



NEERAJ®

ADMINISTRATIVE SYSTEM AT UNION LEVEL

B.P.A.C.-133

B.A. General - 3rd Semester

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Based on

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By: Taruna Jain



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QUESTION PAPER

June – 2023

(Solved)

ADMINISTRATIVE SYSTEM AT UNION LEVEL

B.P.A.C-133

Time: 3 Hours]

[Maximum Marks: 100

Note: Attempt any five questions. All questions carry equal marks.

SECTION-I

Q. 1. Discuss the features of British administration that have influenced Indian administration.

Ans. Ref.: See Chapter-3, Page No. 24, 'Activity'.

Q. 2. 'Indian Parliament is constituted, as the supreme legislative body and a multifunctional institution performing a variety of roles.' Elucidate.

Ans. Ref.: See Chapter-5, Page No. 43, 'Role of Parliament'.

Q. 3. Explain the organisation, functions and increasing importance of the Prime Minister's Office.

Ans. Ref.: See Chapter-5, Page No. 49, 'Prime Minister's Office'.

Q. 4. Write short notes on the following:

(a) Administrative system during Gupta period

Ans. Ref.: See Chapter-1, Page No. 9, Q. No. 3.

(b) Public Interest Litigation

Ans. Ref.: See Chapter-5, Page No. 53, 'Public Interest Litigation (PIL)'.

SECTION-II

Q. 5. Explain the relationship between Secretarial and Executive in the execution of government policies.

Ans. Ref.: See Chapter-7, Page No. 85, 'Relationship between Secretariat and Executive'.

Q. 6. Discuss the merits and demerits of Administrative Tribunals and bring out the safeguards to minimise the demerits.

Ans. Ref.: See Chapter-9, Page No. 103, 'Merits and Demerits of Administrative Tribunals and Safeguards'.

Q. 7. Describe the organisational structure, functions and activities of Telecom Regulatory Authority of India.

Ans. Ref.: See Chapter-12, Page No. 157, Q. No. 2, Q. No. 3 and Page No. 152, 'Unit 12A', 'Telecom Regulatory Authority of India'.

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

(a) Food Safety and Standards Authority of India: Organisation and Functions.

Ans. Ref.: See Chapter-12, Page No. 154, 'Organization and Functions'.

(b) Union Public Service Commission: Constitutional provisions, composition and functions.

Ans. Ref.: See Chapter-10, Page No. 110, 'Constitutional Provisions' and 'Composition and Functions'.

■ ■

QUESTION PAPER

December – 2022

(Solved)

ADMINISTRATIVE SYSTEM AT UNION LEVEL

B.P.A.C-133

Time: 3 Hours]

[Maximum Marks: 100

Note: Attempt any five questions. All questions carry equal marks.

SECTION-I

Q. 1. 'Gupta regime developed an organized and an elaborate system of administration.' Explain.

Ans. Ref.: See Chapter-1, Page No. 9, Q. No. 3.

Q. 2. Examine the concept and role of civil society.

Ans. Ref.: See Chapter-11, Page No. 141, 'Concept of Civil Society' and Page No. 143, 'Role of Civil Society'.

Q. 3. Discuss the merits and demerits of administrative tribunals.

Ans. Ref.: See Chapter-9, Page No. 103, 'Merits and Demerits of Administrative Tribunals and Safeguards'.

Q. 4. Write a note on National Institute for Transforming India (NITI Aayog).

Ans. Ref.: See Chapter-10, Page No. 119, Q. No. 1.

SECTION-II

Q. 5. Discuss the role and functions of the Supreme Court of India.

Ans. Ref.: See Chapter-5, Page No. 70, Q. No. 16 and Page No. 51, 'Role and Functions'.

Q. 6. Describe briefly the continuity and change in Indian administration, post 1947.

Ans. Ref.: See Chapter-4, Page No. 29, 'Indian Administration : Legacy of British Rule' and Page No. 30, 'Changes in Indian Administration'.

Q. 7. Explain the organisational structure, role and functions of Central Secretariat.

Ans. Ref.: See Chapter-7, Page No. 83, 'Organisational Structure' and Page No. 84, 'Roles and Functions'.

Q. 8. Write a note on Regulatory Commissions of India.

Ans. Ref.: See Chapter-12, Page No. 151, 'Regulatory Commissions in India'.



