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ADMINISTRATIVE SYSTEM AT STATE AND DISTRICT LEVELS

B.P.A.C.-134

B.A. General - 4th Semester

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By: Taruna Jain



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Content

ADMINISTRATIVE SYSTEM AT STATE AND DISTRICT LEVELS

Question Bank – (Previous Year Solved Question Papers)

Question Paper—June-2023 (Solved)	1
Question Paper—December-2022 (Solved)	1
Question Paper—Exam Held in March-2022 (Solved)	1
Sample Question Paper-1 (Solved)	1-2
Sample Question Paper-2 (Solved)	1-2

<i>S.No.</i>	<i>Chapterwise Reference Book</i>	<i>Page</i>
1.	State and District Administration: Evolution	1
2.	Constitutional Profile of State Administration	9
3.	State Secretariat: Organisation and Functions	20
4.	Patterns of Relationship Between the Secretariat and Directorates	30
5.	State Services and Public Service Commission	43
6.	State Planning Board	54
7.	State Finance Commission	65
8.	State Election Commission.....	75

<i>S.No.</i>	<i>Chapterwise Reference Book</i>	<i>Page</i>
9.	Lokayukta	86
10.	Judicial Administration	94
11.	District Collector	106
12.	Panchayati Raj	118
13.	Municipal Administration	130
14.	Centre-State-Local Administrative Relations	141



**Sample Preview
of the
Solved
Sample Question
Papers**

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QUESTION PAPER

June – 2023

(Solved)

ADMINISTRATIVE SYSTEM AT STATE AND DISTRICT LEVELS

B.P.A.C.-134

Time: 3 Hours]

[Maximum Marks: 100

Note : Answer any **five** questions selecting at least **two** questions from each Section. All questions carry **equal** marks.

SECTION-I

Q. 1. Write a note on district administration during British period.

Ans. Ref.: See Chapter-1, Page No. 3, 'District Administration'.

Q. 2. Analyse the areas of distinction between Secretariat and Executive Departments.

Ans. Ref.: See Chapter-3, Page No. 22, 'Distinction Between Secretariat and Executive Department' and 'Discrete Processes or a Continuum'.

Q. 3. Discuss the components of civil service at the state level.

Ans. Ref.: See Chapter-5, Page No. 44, 'Components of Civil Service at the State Level'.

Q. 4. Make an appraisal of performance of State Planning Boards in India.

Ans. Ref.: See Chapter-6, Page No. 58, 'Performance of State Planning Boards in Selected States'.

SECTION-II

Q. 5. Discuss the power and functions of State Election Commission.

Ans. Ref.: See Chapter-8, Page No. 76, 'State Election Commission', 'Powers' and Page No. 57, 'State Election Commission: Function'.

Q. 6. Explain the judicial system in India.

Ans. Ref.: See Chapter-10, Page No. 94, 'Judicial System in India'.

Q. 7. Describe the functions of the Collector.

Ans. Ref.: See Chapter-11, Page No. 106, 'Functions of the Collector'.

Q. 8. "Panchayati Raj Institutions have passed through the phases of ascendance, stagnation and decline." Comment.

Ans. Ref.: See Chapter-12, Page No. 124, 'An Appraisal'.

■ ■

QUESTION PAPER

December – 2022

(Solved)

ADMINISTRATIVE SYSTEM AT STATE AND DISTRICT LEVELS

B.P.A.C.-134

Time: 3 Hours]

[Maximum Marks: 100

Note : Answer any **five** questions selecting at least **two** questions from each Section. All questions carry **equal** marks.

SECTION-I

Q. 1. Discuss the position and functions of the Chief Secretary in the state administration.

Ans. Ref.: See Chapter-3, Page No. 23, 'Chief Secretary'.

Q. 2. Describe the powers and functions of the Council of Ministers.

Ans. Ref.: See Chapter-2, Page No. 12, 'State Council of Ministers' and Page No. 17, Q. No. 5.

