

Class: FY BSc

Subject : Indian Knowledge System

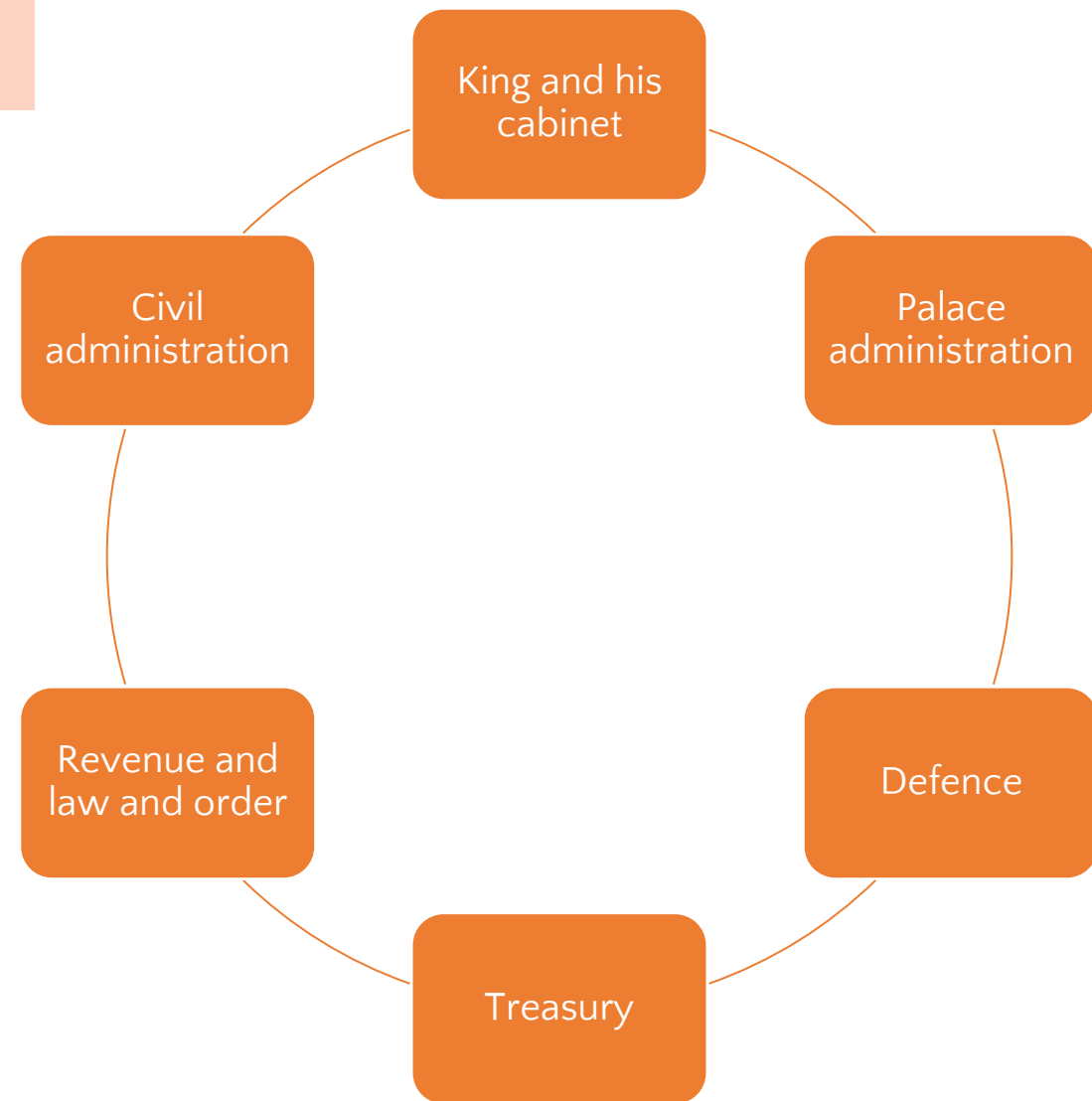
Chapter Name: Administrative setup

Today's Agenda

1. Administrative set up
 1. King and his cabinet
 2. Palace administration
 3. Defence
 4. Treasury
 5. Revenue and law and order
 6. Civil administration
2. Public administration – Mahabharata