Sample Preview of The Chapter

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ADMINISTRATIVE SYSTEM AT UNION LEVEL

BLOCK-I : EVOLUTION OF INDIAN ADMINISTRATION

1

Ancient Administrative System

INTRODUCTION

Indian administration is around 5000 years old. It can be traced back to Indus Valley Civilization wherein the King was all powerful and everything in the Kingdom was carried out in his name. The King was helped by a council of ministers and also other functionaries and officers in administering the Kingdom. In other words, the king was the central figure of the ancient times. Then came the Vedic period in which the early Vedic Aryans were organised into tribes rather than kingdoms. Rajan was the chief of a tribe who was responsible for protecting the tribe. He was helped by many functionaries, including the *purohita* (chaplain), the *senani* (army chief), *dutas* (envoys), and *spash* (spies). Then came an organized model of administration with the coming of the Mauryan and Gupta dynasties. Both the dynasties had elaborate governmental machineries that carried out state functions in a highly organized manner. In this chapter, we discuss the administrative systems that prevailed during these dynasties and also about the evolution of the ancient administrative system to begin with.

CHAPTER AT A GLANCE

EVOLUTION OF ANCIENT INDIAN ADMINISTRATION

The Vedic period or Vedic age (c. 1500-c. 500 BCE) is named after the Vedas. Early Vedic Aryans were divided into tribes rather than kingdoms. Rajan was the chief of a tribe who was responsible for protecting the tribe. There were many functionaries who helped him including the *purohita* (chaplain), the *senani* (army chief), *dutas* (envoys), and *spash* (spies). The autonomy of the *Rajan* was controlled by the tribal councils called 'sabha' and 'samiti.'

The later Vedic period consists of the tribes consolidated into small kingdoms, which had a capital and rudimentary administrative system. The *Rajan* was viewed as the custodian of social order and the protector of 'rashtra' (polity). There was emergence of hereditary kingship and the rituals in this era exalted the status of the King over his people. He was called as the 'samrat' or supreme ruler. The increasing political power of the *Rajan* enabled him to gain greater control over the productive resources. The offering of the voluntary gift called as *bali* became a compulsory tribute. There was no systematic system of taxation. *Sabha* and *samiti* existed but with the increasing power of the *Rajan*, their influence declined. The end of the later Vedic age witnessed the emergence of different kinds of political systems such as monarchical states (*rajya*), oligarchic states (*gana* or *sangha*), and tribal principalities.

The economy in the Vedic period was controlled by a combination of pastoralist and agricultural way of life. There were economic exchanges by gift giving, particularly to chiefs and priests, and barter system was there, wherein cattle were used, as a unit of currency. The Vedic society transformed from semi-nomadic life to settled agriculture in the later Vedic age which led to an increase in trade and competition for resources. There was dominance of agriculture along the Ganges valley during this period. Apart from copper, bronze, and gold, later Vedic texts also documents the usage of tin, lead, and silver. There was cultivation of the crops like wheat, rice, and barley and new crafts and occupations such as carpentry, leather work, tanning, pottery, astrology, jewellery, dying and wine making arose.

When the Mauryan dynasty came into power, the treatise of Kautilya, namely '*Arthashastra*' became a work on statecraft, economic policy, and military

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strategy. Kautilya, was a scholar at Takshashila University and was the teacher and guardian of Emperor Chandragupta Maurya. There was well developed Indian administration system and the treatise of Kautilya gives a very first detailed account of the same.

The Mauryan Period witnessed the major development in Indian administration and decentralization was prevalent, as the village units played a very significant role as the base of grassroots administration. Empire was categorized into provinces and provinces into districts, and districts into rural and urban centers for efficient administration.

A detailed account of the administrative system in Mauryan period is given below:

MAURYAN ADMINISTRATIVE SYSTEM

The beginning of the Mauryan Empire was a new era in the Indian history as for the first time India attained both at the political and administrative levels. The Mauryan Empire was divided into four provinces with Patliputra as the capital. The names of the four provincial capitals were:

- Tosali in the East
- Ujjayain in the West
- Suvarnagiri in the South and
- Taxila in the North.

There was development of an organized and an elaborate system of administration during the Mauryan period. The king was the head of the central administration. Then, there was provincial administration, local administration, revenue administration, judicial administration and military administration. Let us now study the administrative systems during the period.

Central Administration

The supreme and sovereign authority of the Mauryan administration was the king who had supreme executive, legislative and judicial powers vested in him. The king was also responsible for the safety and security of his kingdom and for making the general lines of policy that was to be followed by all officials. There were ministers and other officers of the royal administration appointed by the king. The king was also the supreme commander of the army and head of the entire military entire.

The Mauryan Empire before Ashoka was essentially a Hindu State. The Hindu concept believes that the supreme sovereign of the State was 'Dharma' or law and the King was to be its guardian. The King could never dare to disobey the laws. The 'Mantri Parishad' (Council of Ministers) advised and guided

him during the process of day-to-day administration. The Brahmins had a great influence on the King and the latter was required not to disobey them. Rather, he always looked towards their support.

