject and includes “agricultural education and research.”²⁴

Although not solely educational, the Telangana Institute of Medical Sciences Bill, 2023’s²⁵ emphasises on post-graduate studies which makes education the appropriate theme to deliberate on it. The bill established the Telangana Institute of Medical Sciences (TIMS). Section 13 of the bill states that TIMS’s objectives are to take up post-graduate medical education, to “bring together [...] educational facilities of the highest order” for training healthcare personnel and to “attain self-sufficiency in post-graduate medical education.” The bill enables the government to notify the setting up of such other institutes. The government had already notified the construction of four TIMS super-specialty hospitals in the “four corners” of Hyderabad city.²⁶ This bill was meant to provide the Institute with statutory powers to award degrees,²⁷ establish and maintain colleges, hospitals and organisations for field training.²⁸ Medical education is specified in Entry 25 of the Concurrent List, and “public health and sanitation; hospitals and dispensaries” is covered under Entry 6 of the State List.

Local Body Governance

A total of six statutes connected with Municipalities and Panchayat Raj were passed in 2023. Local government is in the exclusive competence of the states.²⁹ Furthermore, parts IX and IXA of the Constitution delineate the state legislature’s powers with respect to the constitution and composition of panchayats and municipalities respectively. The first of the bills passed on the subject-matter, the Telangana Municipal Laws (Amendment) Bill, 2022³⁰ was passed in 2022 but rejected by the governor. Subsequently, it was reconsidered by the legislature and passed in August 2023.³¹ It did not receive gubernatorial assent till the end of 2023. The bill made many substantive changes to the Greater Hyderabad Municipal Corporation Act, 1955³² and the Telangana Municipalities Act, 2019. The most significant

²⁴ The Constitution of India, Sch. VII, List II, Entry 14.

²⁵ L.A. Bill No. 6 of 2023; Act No. 9 of 2024.

²⁶ IANS, CM KCR lays foundation for three TIMS hospitals in Hyderabad, THE NEWS MINUTE, April 26, 2022, available at: <https://www.thenewsminute.com/telangana/cm-kcr-lays-foundation-three-tims-hospitals-hyderabad-163293> (Last visited on August 25, 2025).

²⁷ Sections 14(8) and 24 of the act.

²⁸ Section 14(6) of the act.

²⁹ The Constitution of India, Sch. VII, List II, Entry 5.

³⁰ L. A. Bill No. 7 of 2022.

³¹ First passed in the Legislative Assembly on September 12, 2022 and in the Legislative Council on September 13, 2022. Reconsidered and passed in the Legislative Assembly August 4, 2023 and Legislative Council on August 5, 2023.

³² Act No. 11 of 1956.

of these was the change in the duration of the cooling-off period during which time a no-confidence motion against Chairpersons/Vice-Chairpersons could not be moved.³³

The principal act bars members from moving a no-confidence motion for three years from the date on which such a person assumes office. The amending Bill increases this period to four years. The government justified this change on two grounds: first, to ensure parity between urban and rural local bodies, since the latter has a four-year cooling-off period. Second, because in most instances, the reason why such no-confidence motions were being moved is to “use it as a leverage to threaten or blackmail the existing incumbents.” The bill’s Statement of Objects and Reasons (*Statement*) acknowledges that many councillors/corporators were “gearing” to move no-confidence motions against incumbents. Since , the *Statement as drafted by the party in power it does not* mention that a vast majority of incumbents, and the councillors/corporators belonged to the ruling Bharat Rashtra Samithi.³⁴

Other changes pertained to increasing the number of co-opted members. In the case of the Greater Hyderabad Municipal Corporation (*GHMC*), three of the five co-opted members were to be persons having “special knowledge or experience in Municipal Administration,” of which, one was to be a woman. This number was increased to nine, and the number of women was increased from one to five. The other two co-opted members under the principal Act were to “belong to the minorities,” of which one was to be a woman. This was increased to six, of which three were to be women. The principal Act does not provide any guidance as to which groups count as “minorities.”