Q. 3. Explain the role of the State Finance Commission.

Ans. Ref.: See Chapter-7, Page No. 74, Q. No. 1 and Q. No. 2 and Page No. 70, Q. No. 1.

Q. 4. Write short notes on each of the following:

(a) Significance of administrative system during Mughal period

Ans. Ref.: See Chapter-1, Page No. 2, 'Mughal Period'.

(b) Planning system at the state level

Ans. Ref.: See Chapter-6, Page No. 59, Q. No. 1.

SECTION-II

Q. 5. Analyse the role of Lokayukta in addressing citizens' grievances pertaining to

corruption, nepotism and favouritism arising out of mal-administration.

Ans. Ref.: See Chapter-9, Page No. 88, 'Lokayukta: Powers and Functions' and Page No. 89, 'Role of Lokayukta: A Critical Analysis'.

Q. 6. Discuss the various forms of judicial control over administration.

Ans. Ref.: See Chapter-10, Page No. 96, 'Forms of Judicial Control Over Administration'.

Q. 7. "The major objective of control and supervision by State Government is to ensure efficiency in the performance of Local Self-Government." Comment.

Ans. Ref.: See Chapter-14, Page No. 146, 'An Appraisal'.

Q. 8. Write short notes on each of the following:

(a) Constraints in Collector's functions

Ans. Ref.: See Chapter-11, Page No. 111, 'Collector's Work: Some Constraints'.

(b) Sources of income of the Urban Local Self-Government

Ans. Ref.: See Chapter-13, Page No. 139, Q. No. 5.



Sample Preview of The Chapter

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ADMINISTRATIVE SYSTEM AT STATE AND DISTRICT LEVELS



State and District Administration: Evolution

INTRODUCTION

India also known as *Bharat* is a “Union of States”. The territory of India consists of the territories of states and union territories. The development of the states in Indian Union dates back to the British rule in India, the foundation of state administration has been laid in the ancient times and continued in the different periods of Indian History. The “District” a unit of state administration has been in existence in the past. The succeeding imperial power i.e., the Guptas, the Mughals and the British adopted the territorial pattern evolved by the Mauryas and made the district indeed a sub-state.

One of the important institutional legacies left down by the British to India is the District Administration which is an important point of contact between the citizens and administration. The institution of District Collector was created as the important part of the administration that combined the revenue, managerial and general administrative duties but it was deemed to be absolutely essential for maintaining the British power, influence and authority throughout the country.

This chapter deals with the description of the evolution of state and district administration in India. The ancient India witnessed the growth of the science of Politics and Government. The first textbook that dealt with the statecraft was Kautilya’s *Arthashastra*, epic literature – the *Shanti Parva* of the *Mahabharata* and the *Ramayana* of Valmiki highlight the administrative machinery of the kingdoms. There are many other treatise like: *Nitisara* (Essence of Politics) of Kamandaka written during the Gupta period, and the *Nitivakyamitram* (Nectar of aphorisms on Politics) of Somadeva Suri, a Jaina writer of the tenth century provide interesting information on ancient Indian statecraft. The chapter also deals with the details of the

Mauryan and Gupta Administration from the ancient period of Indian History, as they reflect the significant features of the contemporary administration.

CHAPTER AT A GLANCE

MAURYAN AND GUPTA PERIOD

This section deals with the Mauryan and Gupta Administration from the ancient period of Indian History and depicts the following significant features of the administration.

Provincial Administration

The Kingdom was split into provinces and the provincial Governor was a part of the royal family who was appointed by the king. There were four Viceroy with headquarters at Taxila, Ujjain, Tosali and Suvarnagiri at the time of Ashoka’s rule. The Council of Ministers assisted the provincial Viceroys of the Mauryan Empire.

The pattern of provincial setup changed during the Gupta period as the Gupta emperors appointed the most competent person as: Provincial Governor, known as the Uparika. The provincial Governor at times appeared to be hereditary as the same family acted as Provincial Head under several rulers. There were branches of the provinces of almost all the departments working at the Centre. *The Kumaramatya* (Chief Minister), *Ranabhandadhikarana* (office of the military exchequer), *Danda-pasadhikarana* (Chief of Police), *Mahadandanayaka* (Chief Justice), *Bhatasvapati* (Chief Censor) and *Mahapratihara* (Chief Chamberlain) were the categories of the provincial officials.

