

THE PUDUCHERRY JAN VISHWAS  
(AMENDMENT OF PROVISIONS) BILL, 2025  
(Bill No. 13 of 2025)

A

BILL

**to amend certain laws in the Union territory of Puducherry, so as to decriminalize minor offences, simplify compliance procedures, and promote ease of doing business in the Union territory of Puducherry, and for matters connected therewith or incidental thereto.**

BE it enacted by the Legislative Assembly of Puducherry in the Seventy Sixth Year of the Republic of India as follows:—

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| Short title,<br>Application and<br>commencement.                    | 1. (1) This Act may be called the Puducherry Jan Vishwas (Amendment of Provisions) Act, 2025.<br><br>(2) It applies to all the Acts and Statutes specified in the Schedule annexed hereto.<br><br>(3) It shall come into force on such date as the Government of Puducherry may, by notification in the Official Gazette, appoint. |
| Amendment of<br>enactments.   | 2. The enactments mentioned in column (4) of the said Schedule, are hereby amended to the extent and in the manner mentioned in column (5) thereof.  |
| Revision of fines<br>and penalties.                                 | 3. The fines and penalties provided under various provisions in the enactments mentioned in column (4) of the said Schedule, shall be increased by ten percent of the minimum amount of fine or penalty, prescribed therefor, as the case may be, once in every three years.   |
| Appointment of<br>Adjudicating<br>Officers, Appeal<br>and Recovery. | 4. The provisions relating to 'Appointment of Adjudicating Officer(s)' for the purpose of determining the quantum of the fines and penalties in the enactments mentioned in column (4) of the said Schedule, and the procedure for the 'Appeal' and 'Recovery' thereof, shall be as follows:—                                      |

“(1) Appointment of Adjudicating Officers.–

(a) For the purpose of determining the penalties under the enactments, an Officer may be designated to function as an ‘Adjudicating Officer’ and shall be authorized to hold an inquiry and impose penalty, in the manner as may be prescribed:

Provided that as many Adjudicating Officers as may be required, shall be nominated.

(b) The Adjudicating Officer may summon and enforce the attendance of any person acquainted with the facts and circumstances of the case to give evidence or to produce any document, which in the opinion of the Adjudicating Officer, may be useful for, or relevant to, the subject-matter of the inquiry and if, on such inquiry, he is satisfied that the person concerned has failed to comply with the provisions of the enactment, he may impose penalty:

Provided that no such penalty shall be imposed without giving the person concerned, a reasonable opportunity of being heard in the matter.

(2) Appeal.–

(a) Whoever is aggrieved by the order passed by the Adjudicating Officer under sub-section (1) above, may prefer an appeal to the Appellate Authority, who shall be an Officer not below the rank of Secretary to Government of the concerned Department to which the enactment relates, within thirty days from the date of receipt of the order, in such manner as may be prescribed.

(b) An appeal may be admitted after the expiry of the period of thirty days if the Appellant satisfies the Appellate Authority that he had

sufficient cause for not preferring the appeal within that period and the decision of the Appellate Authority, shall be the final and binding on the Appellant.

(c) The Appellate Authority may, after giving the parties to the appeal, an opportunity of being heard, pass such order as he thinks fit.

(d) The Appellate Authority shall dispose of the appeal within sixty days from the date of filing.

(3) Recovery.—

Notwithstanding anything contained in this Act, if penalty imposed by the Adjudicating Officer under sub-section (1), or order of the Appellate Authority under sub-section (2) above, as the case may be, is not deposited, the amount shall be recovered as an arrears of land revenue.”

Savings.

5. The amendment of any enactment mentioned in column (4) of the said Schedule by this Act, shall not affect any other enactment in which the amended or repealed enactment has been applied, incorporated or referred to;

and this Act shall not affect the validity, invalidity, effect or consequences of anything already done or suffered, or any right, title, obligation or liability already acquired, accrued or incurred or any remedy or proceeding in respect thereof, or any release of discharge of, or from any debt, penalty, obligation, liability, claim or demand, or any indemnity already granted, or the proof of any past act or thing;

nor shall this Act affect any principle or rule of law, or established jurisdiction, form or course of pleading, practice or procedure, or existing usage, custom,

privilege, restriction, exemption, office or appointment, notwithstanding that the same respectively may have been in any manner affirmed, or recognized or derived by, in or from any enactment hereby amended or repealed;

nor shall the amendment by this Act of any enactment revive or restore any jurisdiction, office, custom, liability, right, title, privilege, restriction, exemption, usage, practice, procedure or other matter or other thing not now existing or in force.