1 Administrative set - up

The kind of state control over the economy which Arthashastra prescribes is not possible without an efficient administration. We, therefore, find a description of elaborate administrative machinery in Arthashāstra. The entire administrative setup and the hierarchy could be classified under six major heads:



1.1 King and his cabinet

- King and his family consisting of the main Queen, the other queens, crown prince (Yuvaraja), other princes, and queen's mother comprise the family circle. The king has his main teacher (Acarya), the family priest (Purohita), and the officiating priest for doing rituals (Rtvik). The others include royal scribe, courtesans, soothsayers, and astrologers. These constitute the personal circle and play an advisory role to the king in formal as well as informal positions.
- However, in a formal sense, the king has his cabinet of ministers representing various administrative aspects of the state. They provide counselling, participate in key decisions by providing required inputs and offer executorial support to the king for implementing all decisions.

1.1 King and his cabinet

- Kautilya categorises the amatyas, mantrins and heads of departments into 18 tirthas. They are:

Mantrin – Minister

Purohita – Priest

Senapati – Commander of the Army

Yuvaraja – Prince

Dauvarika – Chief of Palace Attendants

Antarramsika – Chief of the King's Guards

Prasastr – Magistrate

Samahatr – Collector General

Samnidhatr – Chief Treasurer

Pradestr – Commissioner

Nayak – Town Guard

Paur – Chief of the Town

Karmanta – Superintendent of Mines

Mantri Parishad Adhyaksa – Chief of the Council of Ministers

Dandpala – Officer of the Army Department

Durgapal – Guardian of the Forts

Antapala – Officer-in-charge, Boundaries

Ativanika – Officer-in-charge, Forests

1.1 King and his cabinet

- The functions of the government have been arranged horizontally according to public service delivery needs. Under the Collector General are the Commissioner, the District officer and the Circle Officer, in charge of a division, a district and a circle of villages respectively.
- The major departments of administration were Revenue, Exchequer, Stores, Armoury, Prisons, Accounts, Agriculture, Mines, Metals, Forest, Cattle, Shipping, Commerce, Customs, Intelligence, Religions Institutions, Excise, Weights and Measures etc.