Local Administration

The provinces were split into divisions – *Visaya* or *bhoga* in the North and Kottams or Valanadu in the South. The other units of administration included the districts (*adhithana* in the North and Kurram in the

2 / NEERAJ : ADMINISTRATIVE SYSTEM AT STATE AND DISTRICT LEVELS

South), and groups of villages (*agrahara* in the North and Kurram in the South).

In Mauryan Empire, the *Pradesikas* or *Pradeshtris* took care of the Divisions and the *Rajukas*, the Districts. The *Pradeshtris* took care of the executive, judicial and revenue functions while the *Rajukas* collected the land-revenue, promote, trade and industry and carried out public works like roads and channels for irrigation. Kautilya stated that the *Sthanika* had 800 villages under him, *Dronamukha* 400, *Kharvatika* 200 and *Sangrahana* (*Gopa*) 10 villages.

There was well organized local administration during the Gupta period and many districts formed a *Bhukti*, while the district was called *Vishaya*. The *Bhuktis* took care of the officers known as *Uparikas*, who were appointed by the emperor himself. The *Vishayas* were governed by *Vishayapatis* who were appointed sometimes by the *Uparikas* and sometimes by the emperor. The office of the *Vishayapati* was well structured and used to keep records and files. The custodian of records was *Pustapala*.

The officers described as: *Yuktas*, *Niyuktas*, *Vyapritas* and *Adhikritas* were the subordinate staff of the district administration and the Head of the District had a non-official advisory council representing different interests in the locality – the Chief Banker representing commercial interests (*Sreshthin*), the leader of the trading convoy (*Sarthavaha*), the Chief alderman (*Prathama-Kulika*) and the Chief Scribe (*Prathama – Kayastha*).

MUGHAL PERIOD

There were many dynasties that rose in power in the medieval period but Mughals took a commanding role and their administration is believed to have taken a significant place in the Indian History. The supreme authority in the state was the emperor, that is, the head of government, the supreme commander of the forces, the lawmaker and law enforcer. The empire was divided in provinces for the effective administration.

Provincial Administration

A strong base for the provincial administration was formed at the time of Akbar's reign. The whole kingdom was divided into *Subas* (provinces) and the territories of the provincial units were fixed. There was a uniform administrative model that was established with minor changes to suit the local circumstances. There was an effective control over the provinces with a team of officials representing the different branches of the state activity. The number of provinces differed under

different Mughal rulers. Under Akbar's reign, there were 15 provinces while under Jahangir and Aurangzeb their number rose to 18 and 23 respectively. The Governor headed each province and was also known as *Nazim*, *Naib*, *Subedar* or *Wali*. The Governor was like a mini King within his own Province, who was mainly responsible for the maintenance of law and order, control of the local army, realisation of state dues and provision of justice. The members of the royal blood or confident nobles were appointed to this office and the Governor received authority from the Sultan, and stayed in the office as long as he remained in the good books of the king. The *Diwan* was in charge of the revenue administration who was also appointed by the Sultan.

District Administration

The Suba/Province was divided into *Sarkars* and each *Sarkar* was headed by *Fauzdar* who was executive head of the district administration. He worked under the control of subedar. The *Amal-Guzar* was the revenue official who worked under the control of provincial *Diwan* and was assisted by number of subordinates. The District was sub-divided into *Parganas* and such *Pargana* was headed by a *Shigdar* who in-charge of the maintenance of law and order as well as criminal justice. The *Amil* and *Qanungo*, who dealt with the survey, assessment and collection of revenue were the other revenue officials at the *Pargana* level. In certain *Parganas*, *Qazis* decided the disputes. The lowest unit of administration, below the *Pargana* was village that was an autonomous unit and most of the cases were decided by the people without any government interference. The village had the Council or *Panchayat* that was headed by *Sarpanch*, who acted as a link between the village and the government.