#### THE SCHEDULE

(See sub-section (2) of section 1)

Sl. No.	Year	No.	Short Title	Amendments
(1)	(2)	(3)	(4)	(5)
1	1970	16	The Puducherry Plant Diseases and Pests Act, 1970	(1) In sub-section (1) of section 11, for the words and figures, "he shall be punishable for the first offence with fine which may extend to fifty rupees and for the second or subsequent offence, with fine which may extend to two hundred and fifty rupees.", the words and figures, "he shall be liable with penalty which may extend to one thousand rupees

2	2003	2	The Puducherry Ground Water (Control and Regulation) Act, 2002.	<p>and in the case of a continuing contravention or failure, with penalty which may extend to two thousand rupees.", shall be substituted.</p> <p>(2) In sub-section (3) of section 16, for the words, "punishable with fine", the words, "liable to a penalty", and for the words, "fifty rupees", the words, "one thousand rupees", shall be substituted.</p> <p>(1) In clause (a) of section 20, for the words, figures, and letters,— "he shall be punishable,— (i) for the first offence with fine, which may extend to five hundred rupees; and (ii) for the second and subsequent offence, with fine which may extend to one thousand rupees;" the words, figures and letters, "he shall be liable to,—</p>
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				<p>(i) a penalty, which may extend to five thousand rupees; and</p> <p>(ii) in the case of a continuing contravention or failure, with penalty which may extend to ten thousand rupees;"</p> <p>shall be substituted.</p> <p>(2) In clause (b) of section 20, for the words, figures and letters,</p> <p>"he shall be punishable,-</p> <p>(i) for the first offence with fine which may extend to five thousand rupees; and</p> <p>(ii) for the second and subsequent offence, with imprisonment for a term which may extend to six months, or with fine which may extend to ten thousand rupees, or with both.",</p> <p>the words, figures and letters,</p> <p>"he shall be liable to,-</p>
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				<p>(i) a penalty which may extend to ten thousand rupees; and</p> <p>(ii) in the case of a continuing contravention or failure, with a penalty which may extend to twenty thousand rupees.", shall be substituted.</p>
3	1973	7	The Puducherry Co-operative Societies Act, 1972.	<p>(1) In sub-section (6) of section 45, for the words, "shall be punishable with fine", the words, "liable to penalty", shall be substituted.</p> <p>(2) In section 147, for the words and figures, "shall be punishable with fine which may extend to two hundred rupees.", the words and figures, "shall be liable to penalty of five hundred rupees.", shall be substituted.</p>