The number of co-opted members – non-voting members – was increased on the grounds that the number of GHMC’s elected members had increased, and it governed a larger area and population. However, the number of co-opted members had not been increased proportionately.³⁵ A similar justification was used to increase the number of co-opted members in other Municipal Corporations constituted under the Telangana Municipalities Act, 2019. Furthermore, the principal act was amended to include the ex-officio Rajya Sabha member of the Municipal Corporation/Council as part of the electoral college that elects the Chairperson/Vice-Chairperson.

³³ See, Section 37 of the *Telangana Municipalities Act, 2019*, Act No. 11 of 2019.

³⁴ N.Rahul, TRS chairpersons in 110 out of 118 municipalities, 27 January 2020, available at: <https://www.thehindu.com/news/national/telangana/trs-chairpersons-in-110-out-of-118-municipalities/article30668163.ece> (Last visited on August 25, 2025).

³⁵ Statement of Objects and Reasons, L.A. Bill No. 7 of 2022.

Another amendment to the 2019 Act clarified the scope of the State Election Commission's powers to requisition premises for storage of EVMs, election material and accommodation of personnel. This amendment was in line with a similar amendment to the Representation of the People Act, 1951,³⁶ and was made on the recommendation of the State Election Commission.

Three bills pertaining to Panchayat Raj, and two bills pertaining to municipalities were also passed.³⁷ These bills dealt with demarcation and reorganisation of areas and the constitution of local self-government institutions.

This hectic lawmaking in the field of local self-government was primarily about the demarcation and reorganisation of territories. This lawmaking also corresponds to a similar trend in executive lawmaking, where a significant amount of administrative boundary-making and renaming occurred through executive fiat. These trends are documented in the subsequent sections of this chapter.

Taxation

The principles on the basis of which taxes may be levied on “mechanically propelled vehicles” is a subject in the concurrent list.³⁸ However, the imposition of the tax on vehicles itself is within the exclusive competence of the states.³⁹ The Telangana Motor Vehicles Taxation (Amendment) Act, 2022⁴⁰ was passed by the state legislature in 2022 but only received gubernatorial assent in 2023. The principal Act empowered the government to amend the Schedules to the Act by issuing an order. The order is required to be laid on the table of the legislature and allows the legislature to amend or modify the order. In its *Statement* the government argued that this process was cumbersome. Therefore, the amending Act removes the power of modification and only requires that the order be laid on the table of the legislature.

Article 246A empowers states to impose tax on goods and services subject to the exclusive power of Parliament to make laws with respect to inter-state supply of goods and services.⁴¹

³⁶ Section 160, Representation of the People Act, 1950 (Act No. 43 of 51)

³⁷ Telangana Municipalities (Amendment) Act, 2023 L.A. Bill No. 3 of 2023; *Act No. 5 of 2023*. Panchayat Raj (Amendment) Bill, 2023 L.A. Bill No. 2 of 2023; *Act No. 6 of 2024*. The Panchayat Raj (Second Amendment) Bill, 2023 L.A. Bill No. 10 of 2023; *Act No. 7 of 2024*. Telangana Panchayat Raj (Third Amendment) Bill, 2023 L.A. Bill No. 12 of 2023.

³⁸ The Constitution of India, Sch. VII, Concurrent List, Entry 35.

³⁹ The Constitution of India, Sch. VII, State List, Entry 57.

⁴⁰ L.A. Bill No. 11 of 2022; *Act No. 6 of 2023*.

⁴¹ On legislative competence and GST, See also *Union of India v. Mohit Minerals*, (2022) 10 SCC 700.