BRITISH PERIOD

When Britishers entered India, the country was divided into small and large independent states. The Britishers continued the process of conquest and annexation and expanded their territory and created the provinces. The creation of provinces by the Britishers was purely based on administrative convenience, economy, military strategy and security. The development of national awakening and consciousness let the people of these provinces raised their voice for the reorganisation of provinces in view of their needs, wishes and affinities.

The following are the categories in which the provinces were divided under the British rule:

STATE AND DISTRICT ADMINISTRATION: EVOLUTION / 3

- Provinces under the Governor and his Executive Council
- Provinces under the Lieutenant Governor and
- Provinces under the Chief Commissioner

The Government of India Act, 1935 proposed an all India federation, which was to consist of 11 Governor's provinces and 6 Chief Commissioner's provinces and Indian states. The chief prize awarded to the Indians by this Act was the provincial autonomy, which gave an independent and autonomous status to the British Indian provinces.

When the new constitution was adopted and the creation of four categories of states, that is, Part A, Part B, Part C and Part D states took place, the problem of the reorganization of states was not over. However, the demand for linguistic states continued. In December 1953, the Parliament appointed a States Reorganisation Commission consisting of Fazal Ali (Chairman), H.N. Kunzru and K.M. Panikkar. The report submitted by the State Reorganisation Commission in the year 1955, the Parliament enacted the States Reorganisation Act, 1956. Based on this Act, the states were organised into two categories that is, States and Union Territories. Now, it is pertinent to study about the State Executive.

State Executive

An autonomous State Executive has been established under the Indian Constitution under a federal structure. The Government of India Act, 1935 had a plan to introduce a federal system of governmental organisation in India consisting of two types of units, that is, the British Provinces and the India States, which was never implemented into actual practice. The Provincial Executive under the British rule can not be taken as the old form of modern State Executive, as he was an Executive under a Unitary State having no legal or constitutional status. The Provincial Executive under the British rule (upto the Act of 1919) consisted of the Governor and his Council with the dominant position of the Governor. The Dyarchy/Diarchy introduced by the Act of 1919 formed two divisions in the provinces. The Governor with his Executive Council was made in charge of the Reserved Subjects, and the Governor and his Ministers were made in charge of the Transferred subjects.

There was a gradual decentralisation of power from the centre to the provinces during the British rule, yet in mainly the provinces remained in the form of dependencies of the Centre. This was true of the province's executive and the machinery through which this dependency was continued was the office of the Governor.

The status of the State Executive under the revised constitution was not to coordinate and co-equal with the status of the Union Executive, but it had a subordinate status. The federal scheme as envisaged in the Act of 1935 could not be understood because of the non-participation of the Indian Princely States and also due to the outbreak of Second World War. The partition of country and the problems created by it, aggression in Kashmir and the victory of the communists in the Chinese Civil War influenced the framers of the constitution in favour of a strong Centre and weak Province.

The State Executive has to work under the guidance and direction of the Union Executive as shown in the Articles 256, 257, 365 and also that the Failure of the State Executive to comply with the directions of the Union Executive may result into the proclamation of emergency in the state under Article 356; and the President may assume all or any of the functions of the Government of State. The Executive of State worked in a similar fashion as that the Union. The State Executive consists of the Governor, the Chief Minister and the Council of Ministers.

District Administration

We all are aware that the District is the principal unit of territorial administration in India. The Mauryas were the first to constitute the District as the most prominent territorial unit and centralise its administration with all powers concentrated in a single officer called the Rajuka at its hierarchic apex. The British integrated their territories generally in terms of the existing districts and in the early part of their rule believed that the larger the district, the greater the economy of its administration and the higher the stature and the prestige of their District Officer.