				<p>(3) Sub-section (2) of section 149 shall be substituted as follows:-</p> <p>" ( 2 ) W h o e v e r contravenes the provisions of sub-section (1) shall be liable to penalty which may extend to two hundred rupees and in case of a continuing contravention or failure, with further penalty of fifty rupees for each day on which the contravention or failure is continued after penalization therefor.</p> <p>(4) In section 150, for the words and figures, "shall be punishable with fine which may extend to five hundred rupees.", the words and figures, "shall be liable to penalty which may extend to five thousand rupees.", shall be substituted.</p>
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4	1970	13	The Puducherry Town and Country Planning Act, 1969.	(1) In sub-section (1) of section 43, for the words and figures, "shall be punishable with a fine which may extend to ten thousand rupees and in the case of a continuing offence with a further fine which may extend to five hundred rupees for every day during which the offence continues after conviction for the first commission of the offence.", the words and figures, "shall be liable to penalty which may extend to thirty thousand rupees and in the case of a continuing contravention or failure, with a further penalty which may extend to two thousand rupees for every day during which the contravention or failure continues.", shall be substituted.
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				<p>(2) In sub-section (2) of section 43, for the words and figures, "shall be punishable with a fine which may extend to five thousand rupees and in the case of a continuing offence with a further fine which may extend to five hundred rupees for everyday during which such offence continues after conviction for the first commission of the offence.", the words and figures, "shall be liable to penalty which may extend to fifteen thousand rupees, and in the case of a continuing contravention or failure, with a further penalty which may extend to two thousand rupees for everyday during which such contravention or failure continues.", shall be substituted.</p>
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				<p>(3) In sub-section (7) of section 44, for the words and figures, "shall be punishable with a fine which may extend to ten thousand rupees and in the case of a continuing offence with a further fine which may extend to five hundred rupees for every day during which such offence continues after conviction for the first commission of the offence.", the words and figures, "shall be liable to a penalty which may extend to thirty thousand rupees, and in the case of a continuing contravention or failure, with a further penalty which may extend to two thousand rupees for everyday during which such contravention or failure continues.", shall be substituted.</p>
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				<p>(4) In sub-section (3) of section 45, for the words and figures, "shall be punishable with a fine which may extend to ten thousand rupees and when the non-compliance is a continuing one, with a further fine which may extend to five hundred rupees for everyday after the date of the service of the notice during which the non-compliance has continued or continues.", the words and figures, "shall be liable to a penalty which may extend to thirty thousand rupees and when the non-compliance is a continuing one, with a further penalty which may extend to two thousand rupees for everyday after the date of the service of the notice during which the non-compliance has</p>
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				<p>continued or continues.", shall be substituted.</p> <p>(5) For sub-section (3) of section 61, the following shall be substituted, namely:-</p> <p>"Any person who obstructs the entry of a person empowered or authorized under this section to enter into or upon any land or building, shall be liable to a penalty which may extend to five thousand rupees."</p> <p>(6) For sub-clause (b) of section 68, the following shall be substituted, namely:-</p> <p>"removes any mark set up for the purpose of indicating any level or direction necessary to the execution of works authorized under this Act, he shall be liable to a penalty which may extend to one thousand rupees."</p>
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5	1973	9	The Puducherry Municipalities Act, 1973	<p>(7) In section 72, for the word, "fines", the words, "fines and penalties" and for the word, "prosecution", the words, "prosecution and any other proceedings", shall be substituted.</p> <p>(1) In sub-section (8) of section 151, for the words, "punishable with fine", the words, "liable to penalty", shall be substituted.</p> <p>(2) In sub-section (3) of section 168, for the words and figures, "If any person prevents or obstructs the entry of the inspecting officer, he shall, in addition to any other punishment to which he is liable under any law for the time being in force, be punished with fine which may extend to five hundred rupees", the words, "If any person prevents or obstructs the entry</p>
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				<p>of the inspecting officer, he shall be liable to a penalty which may extend to five hundred rupees", shall be substituted.</p> <p>(3) In sub-section (2) of section 170, for the words and figures, "If any person prevents or obstructs entry, search or seizure by any such officer, he shall, in addition to any other punishment to which he is liable under any law for the time being in force, be punished with fine which may extend to five hundred rupees", the words and figures, "If any person prevents or obstructs entry, search or seizure by any such Officer, he shall be liable to penalty which may extend to five hundred rupees", shall be substituted.</p>
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6	1973	10	The Puducherry Village and Commune Panchayats Act, 1973.	<p>(4) In sub-section (3) of section 171, for the words, "punishable with fine", the words, "liable to penalty", shall be substituted.</p> <p>(1) In sub-section (8) of section 147, for the words, "punishable with fine", the words, "liable to penalty", shall be substituted.</p> <p>(2) In sub-section (3) of section 161, for the words and figures, "If any person prevents or obstructs the entry of the inspecting officer he shall, in addition to any other punishment to which he is liable under any law for the time being in force, be punished with fine which may extend to five hundred rupees.", the words, "If any person prevents or obstructs the entry of the inspecting officer, he shall be liable to penalty</p>
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				<p>which may extend to five hundred rupees.", shall be substituted.</p> <p>(3) In sub-section (2) of section 163, for the words and figures, "If any person prevents or obstructs entry, search or seizure by any such officer, he shall, in addition to any other punishment to which he is liable under any law for the time being in force, be punished with fine which may extend to five hundred rupees.", the words and figures, "If any person prevents or obstructs entry, search or seizure by any such Officer, he shall be liable to penalty which may extend to five hundred rupees.", shall be substituted.</p> <p>(4) In sub-section (3) of section 164, for the words, "punishable with fine",</p>
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7	1965	9	The Puducherry Dramatic Performances Act, 1965.	<p>the words, "liable to penalty", shall be substituted.</p> <p>(1) For section 6, the following shall be substituted, namely:-</p> <p>"6. Penalty for disobeying order.- Any person on whom a copy of the order referred to in section 3 or section 4 is served and who does, or willingly permits, any act in disobedience of such order, he shall be liable to penalty which may extend to one thousand rupees and in the case of a continuing contravention or failure, with further penalty of five thousand rupees."</p> <p>(2) For section 7, the following shall be substituted, namely:-</p> <p>"7. Penalty for disobeying prohibition.-</p> <p>(1) Any person who, after the publication of an</p>
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				<p>order under sub-section (3) of section 3, or during the period when an order made under sub-section (1) or (2) of section 4, is in force organizes or is responsible for the conduct of or who with the knowledge that such an order under section 3 or section 4 is in force takes part in, the performance prohibited thereby or any performance substantially the same as the performance so prohibited, shall be liable to penalty, which may extend to one thousand rupees and, in the case of a continuing contravention or failure, with a further penalty of five thousand rupees.</p> <p>(2) Any person who being the owner or occupier, or having the use of any public place, opens, keeps or uses</p>
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				<p>the same for any performance prohibited under section 3 or section 4, or permits the same to be opened, kept or used for any such performance, shall be liable for a penalty which may extend to one thousand rupees and, for a continuing contravention or failure, with further penalty of five thousand rupees."</p> <p>(3) For sub-section (2) of section 9, the following sub-section shall be substituted, namely:-</p> <p>"(2) A copy of any order made under sub-section (1) may be served on the owner or occupier of the public place, in which such performance is intended to take place and if thereafter he does or willingly permits, any act in disobedience of such order, he shall</p>
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				be liable to penalty which may extend to one thousand rupees and, for a continuing contravention or failure, with further penalty of five thousand rupees."
8	1965	17	The Puducherry Sugarcane Development and Levy of Cess Act, 1965.	(1) In sub-section (3) of section 5, for the words, "punishable with fine", the words, "liable to penalty", shall be substituted.
9	1968	1	The Mahe Land Reforms Act, 1968.	(1) In sub-section (1) of section 126, for the words, "punishable with fine", the words, "liable to penalty", and for the words, "two hundred rupees", the words, "ten thousand rupees", shall be substituted, respectively.  (2) For sub-section (2) of section 126, the following shall be substituted, namely:—