The Telangana Goods and Services Tax (Amendment) Bill, 2023⁴², was passed on 5 August 2023 and 6 August 2023 in the assembly and council respectively. It did not receive assent in 2023. The bill made several changes to the principal Act.⁴³ This survey outlines the most significant changes from the point of view of compliance. Firstly, the bill empowered the government to specify classes of persons who may be exempted from mandatory registration under Section 23 of the Act. Furthermore, a new deadline of three years has been introduced for furnishing certain details and returns. The bill penalises electronic commerce operators if they allow unregistered or ineligible persons to sell goods or services through their platforms.

An enabling provision allows the GST portal to share tax information of registered businesses, with other systems, provided that the consent of the supplier and recipient has been taken.⁴⁴ Certain clarifications were made to the input tax credit regime as well.⁴⁵ Accessing the compounding process was eased by reducing the minimum and maximum compounding amounts. Furthermore, certain offences have been decriminalised. That is, the punishment has been restricted to fines only and the provision for imprisonment has been deleted.⁴⁶

The most substantive revision pertained to the dispute resolution mechanism. Following the GST Council's advice to States in April 2023⁴⁷ to bring the e GST laws of the State in consonance with the amendments carried out to the Central GST Act, 2017.⁴⁸ The advice pertained to the Council's decision to constitute a GST Appellate Tribunal (GSTAT) with State Benches. The GSTAT's State Benches would hear appeals from decisions taken by the Appellate Authority or the Revisional Authority.⁴⁹ Among other things, the phrase "National or Regional Benches" was replaced with "Principal Bench." Under the Central GST Act, the Principal Bench would have exclusive jurisdiction to hear disputes that involve a question on the place of supply or antiprofitteering.⁵⁰

⁴² L.A. Bill No. 9 of 2023; Act No. 4 of 2024.

⁴³ Act No. 23 of 2017

⁴⁴ See Clause 23 of the amending Bill.

⁴⁵ See Clauses 3 and 4(b) of the amending Bill.

⁴⁶ Clause 21 of the amending Bill.

⁴⁷ GST Council, Agenda Item 1 (for Agenda Volume-II), available at: [https://gstcouncil.gov.in/sites/default/files/Agenda/Part_of_Annexur_A_Agenda_Item_1_\(for_Agenda_Volume-II\).pdf](https://gstcouncil.gov.in/sites/default/files/Agenda/Part_of_Annexur_A_Agenda_Item_1_(for_Agenda_Volume-II).pdf).

⁴⁸ Act No. 12 of 2017. See also *Finance Act, 2023*, Act No. 8 of 2023, ss. 149-159.

See, clause 14 of the amending Bill.

⁴⁹ See, clause 14 of the amending Bill.

⁵⁰ Section 109 of the CGST Act, 2017.

Public Employment

The **Telangana Public Employment (Regulation of Age Of Superannuation) (Amendment) Bill, 2022** was first passed in 2022, and after rejection reconsidered and passed in August 2023.⁵¹ The bill increased the retirement age for Director and Additional Director of Medical Education from 61 years to 65. In the *Statement*, the government argued that this was necessitated because the retirement age for posts subordinate to the abovementioned posts (“feeder category”) was 65. Thus, professors who would otherwise be eligible for promotion to the posts were not “evincing interest” since it would result in their premature retirement.

As its name suggests, the **Telangana State Road Transport Corporation (Absorption Of Employees into Government Service) Act, 2023**⁵² changed the status of the corporation’s employees to one of government employees. The demand for absorption can be traced to 2013.⁵³ Subsequently, in October-November 2019, an estimated 48000 TSRTC workers struck work for 52 days demanding a merger.⁵⁴ The demand for a merger was rejected by the Chief Minister at that time. However, the government seemed to have changed its stance on 31 July, 2023, when the bill was cleared by the cabinet. Since this was a money bill, it required the prior recommendation of the governor before it could be introduced in the legislature.⁵⁵ The then workers of the corporation struck work and protested against the governor’s “delay” in making the recommendation.⁵⁶ The recommendation happened four days after the governor received the bill.⁵⁷ It received gubernatorial assent on 14 September 2023. The Act was necessary because the state has a statutory prohibition on the

⁵¹ Reconsidered and passed in Assembly on August 4, 2023 in the Council on August 5 2023. L.A. Bill No. 8 OF 2022; Act No. 10 of 2024.