The powers of the Mauryan government were of a decentralized nature and the provincial governor and provincial ministers had the right to be consulted by the King, especially, in all provincial matters. There were no fixed numbers of the ministers in the Council of Ministers. The ministers were appointed on the basis of their ability, especially in terms of religion and money. The king was always to be guided by the majority decision of the Council of Ministers at the time of emergency.

The hierarchy of bureaucrats was well organized who looked after the executive, judicial, and revenue offices. The administration system was systematic and divided into departments, each of which was headed by a Superintendent, known as 'Adhyaksha' who was helped by the clerks, accountants and spies. The two posts of high officials, namely the 'Samaharta' and the 'Sannidhata' also existed in which the *Samaharta* was the collector general of revenue for the Mauryan Empire and took care of the expenditure part also. The post of *Sannidhata* was the officer-in-charge of the treasury and store. The other officers were the Army Minister, Chief Priest and Governor of Forts.

Provincial Administration

The whole Empire was divided into two parts:

- The kingdom that was under the direct rule of the King, and
- The vassal states

The Mauryan territory was divided into a number of provinces called 'Janapadas.' There were five provinces under Ashoka with capitals namely Taxila, Ujjain, Tosali, Suvarnagiri and Pataliputra. The province was then further divided into a number of districts and each district was again sub-divided into a number of units. Then, there were vassal states. They enjoyed a great deal of autonomy. The provincial administration and the central administration worked on similar pattern. The Mauryan Emperor directly ruled the central and eastern parts of the Empire. The provincial Governors ruled the other areas and were responsible for day-to-day conduct of administration of provinces. They were supposed to consult on important matters. (the central administration). The district officers, reporters, clerks also helped in the smooth running of provincial administration.

Local Administration

Rajukas took care of the district administration whose position and functions are similar to the district collectors at present. 'Yuktas' or subordinate officials assisted him in the process. There was a Municipal Board with 30 members in the urban areas. There were six committees with five Board members in each who looked after the administration of cities. The six committees were as follows:

- Committee on Collection of Excise and Custom Duties
- Committee on Registration of Births and Deaths
- Committee on Industrial Arts
- Committee on Foreigners
- Committee on Supervision of Manufacturers
- Committee on Trade and Commerce

'Gramani' and his superior called as 'Gopa,' took care of the village administration. The Gopa was the incharge of ten to fifteen villages. The census and other related details was the regular activity of the village officials. They were supposed to count the animals in each house. The municipal officials took care of the census, especially the track of the movements of both foreign and indigenous population. The spies cross checked the data and the census appears to have become a permanent institution during the administration of the Mauryas.

Revenue Administration

Kautilya focused on treasury as smooth and successful functioning of administration depended on it. Some of the important sources of income were land revenue, taxation and rent. The 1/6 of the total produce was the land revenue and other sources were the excise duty, forest tax, water tax, taxes on mines, tax on coinage, etc. The Mauryan revenue was expended on paying the army, the officials of the royal government, charities, and different public works like irrigation projects, road construction, etc.

Judicial Administration

The head of the judiciary was the king and was the highest court of appeal who listened to appeals of the people personally. The Mauryan Empire was huge and so it was not possible for the King to solve each and every case and therefore, the judges were appointed for the purpose. They used to hear normal cases. At the time of Ashoka's reign, many reforms were introduced in the judicial system.

The Supreme Court was situated in the capital and the Chief Justice was called 'Dharmathikarin.' The subordinate courts were there at the provincial capitals

and districts under 'Amatyas.' The 'Gramavradha' and 'Nagaravyavaharikamahamatra' settled the cases in the villages and towns respectively. The different kinds of punishment included fines, imprisonment, mutilation, and death. The edicts Kautilya and Ashoka mention about jails and jail officials and it was ensured that no innocent gets punished. A special class of officers known as the *Dhamma Mahamatras* was appointed to look into this. Remission of sentences is also mentioned in Ashoka's inscriptions.

Military Administration

The supreme commander of the military was the king. The Mauryan army was very systematic under the control of a 'Senapati.' The Greek author Pliny said that the Mauryan army consisted of six lakh infantry, thirty thousand cavalry, nine thousand elephants, and eight thousands chariots. Around 30 members of the Board were there to look into matters pertaining to war. The members were placed in six committees with five members in each. The objective of the committees was to manage the following wings of the military:

- War Elephants
- Transport and Supply
- Cavalry
- Infantry
- Navy
- War Chariots

These wings were under the control of 'Adhyaksha' or Superintendents. The Mauryan Empire had the privilege of having successful administrators like Chandragupta Maurya and Ashoka. The administration of the Empire was decentralized and the administrative powers were divided into administrative units. The units were under a rigid central control. There are many innovations and reforms that were introduced by Ashoka in the Mauryan administrative system like improvement in the functioning of the executive, legislature, and judiciary. Also, he began the reforms in the provincial administration and appointed many officials to take care of the tasks of public welfare. *Dhamma Mahamatras* was appointed by Ashoka to look after the material and spiritual well being of the people. These persons were to spread the gospel of *Dhamma*.