				<p>"(2) If any person who, after having been penalized under sub-section (1), continues to refuse or to willfully fail to furnish the return or information, he shall be liable to penalty, which may extend to five hundred rupees for each day after the previous date of penalization, during which he continues to so contravene, subject to a maximum cumulative penalty of fifty thousand rupees."</p> <p>(3) In sub-section (1) of section 126A, for the words and figures, "he shall be punishable with imprisonment for a term which may extend to one year, or with fine which may extend to two thousand rupees, or with both.", the words and figures, "he shall be liable to penalty which may extend to</p>
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				<p>one lakh rupees.", shall be substituted.</p> <p>(4) In section 127, for the words, "punishable with fine", the words, "liable to penalty", and for the words, "one thousand rupees", the words, "fifty thousand rupees", shall be substituted.</p> <p>(5) In sub-section (2) of section 128, for the words, "punishable with fine", the words, "liable to penalty", and for the words, "one thousand rupees", the words, "fifty thousand rupees", shall be substituted.</p> <p>(6) In section 129, for the words, "punishable with fine", the words, "liable to penalty", and for the words, "five hundred rupees", the words, "t w e n t y - f i v e thousand rupees", shall be substituted.</p>
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10	1970	26	The Puducherry Money Lender's Act, 1970.	<p>(7) In section 131, for the words and figures, "he shall be punishable with imprisonment for a term which may extend to one year, or with fine which may extend to one thousand rupees, or with both.", the words and figures, "he shall be liable to penalty which may extend to fifty thousand rupees.", shall be substituted.</p> <p>(1) In section 17, for the words, "punished with fine", the words, "liable to penalty" and for the words, "one thousand rupees", the words, "fifty thousand rupees", shall be substituted.</p> <p>(2) In sub-section (1) of section 18, for the words, "punished with fine", the words, "liable to penalty" and for the words, "one thousand rupees", the words,</p>
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				<p>"fifty thousand rupees", shall be substituted.</p> <p>(3) For sub-section (3) of section 18, the following shall be substituted, namely:-</p> <p>"(3) Any person, who after having been penalized for the contravention of carrying on, or continuing to carry on, the business of money lending in violation of the provisions of section 3, continues to commit the same contravention in the same year, shall in addition to the penalty, which may extend to fifty thousand rupees, be liable to further penalty of two hundred rupees for each day after the previous date of penalization, during which he continues so to contravene, subject to a maximum of two lakh rupees".</p>
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11	1969	5	The Puducherry Buildings (Lease And Rent Control) Act, 1969.	<p>(1) In sub-section (1) of section 32, for the words, "punishable with fine", the words, "liable to penalty" and for the words, "two thousand rupees", the words, "one lakh", shall be substituted.</p> <p>(2) In sub-section (1-A) of section 32, for the words, "punishable with fine", the words, "liable to penalty", and for the words, "two thousand rupees", the words, "one lakh", shall be substituted.</p> <p>(3) In sub-section (2)(a) of section 32, for the words and figures, "shall, on conviction, be punishable with fine", the words, "shall be liable to penalty" and for the words, "two thousand rupees", the words, "one lakh", shall be substituted.</p>
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				<p>(4) In sub-section (2)(b) of section 32, for the words and figures, "shall, on conviction, be punishable with fine", the words, "shall be liable to penalty" and for the words, "two thousand rupees", the words, "one lakh", shall be substituted.</p> <p>(5) In sub-section (3)(a) of section 32, for the words, "shall, on conviction, be punishable with fine", the words, "shall be liable to penalty" and for the words, "two thousand rupees", the words, "one lakh", shall be substituted.</p> <p>(6) In sub-section (3) of section 33, for the words, "punishable with fine", the words, "liable to penalty" and for the words, "one thousand rupees", the words, "fifty thousand rupees", shall be substituted.</p>
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12	1971	9	The Puducherry Cultivating Tenants Protection Act, 1970.	(1) For section 15, the following shall be substituted, namely:- "15. Whoever contravenes the provisions of section 13, shall be liable to a penalty which may extend to ten thousand rupees, and the possession of the land shall be restored to the cultivating tenant."
13	1966	11	The Puducherry Pawnbrokers Act, 1966.	(1) In section 15, for the word, "fine", the word, "penalty", shall be substituted. (2) In sub-section (1) of section 18, for the word, "fine", wherever it occurs, the word, "penalty", and for the words, "fifty rupees", the words, "five thousand rupees", and for the words, "one hundred rupees", the words, "ten thousand rupees", shall be substituted. (3) In sub-section (2) of section 18, for the word, "fine", the word, "penalty" and for the words, "ten rupees", the words, "fifty rupees", shall be substituted.