⁵² L.A. Bill. No.11 of 2023; Act No. 7 of 2023.

⁵³ Donita Jose, Not new, merger with state talks began back in October 2013: TSRTC union leaders, THE NEW INDIAN EXPRESS, October 16, 2019, available at: <https://www.newindianexpress.com/cities/hyderabad/2019/Oct/16/not-new-merger-with-state-talks-began-back-in-october-2013-tsrtc-union-leaders-2048220.html> (Last visited on August 25, 2025).

⁵⁴ Amarnath K. Menon, Why KCR agreed to take 43,000 road transport workers on Telangana rolls, INDIA TODAY, August 2, 2023, available at: <https://www.indiatoday.in/india-today-insight/story/why-kcr-agreed-to-take-43000-road-transport-workers-on-telangana-rolls-2415265-2023-08-02> (Last visited on August 25, 2025).

⁵⁵ See, Article 207 of the Constitution of India.

⁵⁶ Srinivasa Rao Apparasu, TSRTC workers protest against Telangana governor's delay in clearing draft bill, HINDUSTAN TIMES, August 6, 2023, available at: <https://www.hindustantimes.com/india-news/telangana-government-and-state-governor-in-battle-over-merger-of-tsrtc-with-government-rtc-employees-hold-strike-101691262074629.html> (Last visited on August 25, 2025).

⁵⁷ IANS, Telangana Govt assents to TSRTC bill, 43,000 employees to be part of state govt, THE NEWS MINUTE, September 14, 2023, available at: <https://www.thenewsminute.com/telangana/telangana-govt-assents-to-tsrtc-bill-43000-employees-to-be-part-of-state-govt> (Last visited on August 25, 2025).

absorption of employees of state corporations into public service, especially on grounds that their employer-corporations are financially sick.⁵⁸ The demand for a merger was primarily aimed at ensuring parity with government employees in conditions of service.⁵⁹ Interestingly, the statute treats the employees as a separate class: the merged employees would continue to be governed by the rules with which they were previously governed,⁶⁰ the government may frame separate regulations specifically for the absorbed employees and pending disciplinary proceedings would continue to be valid.⁶¹ In the *Statement*, the government said that the merger would be on an ‘as-is basis.’

Other Legislation

The Telangana State Minorities Commission (Amendment) Bill, 2023⁶² amended the Act to include adherents of Jainism as a minority community, and to mandate that they be represented in the composition of the State Minorities Commission.

The Factories (Telangana Amendment) Bill, 2023⁶³ dilutes worker-safety protections provided by the principal Act. Section 65 of the principal Act⁶⁴ bars the government using its exemption powers to allow for overtime work to exceed 75 hours per quarter. This bill increases it to one 156 hours. This bill has its antecedents in the two parliamentary bills in 2014 and 2016 that proposed, among other things, a discretionary power to increase overtime, and to permit women workers to work before 9 AM and after 7 PM. The Union government’s justification for allowing increased quarterly limits on overtime is to “allow” workers a chance to “work more to earn more.”⁶⁵ The fact that these two changes have now been introduced through state amendments indicates an evolving federal consensus on labour protections.

The principal Act provides some additional safeguards for women workers. Firstly, women workers cannot be allowed to work for longer than nine hours in a day. Secondly, women

⁵⁸ *The Telangana Prohibition of Absorption of Employees of State Government Public Sector Undertakings into Public Service Act, 1997*, Act No. 14 of 1997.

⁵⁹ Srinivasa Rao Apparasu, Over TSRTC strike: KCR orders dismissal of over 48,000 RTC employees, HINDUSTAN TIMES, October 6, 2019, available at: <http://hindustantimes.com/south/over-tsrtc-strike-kcr-orders-dismissal-of-over-48-000-rtc-employees/story-HTJ1fHQruzPRBMS135MHpM.html> (Last visited on August 25, 2025).