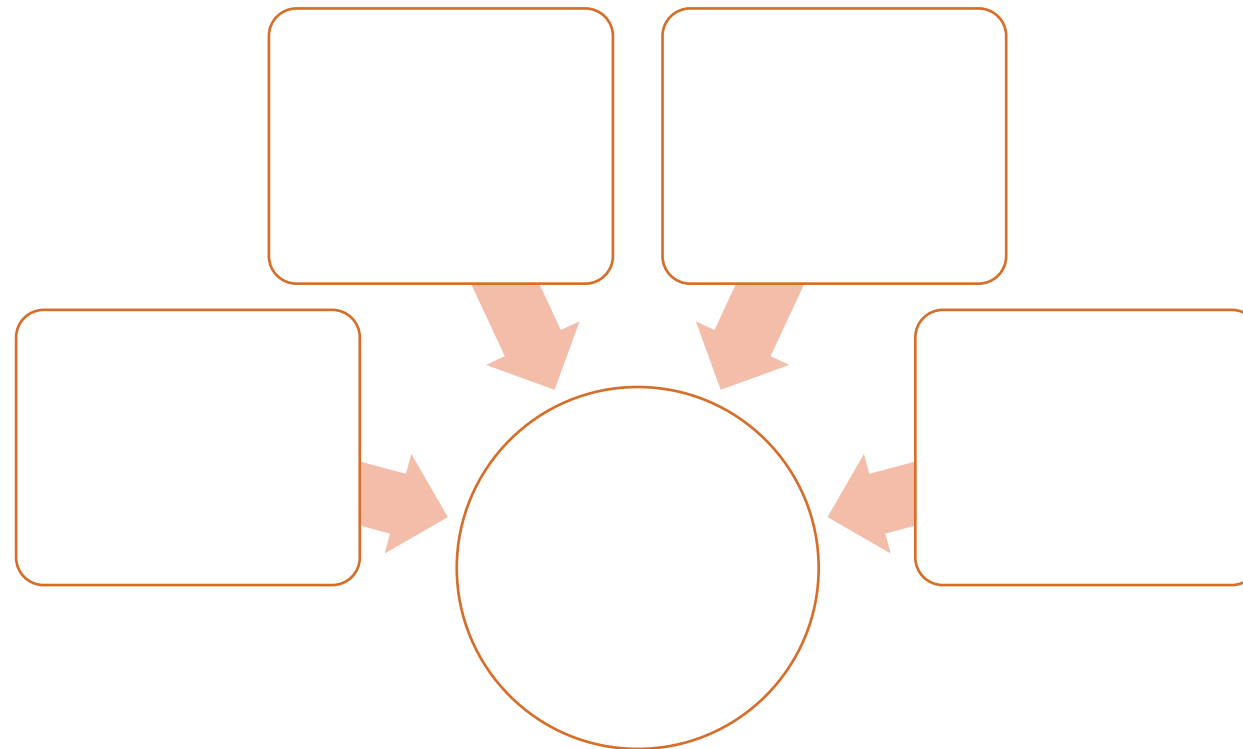
1.2 Palace administration

It comprises all administrative aspects pertaining to the palace and the Secretarial aspects of maintaining the king's schedule, personal security, and playing a closer role in the king's daily life. The Chief of Palace Attendants and the Chief of Palace Guards represent the highest position in the hierarchy, and they have several people working under them at various levels.

1.3 Defence

It comprises the armed forces concerned with the protection of the state from the external forces, conquest, and expansion of the territory.

The Army was divided into four arms i.e.



1.3 Defence

- Kautilya organised a hierarchal system for administration of the Army headed by a Commander-in-Chief (senapati). He had under him the Chief Commanders of the respective corps i.e. elephants, cavalry, chariots and infantry. Under the Chief Commanders, there were Divisional Commanders. There were other officers such as Camp Superintendents who were given specific functions during battle. The constituents of the Army were designated after the names of trumpet sounds, flags and ensigns. Secret agents, prostitutes, artists and artisans, and retired military officers kept track of the loyalty or otherwise of soldiers.
- Kautilya mentions that for every ten members of each of the constituents of the Army, there must be one Commander, called padika; ten padikas under a senapati; ten senapatis under a nayaka. He also delineated the responsibilities of Commanders at each level for maintaining discipline, training and equipping as well as arranging the disposition of forces in battle formations, according to the envisaged tactics.

1.4 Treasury

- A significant portion of the taxes and revenues (from agricultural, trade, and other activities) are remitted to the state in kind. Treasury provides the administrative mechanism to collect a variety of items including gems, grains, edible items, oil, armoury, and other produce due to the state and maintain the storage of these. Moreover, during periods of adversity, the state critically relies on the strength of the treasury to weather the challenges and ensure the welfare of the citizens. Therefore, this is headed by a high-ranking official reporting directly to the king, known as the Treasurer (Sannidhatr). He is supported by nation-wide sub-ordinates for the collection, storage, and vouchsafing of the treasury.

1.4 Treasury

Kautilya provided following guidance to the kings for growth and maintenance of treasury:

- The king should guard his treasury and always develop new means to increase it.
- The king should collect taxes once in a year.
- The king should not use forceful methods to increase the treasury.
- The king should be gentle while collecting taxes from regions facing famine and drought.
- The king should use public property, promote trade and use gifts, penalties, fines and rewards, production of cash crops, etc. for increasing the state treasury.
- The state treasury mainly consists of physical (tangible) goods and therefore it is necessary to preserve such goods in proper warehouses and use them for public welfare as and when required.
- Kautilya also specified the rates of taxes for various categories of workers. For example, he suggested, to collect 1 /4th of the agricultural production as tax from individual farmers. He also suggested to collect one-half of the produce of individual manufacturers of cotton, wool, silk, wax and medicines as taxes.
- Even today, Kautilya's thoughts of a welfare state are used by a state for its people.