## STATEMENT OF OBJECTS AND REASONS

1. The proposed "The Puducherry Jan Vishwas (Amendment of Provisions) Bill, 2025" will contribute to rationalizing criminal provisions and ensuring that citizens, businesses and the Government Departments operate without fear of imprisonment for minor, technical or procedural defaults.

2. The nature of penal consequence of an offence committed should be commensurate with the seriousness of the offence. This Bill establishes a balance between the severity of the offence/violation committed and the gravity of the prescribed punishment. The proposed Bill ensures the *ad herence* to Law by businesses and citizens, without losing the rigor of the Law.

3. The criminal consequences prescribed for the technical/procedural lapses and minor defaults, clog the justice delivery system and put adjudication of serious offences on the back burner. Some of the amendments proposed in the Bill are to introduce suitable administrative adjudication mechanisms, wherever applicable and feasible. This would go a long way in reducing undue pressure on the justice system, reduce the pendency of cases and help in a more efficient and effective justice dispensation.

4. Decriminalization of provisions which affect citizens and certain categories of Government employees will help them live without the fear of imprisonment for minor violations.

5. The enactment of this legislation would be a landmark in the journey of rationalizing Laws, eliminating barriers and bolstering growth of businesses. This legislation would serve as a guiding principle for future amendments in various Laws. Consolidated amendments in various Laws with a common objective will save time and cost, for both the Government and Businesses alike.