⁶⁰ Section 3 of Act No. 14 of 1997.

⁶¹ Section 5 of *ibid*.

⁶² L.A. Bill No. 8 of 2023; *Act No. 3 of 2024*.

⁶³ L.A. Bill No. 8 of 2023, passed in the Assembly on August 8, 2023 and in the Council on August 5, 2023.

⁶⁴ *Act No. 63 of 1948*.

⁶⁵ Suman N., Factories bill doubling workers' overtime receives flak, THE NEW INDIAN EXPRESS, August 15, 2016, available at: <https://www.newindianexpress.com/states/telangana/2016/Aug/15/factories-bill-doubling-workers-overtime-receives-flak-1509395.html> (Last visited on August 25, 2025).

workers cannot be “allowed or required” to work in factories except between 9 AM and 7 PM. The amending bill replaces this section completely. The substituted clause allows women workers to work “before 6 AM and beyond 7 PM” provided that certain additional “conditions” are met. These “conditions” include consent of the women workers, compliance with maternity benefit and anti-sexual harassment laws, provision of transportation facilities, CCTV surveillance, “safe, secure and healthy working conditions,” etc. There is also a vague prohibition on employing a “single woman” in “any room or place.” Such conditions do not account for the power disparity between an individual worker and their employer. In the absence of safeguards against abuse of power, it is highly unlikely that women workers would be in a position to refuse consent, without risking their employment. Similarly, exercising a right to complain without a safeguard against victimisation or reprisals would make this “condition” a mere formality.

Since the bill amended the Union’s legislation, it was required that the Governor reserve it for presidential assent under Article 254(2) of the Constitution. In all likelihood, the bill was not reserved for presidential assent till the end of the year.⁶⁶

Executive Lawmaking

In scoping the survey, routine administrative actions – such as appointments/transfers of employees, public procurement, tax administration, sanctioning of funds – have been excluded. The executive instruments surveyed here are those that were found to be frequent, or those that involved rulemaking, or those that exercised statutory powers of dilutions or exemptions.

Boundary-Making and Jurisdictions

Extensive changes were made to the state’s administrative boundaries. New revenue mandals⁶⁷ and divisions⁶⁸ were formed, district boundaries were altered and villages were transferred.⁶⁹ Agricultural Market Committees (AMCs) for various areas were constituted.⁷⁰

⁶⁶ LOK SABHA, 17, 14th Session, Unstarred Question No. 1505, December 12, 2023, available at: <https://sansad.in/getFile/loksabhaquestions/annex/1714/AU1505.pdf?source=pqals> (Last visited on August 25, 2025).

⁶⁷ Revenue, G.O.Ms.No.38 (April 18, 2023); G.O.Ms.No.73 (June 28, 2023); G.O.Ms.No.126 (August 28, 2023); G.O.Ms.No.134 (September 04, 2023); , G.O.Ms.No.141 (September 25, 2023); G.O.Ms.No.145 (September 27, 2023); G.O.Ms.No.147 (October 03, 2023); G.O.Ms.No.151 (October 06, 2023).

⁶⁸ Revenue, G.O.Ms.No.144 (September 27, 2023); G.O.Ms.No.159 (October 07, 2023).

⁶⁹ Revenue, G.O.Ms.No.17, (February 20, 2023); G.O.Ms.No.71, (June 26, 2023).