ADMINISTRATIVE SYSTEM DURING GUPTA PERIOD

The administrative system during the Gupta dynasty was similar in nature to that of the Mauryan Empire. There was political harmony in ancient India during Gupta rule and the empire was divided into administrative divisions like *Rajya*, *Rashtra*, *Desha*,

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and *Mandala*. This tells us about the importance being given to administrative decentralization. The administrative divisions helped the rulers to control their territories in a systematic manner.

Central Administration

The form of government during the Gupta Age was Monarchy and the King adopted pompous titles such as *Parameshvara*, *Maharajadhiraja*, and *Parambhattaraka*. The highest authority who had powers to enable smooth functioning of the Empire was the king who also enjoyed political, administrative, military, and judicial powers. The king was seen as Gods and had many extensive powers. The king was assisted by the Council of ministers and several other officials. The governors and military and civil officials were appointed and were responsible to the King. The King looked into works like building of dams, imparting of justice, recovery of taxes, and provision of shelter to needy. The Kings ruled according to the principles of 'Rajya Dharma.' There ministers and high officials helped him and the Emperor was assisted by a council of ministers also known, as *Mantri Parishad*. The important member in the council was the Prime Minister of the state, known, as *Mantri Mukhya*. The King and his ministers took the important decisions jointly.

Provincial Administration

There was a system of provincial and local administration. The Empire was divided into categories called 'Bhukth' and each Bhukti was placed under the charge of an 'Uparika.' The Bhuktis were divided into districts or Vishayas and each Vishaya was under a Vishayapati who were the members of royal family and were helped by the council of representatives.

Local Administration

Parishad governed the city was with the head known as *Nagara-Rakshaka*. The other officer was *Purapala Uparika* and the *Nagara-Rakshaka* worked under him. *Avasthika* was a special officer who acted as the Superintendent of *Dharamsalas*. The artisans, merchants and bankers and other professionals were given special attention and organized their own guilds and managed their own affairs. The guild merchants looked after trade in the cities.

The smallest unit of administration was the village which was headed by *Gramika*. The other officials known as *Dutas* or messengers, headman, and *Kartri* were also there. *Gramika* was helped by the village assembly. The rural bodies comprised of the headman and elders of the villages.

Revenue Administration

The officials like *Viniyuktaka*, *Rajuka*, *Uparika*, *Dashparadhika* and such others carried out the duties of the revenue administration. The land revenue was the chief one and was generally fixed at one-sixth of the total produce. The land re-value was an important source of income.

The cultivators were exempted from the land tax and had no land rights. It was one sixth of the total produce. The other sources of income included income tax known, as *Bhaga*, custom duty, mint duty, inheritance tax, and gift tax. The fine such as *Dasapardha* that was imposed on the offenders was a source of income.

The land grants (in lieu of cash) were given as salaries and the land grants gave the beneficiaries hereditary rights over the land. The King possessed the power to take back the land. The lands given to the Brahmins had no tax on them. The Gupta rulers promoted irrigation facilities which led to the increase in agricultural production.

Judicial Administration

The Guptas had fully developed Judicial system and many books on law were compiled during this period and for the first time civil and criminal laws were clearly demarcated. The criminal law included the theft and adultery and the disputes regarding various types of property came under civil law. The duty of the King was to uphold the law and deal with legal cases with the help of Brahman priests, judges, and ministers. The decision or the judgment of the court was based on legal texts, social customs prevailing during those times and discretion of the King. The highest court of appeal was the king and the guilds of artisans, merchants, and others were governed by their own laws. The village assembly or trade guild was at the lowest level of the judicial system. These were the village councils, which were appointed to settle the disputes between the parties that appeared before them and the guilty persons used to get mild punishments.

Military Administration

There was a huge army during Gupta period and they maintained a standing army and the use of cavalry and horse archery were in vogue. The inscriptions mention about the military officers like – *Senapati*, *Mahasenapati*, *Baladhikrita*, *Mahabaladhikrita*, *Dandanayaka*, *Sandhivigrahika*, and *Mahasandhivigrahika*. They were the main functionaries in the military administration. The four wings in the military were the information wing, cavalry wing, elephant wing, and the