During the period of Warren Hastings, the foundation of the present day District Administration was laid and from the historical perspective, the District Administration in India was designed to resist political activities and political pressures rather than to generate a climate to enable local social forces to resolve political conflicts in the larger interest of society. In order to facilitate the introduction of their system of administration based on the rule of law, the British modified the then existing pattern to the extent necessary to make it really effective for the purpose of realising land revenue and enforcing law and order. The measures that were taken by them in building up a prefectorial bureaucratic society, yielded quick dividends from the angle of their imperial objectives,

4 / NEERAJ : ADMINISTRATIVE SYSTEM AT STATE AND DISTRICT LEVELS

but the consequences of such measures could be abated to some extent only with their programme of participation of Indians in the administration; and the introduction of Local Self-Government. There was no change in the important functions and powers of the district administration that remained intact in the hands of government in the district; and the representative of the government in the district was also authorised to exercise supervisory and regulatory jurisdictions over all activities in his territory and exercise residuary powers according to his discretion.

District Collector's Office

The District Officer in India is the headstone of the administration in the country. The office has evolved over two hundred years of the British rule and in the year 1765, the East India Company was given the Diwani (Civil Administration) of Bengal, Bihar and Orissa. The company did not take over the whole civil administration and was interested in only the collection of revenue. Clive introduced the dual administration that was an utter failure. The divided responsibility of administration led to confusion and the province was thrown into complete chaos. Verelst the then Governor of Bengal created the post of a Supervisor for each district in order to remedy this state of affairs. He was the precursor of the office of the collector. The Supervisor made a rent roll of the district in his charge and also to oversee the method in which they were collected and appropriated. He had to look into the titles to the land and distinguish between various kinds of land, regulate revenue and encourage commerce and administer justice. As the supervisors were untrained and inexperienced so the experiment was unsuccessful and the landlords and others did not extend their cooperation. Their abilities were overtaxed on account of appalling famine. The super human labours were called as the belief was that their duties were numerous, varied and difficult and the supervisors continued to engage in private trade. They turned out to be trade monopolists, sovereigns and heavy rulers of the people. The scheme was a failure and it formed a nucleus for the first time of a British Administration and we find in the Supervisors the predecessors of the present day District Officers. Under these situations, in a letter of August 28, 1771, the court of Directors expressed its determination to stand forth as Diwan and to take over through the agencies of the company's covenanted servants, the entire executive management of the public revenues.

Warren Hastings issued a general proclamation in May, 1772 and three days later nominated the Supervisors as Collectors, vesting them with the executive powers of management and collection of revenue in addition to the previous duties of enquiry and investigation. The Office of the Collector of today was for the first time created by Warren Hastings on May 14, 1772.

The Collector actually took over the Civil Courts established in the districts reconstituted in 1772. A Criminal Court was set in each district and the administration of criminal justice was also under the supervision and control of the Collector. The Court of Directors of the East India Company believed that the Collector should be retained as a permanent feature of local administration; and the offices of Revenue Administration, Civil Judge and Magistrate should be combined.

There was a variation in the duties, functions and responsibilities of the District Collector and with the changes in the circumstances the precise nature of the collector's functions has also changed. The Collector's job has in fact been a continuous expression of the growth in the range, and complexity of the functions of the Government. The Collector was virtually the Government and was responsible for maintenance of law and order, even handed justice, construction, repair and control of irrigation works, land records, field surveys, collection and the settlement of fair land taxes, some attention to education, health, roads, posts and telegraphs.

The office of the District Collector survived the historic role of change from an alien regime to a national one. The passage of time and the introduction of constitutional reforms led to the increase in many sided responsibilities of the Collector and also reduced in some direction. The role of administrative system changed in the context of three major factors i.e., democracy, development and decentralisation.

CHECK YOUR PROGRESS

Q. 1. "Gupta's pattern of provincial administrative setup was more effective than Mauryan period". Discuss.

Ans. During the Mauryan period, the Kingdom was divided into provinces. The provincial Governor was from the royal family and was appointed directly by the king. At the time of Ashoka's reign, there were four Viceroyalties with headquarters at Taxila, Ujjain, Tosali and