⁷⁰ Agriculture And Co-Operation (A&C), No. 80, G-22 (April 11, 2023); No. 86, G-39 (April 20, 2023); No. 94, G-81 (May 7, 2023); No. 111, G-137 (June 2, 2023); No. 115, G-154 (June 9, 2023); No. 138, G-211 (July 8,

New notified areas were declared for AMCs by separating them from existing ones.⁷¹ Similarly “factory zones” were allotted to private players for the purchase of oil palm fresh fruit branches and other oil palm products⁷² Jurisdictions of factory inspectors were also realigned.⁷³

Land

Government land was alienated and transferred between departments, to private parties (on payment), for religious development (to the Endowments department) and for “community bhawans,” for specific caste groups.⁷⁴ Substantial land use changes were also carried out. Open space lands were converted to commercial and open space and buffer zones were converted to residential use.⁷⁵

The government exempted various projects from social impact assessments and prohibition on acquiring multi-crop irrigated land under the Right to Fair Compensation and Transparency in Land Acquisition, Rehabilitation and Resettlement (Telangana Amendment) Act, 2017.⁷⁶ A large number of notifications also pertain to forest land. Notifications were issued diverting forest land for the laying of fibre-optic internet cables

2023); No. 143, G-229 (July 15, 2023); No. 163, G-303 (August 24, 2023); No. 170, G-318 (August 31, 2023); G.O.Ms.No. 37 (September 14, 2023).

⁷¹ A&C, G.O.Ms.No. 15 (April 17, 2023); G.O.Ms.No. 33 (August 26, 2023); G.O.Ms.No. 37 (September 14, 2023).

⁷² A&C No. 130-B, G-226 (July 4, 2023).

⁷³ Labour Employment and Training Department (LETF), G.O.Ms.No. 9; G.O.Ms.No. 10 (April 27, 2023).

⁷⁴ Revenue, G.O.Ms.No. 21 (March 1, 2023); G.O.Ms.No. 32 (March 31, 2023); G.O.Ms.No. 75 (July 3, 2023); G.O.Ms.No. 165 (December 18, 2023); G.O.Ms.No. 166 (December 22, 2023); Municipal Administration & Urban Development (MAUD), G.O.Ms. No.1 (January 6, 2023).

⁷⁵ MAUD, G.O.Ms.No.1 (January 6, 2023); G.O.Ms.No.3-4 (January 7, 2023); G.O.Ms.No.266-269 (December 28, 2022); G.O.Ms.No.270 (December 29, 2022); G.O.Ms.No.11 (January 31, 2023); G.O.Ms.No.12 (January 31, 2023); G.O.Ms.No.13 (February 4, 2023); G.O.Ms.No.15 (February 7, 2023); G.O.Ms.No.17 (February 14, 2023); G.O.Ms.No.18 (February 15, 2023); G.O.Ms.No.19 (February 16, 2023).

⁷⁶ Act No. 21 of 2017. For the notifications, see Irrigation & CAD, No. 01 G-631 (December 22, 2022); No. 87-G G-67 (April 10, 2023); MAUD, No. 17 G-666 (December 22, 2022 / January 4, 2023); No. 55 G-799 (March 10, 2023); No. 137 G-209 (June 26, 2023); Energy, G.O.Ms.No. 1 (January 13, 2023); Scheduled Caste Development, No. 63 G-820 (March 20, 2023); Transport, Roads & Buildings, No. 75 G-12 (March 25, 2023); No. 78 G-20 (April 3, 2023); No. 107 G-128 (May 17, 2023); Industries & Commerce, No. 104 G-118 (April 30, 2023); No. 125 G-182 (June 17, 2023); Law, No. 103-A G-126 (May 20, 2023); A&C, No. 103-B G-144 (May 20, 2023).

and other infrastructure/development projects.⁷⁷ Notifications also pertained to the reservation of compensatory afforestation land in lieu of land used for other purposes.⁷⁸

Labour

Strikes were prohibited in nine different workplaces by a notification under the Essential Services Maintenance Act, 1981.⁷⁹ The government also allowed all shops and establishments to operate for 24 hours, seven days a week⁸⁰ under the Telangana Shops and Establishments Act, 1988.⁸¹ The exemption notification places certain conditions for worker welfare: the guarantee of weekly offs, working hours, overtime wages, compensatory holidays, safety for women employees, etc. By a separate notification, this exemption was extended for another three years.⁸² Exemptions from inspections were also made under the Indian Boilers Act, 1923.⁸³