1.5 Revenue and law and order

It focuses on two key elements:

1. financial planning (budgeting), taxation and revenue collection,
 2. the security and welfare of the citizens.
- Since these are important aspects of public administration, it is headed by a Chancellor who reports directly to the king. There are elaborate functions performed by the Chancellor and is assisted nationwide by a hierarchy of officials.
 - The chief function of the Chancellor is the preparation of the yearly budget and the keeping of accounts. He is to fix the amount of revenue to be collected under each head which makes up the body of income. In this perspective, the Chancellor's role is one of being a finance minister. On the other hand, he is in administrative charge of the entire countryside (except the fortified capital).
 - For administrative purposes, the Chancellor is to divide the country into four divisions, each in charge of an officer called sthänika. Under the sthanika, there are to be junior officers called gopas, each in charge of five or ten villages. With the help of these, the Chancellor will have the required information for preparing the budget.

1.5 Revenue and law and order

- He will also have under him another set of servants who will provide him with information on new arrivals in towns and villages and departures from them, on the activity of unsocial elements, on the movements of traders and the goods carried by them, on the loyalty or otherwise of the subjects, on the integrity or its absence among officers and on the activity of robbers and enemy agents to help him maintain law and order in the countryside.
- The Law-and-order aspects of the fortified capital alone are under the control of another officer, the City Governor-General (Nāgarika) who has similar machinery as that of the Chancellor within the jurisdiction of the fortified capital city

1.6 Civil administration

- It is the elaborate government administrative machinery to regulate and address all aspects of civilian activities such as agriculture, mining, manufacturing, fisheries, cattle rearing, and trade.
- Book two of Arthasāstra has vividly described the entire gamut of activities and the manner the government apparatus must set up efficient administrative units. 33 Heads of the Departments (HoDs), including some for Defence, have been proposed in book two with details on the nature of activities these HoDs need to perform.
- These are broadly classified into the following: Trade and Industry, Mining, Treasury and Finance, Defence, Land use and Livestock, Citizen Services, and Others.

2 Public administration – Mahabharata

- Post-war, Yudhisthir has lost interest in running the administration and the state. In Shanti Parva, from Bhishma Pitamah to Arjun, Nakul, Sahadev, Bhim, Narad, and everyone tries to convince him by telling him the duty of a king. In the present day, you can equate a role of a king with a CEO, Chairman, Board of Directors, Head of the department, and someone in a leadership role.
- In chapter 6 of Shanti Parva, Yudhishtir is sad about the killing and death of Karna. Though not born to the same father, Karna was his brother.
- This is a case of dilemma. In a business, as an administrator, you have to take a tough call. If you do not take the literary sense of killing someone, you may need to take a tough call on removing someone from an authority who is your relative and your brother for the interest of the business. It is a tough call to be taken and Yudhisthir is in the dilemma. Kunti pacifies him and tells him that by killing Karna, he has not done any Adharma because despite Kunti and his father Suryadev had tried to tell him that Pandavas are his brethren. He should not fight with them. However, he was blind to taking revenge and was not ready to listen to anyone.
- In the event of such a dilemma, a decision maker should evaluate an individual's action, and personality and make a decision. One should not decide based on emotion.

1.1 Public administration – Mahabharata

- As we read ahead in the Shanti Parva, we understand that Yudhishtir is not at all convinced and he wants to leave his empire and want to become a forest dweller. For him, wealth has no meaning and serves no purpose.
- Arjun pacifies him and tells him that Yudhishtir has got the wealth by destroying enemies in a righteous way (Dharma) and he has a right to the same. Leaving a rightly accumulated wealth is an act of lack of application of mind. A coward and a lazy person can never get a state and wealth. A person who is without people, animals (resources), and wealth should only think about begging. One should not abandon the Dharma (Duty) and Artha (Wealth) and if it is abandoned and misused by the miscreant, then the person who accumulated the wealth to be blamed for the mismanaged.
- It is very essential for a key person, you may name them a CEO or a promoter to protect the wealth and utilize the same for the larger public interest. A sage or a monk can abandon the wealth, but a king cannot. Hence, a clear distinction between the duty of a king and a monk is drawn. Arjun explains the importance of wealth for a king. How the wealth (Artha) can be utilized for the completion of other Purushartha (viz. Dharma, Kama, Moksha).
- The focus here is, that one should always focus on accumulating wealth in the right manner and for a ruler, for a CEO, for a promoter, the first and foremost duty is to increase/righteously multiply the wealth. This brings sustenance to the organisation.