**A. NAMASSIVAYAM,**  
Minister for Industries and Commerce.

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## FINANCIAL MEMORANDUM

1. The primary financial implications of the proposed "The Puducherry Jan Vishwas (Amendment of Provisions) Bill, 2025" for the Government of Puducherry, are a shift from a system based on imprisonment and fines, to the one based on monetary penalties and administrative adjudication. This is expected to have both direct and indirect positive financial effects.

1.1 Direct Financial Implications:

1.1.1 Increased Revenue from Penalties: The Bill replaces imprisonment and smaller fines with significantly higher monetary penalties for many offenses. These penalties are also subject to an automatic 10% increase every three years, ensuring that their deterrent value is maintained. This is likely to increase the Government's Revenue from the collection of those penalties.

1.1.2 Reduced Burden to the Judiciary: By introducing administrative adjudication mechanisms and appointing Adjudicating Officers, the Bill aims to reduce the pressure on the judicial system. This could lead to a more efficient and effective justice dispensation, potentially reducing the Government's costs associated with the Court Proceedings and case backlogs.

1.2 Indirect Financial Implications:

1.2.1 Improved Ease of Doing Business: The core objective of the Bill is to enhance the ease of doing business in the Union territory of Puducherry. By decriminalizing minor and procedural defaults, the Government aims to reduce the compliance burden on individuals and businesses. This is expected to foster a more favorable business environment, which could lead to increased economic activity, investment, and job creation, ultimately boosting the Government's Tax Revenue.

1.2.2 Reduced Costs of Enforcement: The new system of administrative adjudication may be more cost-effective for the Government of Puducherry compared to the traditional Court-based system. It could streamline processes, reduce the need for extensive legal proceedings and free up resources for more serious offenses.

2. In summary, the financial implications of the proposed Jan Vishwas Bill are largely positive for the Government of Puducherry. The shift from a punitive to a trust-based system is expected to increase Revenue from penalties, reduce costs associated with the judicial system and foster a more vibrant economic environment that will ultimately benefit the Government's Finances.

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#### MEMORANDUM REGARDING DELEGATED LEGISLATION

1. The proposed "The Puducherry Jan Vishwas (Amendment of Provisions) Bill, 2025" seeks to empower the Government of Puducherry to amend the provisions in the following State Acts of the Union territory of Puducherry in order to decriminalize minor offences, simplify compliance procedures and promote ease of doing business.

- (i) The Puducherry Plant Diseases and Pests Act, 1970.
- (ii) The Puducherry Ground Water (Control and Regulation) Act, 2002.
- (iii) The Puducherry Co-operative Societies Act, 1972.
- (iv) The Puducherry Town and Country Planning Act, 1969.
- (v) The Puducherry Municipalities Act, 1973.
- (vi) The Puducherry Village and Commune Panchayats Act, 1973.
- (vii) The Puducherry Dramatic Performances Act, 1965.
- (viii) The Puducherry Sugarcane Development and Levy of Cess Act, 1965.
- (ix) The Mahe Land Reforms Act, 1968.
- (x) The Puducherry Money Lender's Act, 1970.
- (xi) The Puducherry Buildings (Lease And Rent Control) Act, 1969.
- (xii) The Puducherry Cultivating Tenants Protection Act, 1970.
- (xiii) The Puducherry Pownbrokers Act, 1966.

2. The proposed "The Puducherry Jan Vishwas (Amendment of Provisions) Bill, 2025" seeks to empower the Government of Puducherry to notify Adjudicating Officers for the abovesaid State Acts proposed to be amended, for the purposes of determining the penalties, to hold an inquiry and impose penalty, in the manner as may be prescribed and to summon and enforce the attendance of any person acquainted with the facts and circumstances of the case to give evidence or to produce any document, which in the opinion of the Adjudicating Officer, may be useful for, or relevant to, the subject-matter of the inquiry.

3. The proposed "The Puducherry Jan Vishwas (Amendment of Provisions) Bill, 2025" seeks to empower the Government of Puducherry to notify an Appellate Authorities for the abovesaid State Acts proposed to be amended, to give an opportunity to whoever aggrieved by the order, passed by the Adjudicating Officer.

4. The matters in respect of which notifications or orders may be issued or rules may be amended, are matters of procedure and are of routine and administrative nature. Further, the amendments of rules are subject to the consideration and approval of the Legislative Assembly. The delegation of legislative power is therefore of a normal character.

5. The powers delegated are normal and not of an exceptional character.

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