Rules

Various subordinate legislation were notified and modified during the year. The government notified the Telangana State Ground Water Extraction Rules, 2023 in accordance with guidelines made by the Central Ground Water Authority.⁸⁴ The rules regulate the use of groundwater and expressly exempt individual domestic users and certain other classes of persons from groundwater extraction charges. This express exemption is absent from the Authority's guidelines. It also specifies groundwater extraction charges for bulk water supply, packaged drinking water, commercial and industrial uses. The rules were made under the Telangana State Water, Land and Trees Act, 2002.⁸⁵

⁷⁷ See, inter alia, Environment, Forests, Science & Technology Department (EFST), G.O.MS. Nos. 1–2 (January 5, 2023); G.O.MS Nos. 22–29 (February 22, 2023); Nos. 33–35 (March 9, 2023); Nos. 37–41 (March 25, 2023); No. 42 (April 3, 2023); No. 45 (April 15, 2023); No. 46 (April 17, 2023).

⁷⁸ See, inter alia, EFST, G.O.MS Nos. 6–21 (February 15, 2023); Nos. 49–56 (May 27, 2023).

⁷⁹ Act No. 40 of 1981.

⁸⁰ LETF, G.O.Ms.No.4 (April 4, 2023).

⁸¹ Act No. 20 of 1988.

⁸² LETF, G.O.Ms.No. 12 (May 15, 2023).

⁸³ LETF, G.O.Rt.No. 11 (January 12, 2023); G.O.Rt.No. 46 (January 23, 2023); G.O.Rt.No. 156 (March 10, 2023); G.O.Rt.Nos. 214–216 (April 13, 2023); G.O.Rt.No. 316 (June 30, 2023); G.O.Rt.No. 531 (October 7, 2023); G.O.Rt.No. 606 (November 17, 2023).

⁸⁴ Irrigation & Cad, G.O.Ms.No.15 (May 27, 2023). For a background on the evolution of the Central involvement in regulation of groundwater, see Notification of the Ministry of Jal Shakti, S.O.3289(E) Gazette of India: Extraordinary Part II-Sec.3(ii), September 24, 2020, available at: https://www.mpcb.gov.in/sites/default/files/water-quality/standards-protocols/Ground_Water_NewGuidelinesNotifiedeng24092021102020.pdf (Last visited on August 25, 2025).

⁸⁵ Act No. 10 of 2002

The Telangana Building Rules, 2012 were amended to mandate the inclusion of broadband/digital connectivity infrastructure, dual piping systems, electric vehicle charging infrastructure, and Automated External Defibrillators (AEDs) in certain new and existing buildings.⁸⁶

A significant set of amendments were made to the rules regulating the education landscape in Telangana. The Telangana Colleges of Education (Regulation Of Admissions into Two Year B.Ed Course Through Common Entrance, Test) Rules, 2006 were amended⁸⁷ to increase the number of reserved seats for Scheduled Tribes from 6% to 10%. A similar amendment was made with respect to physical education courses as well.⁸⁸ The Telangana Common Entrance Test for entry into Engineering Pharmacy, Agriculture, Medical, Dental and Pharm.D Course Rules, 2011 were also amended⁸⁹ to remove the previous weightage of 25% given to their Class XII exams. The amended rule only gives weightage to student marks in the entrance test. The government amended the Telangana Medical and Dental Colleges Admissions (Admissions into MBBS & BDS Courses) Rules, 2017 to reserve a majority of seats (85%) in undergraduate medical and dental colleges for local candidates.⁹⁰

The Telangana Educational Service Rules, 1988⁹¹ were amended⁹² to clarify and incorporate certain other qualifications of employees of the state's educational service. Furthermore, the amendments update the zonal/geographical units of appointments provided under the rules. The government had also notified Telangana Teachers (Regulation of Transfers) Rules, 2023⁹³ that would govern how teachers would be transferred. After an initial High Court stay, the government received a go-ahead.⁹⁴

Following changes in the land registration system, the government decided to absorb Village Revenue Assistants (VRAs) into regular government. The first G.O⁹⁵ provided for a scheme of compassionate appointment for the children of those VRAs who had completed 61 years. The government also notified Telangana Village Revenue Assistants (Appointment by transfer to the Last Grade Service/General Subordinate Service/Ministerial

⁸⁶ MAUD, G.O.Ms. No.49 (March 31, 2023).

⁸⁷ School Education (SE), G.O.Ms No.16 (April 20, 2023).

⁸⁸ SE, G.O.Ms.No. 17 (April 20, 2023).

⁸⁹ Higher Education, G.O.Ms.No. 18 (April 19, 2023).

⁹⁰ Health, Medical and Family Welfare, G.O.Ms. No.72 (July 3, 2023).

⁹¹ See, SE, G.O.Ms No. 505 (November 16, 1988).

⁹² SE, G.O.Ms.No.11 (March 4, 2023).

⁹³ SE, G.O.Ms.No.05 (January 25, 2023).

⁹⁴ Transfer teachers: Telangana HC modifies earlier order, gives government go-ahead, NEWSMETER, August 31 2023, available at: <https://newsmeter.in/hyderabad/transfer-teachers-telangana-hc-modifies-earlier-order-gives-government-go-ahead-717218> (Last visited on August 25, 2025).

⁹⁵ Revenue, G.O.Ms.No. 81 (July 24, 2023).

Service) Rules, 2023.⁹⁶ The first GO's operation was stayed by the High Court.⁹⁷ The government also issued the Telangana Irrigation Operation and Maintenance (Unskilled) Subordinate Service Rules, 2023 which provided for direct recruitment and redeployment of VRAs as a one-time measure.⁹⁸

The government also notified the Mental Healthcare (Telangana State Mental Health Authority) Rules, 2023.⁹⁹ These rules detailed the constitution of the State Mental Health Authority under the Mental Healthcare Act, 2017¹⁰⁰. The rules also outlined procedures for provisional registration, renewal, and permanent registration of mental health establishments. Furthermore, the rules mandate the registration of mental health professionals and stipulate the maintenance of digital registers for both establishments and professionals.

On 8 December 2023, the newly elected government notified the "Mahalakshmi Scheme"¹⁰¹ that would provide free bus travel for transgender persons, women and girls of all ages.

Conclusion

Lawmaking across the executive and legislative realms had some overlaps. Labour, education and public services were a dominant feature. Moreover, a significant portion of the executive lawmaking drew from statutory powers that allowed exemptions, dilutions and deviations from the parent statutes. There are also close connections between the legislative agendas between the Union and the state. It can be found not only in legislation such as the goods and services tax amendments, the Factories Act's amendments, but also in rulemaking such as the new groundwater rules.

Most importantly, most executive action that is discussed here was a product of statute that allowed for substantive subordinate legislation and extensive governmental discretion.

⁹⁶ Revenue, G.O.Ms.No.98 (August 9, 2023).

⁹⁷ Telangana High Court suspends GOs related to absorption of VRAs into government departments, THE HINDU, August 11, 2023, available at: <https://www.thehindu.com/news/national/tehrangana/tehrangana-high-court-suspends-gos-related-to-absorption-of-vras-into-government-departments/article67183948.ece> (Last visited on August 25, 2025).

⁹⁸ Revenue, G.O.Ms.No. 28 (September 29, 2023).

⁹⁹ Mental Healthcare (Telangana State Mental Health Authority) Rules, 2023. G.O.Ms.No.40, Health, Medical and Family Welfare (D), 15th April, 2023.

¹⁰⁰ Act No. 10 of 2017.

¹⁰¹ Transport, R&B, G.O.Ms.No.47 Dated:08.12.2023