Chapter III

ADMINISTRATIVE ORGANISATIONS

Krishnaraja Wodeyar III was not a party to the Partition Treaty of Mysore of July 1799, otherwise than as the notified future recipient of the liberality of the British Government. To give effect to the liberal intention of the Partition Treaty the British Government concluded a Subsidiary Treaty with him on 8 July 1799, to which the Nizam of Hyderabad was not a Party. Its terms have been briefly noted in Chapter-I and need no repetition here.

Soon after the enthronement of Maharaja Krishnaraja Wodeyar III (30 June 1799), Purnaiah was appointed by the Commissioner to be Dewan of Mysore, while Lient. Col. (after wards Sir Barry) Close became, under the order of the Governor-General, Resident at the Court of the Maharaja, immediately after the Subsidiary Treaty of Srirangapattana was signed. The Mysore Commission itself was then dissolve on 3 July 1799.¹

The moral and political principles on which Marquess Wellesley, the Governor-General, based his arrangements are thus stated by him;²

I entertain a confident expectation, that the recent settlement of the Dominions of Tippoo Sultan will prove not less durable than I trust, will be found, equitable in its fundamental principles, beneficial in its general operation, and conformable, in every point of view, to the liberal character of the English East India Company, and to the just and moderate policy prescribed by Parliament, for the Government of the British Empire in the east.

As observed by C. Hayavadana Rao,³ This enunciation of the principles which guided the Marquess Wellesley not only indicate the farseeing statesmanship that he displayed in working them out but also the deep sense of justice that actuated his policy and dominated every
act of his in this connection. In giving effect to them, he overruled, as only he could do, the views of many others, including among them of Col (later Sir Thomas) Munro which, read today, show how even gifted men could go wrong and help to buttress their preconceived views by a reference to the history of the country of which they had little or no real knowledge.

**Government before Krishnaraja Wodeyar**

During the minority of the Maharaja Krishnaraja Wodeyar (30 June 1799 to 27 June 1868) the administration was conducted by Purnaiah, who was invested with full powers of administration. During the first period of 12 years from 1799 to 1811, Purnaiah was both Regent and Dewan. He was guided by the friendly Counsel of successive British Residents, of whom the first was Col. Close. Immediately after appointing Col. Close to the office of Resident, Marquess Wellesley arranged to send him a Memorandum of Instructions for the regulation of his conduct in that position. This memorandum laid down the fundamental principles on which he was to act and to guide the administration of the new ruler and his Dewan. He desired him to know that the first object of his duty was the effectual protection of the Mysore territory. He was to note that the military strength of the two Governments should be considered as common and as mutually applicable at all times to the service of each other. To attain this unity of force, he empowered the Government of Fort. St. George to send, according to exigencies, reinforcements from Carnatic into Mysore or vice versa. For securing the tranquillity of Mysore State, the Resident was to distribute the forces in Mysore as circumstances might require. The second object he was to bear in mind was the realization of the subsidy stipulated in the second article of the Treaty of Srirangapattana and the payment of the stipends provided for in its 11th article. The third point to be attended to was the general administration, i.e. the conduct and management of the Dewan of Mysore. The Resident was directed to constantly superintend with the utmost diligence and
vigilance the Dewan’s administration, with a view not only to the punctual realisation of the Subsidy and the improvement of the resources of the country but also the prevention of any necessity on the part of the Company to assume charge of the country------.

The branches of the Government which was to claim the most immediate and strict attention were those relating to the revenues and commerce of the country. Closely and necessarily connected with these was, in Wellesley’s opinion, such an administration of justice as shall be calculated to encourage industry and thereby promote population. The Resident was to restrain the officers of the Maharaja’s Government from abuse of authority and to correct any erroneous or corrupt practices. The palegars, it was clearly ordered, were “on no account to be put in possession of the countries they lay claim to, whatever other concession in the form of pension or otherwise may be made to them”. The Resident was also expected to insist on the improvement of the judicial and police administration. He was to insist on due economy in expenditure and to prevent alienation of lands for religious purposes. Among other things the Resident was instructed that Muhammadan religious endowments were to be protected, the personal respect due to the Maharaja and his relations from the Dewan was to be secured, arrangements were to be made for the Maharaja’s household establishment, the seventh article of the Treaty of Srirangapattana in regard to vagrant European was to be strictly observed.

C. Hayavadana Rao says, The administration of Purnaiah was generally based on the principles enunciated by Wellesley in the above instructions to Close and the success it attained was as much due to Wellesley as to Purnaiah who translated them into action in a manner which won appreciation from every quarter------.

Regarding the success of the Dewan’s administration Col. Wilks wrote, Administrative Organisations
I have the satisfaction to state to your Lordship my firm belief that the substantial object of the administration of justice and the protection of the people in the enjoyment of their most important rights, are attained in a respectable degree by the provisions of the Subsidiary Treaty, and that so long as the constituted authorities shall preserve the confidence of their superiors, these blessings are not liable to material interruption except from the depravity or supiveness of both the Dewan and the British Resident.

That is certainly high testimony to the success attained by Purnaiah in the working of the administration he evolved. Wilks was anxious to establish a convention limiting interference from the Resident in affairs affecting the internal administration. He observed;\(^7\)

The Treaty which established the present Government of Mysore, confers on the representatives of the British Government the right of interposing the advice, in all cases whatever; and the spirit of the alliance seems no less to require, a discreet forbearance in the ordinary routine of the Government than the firm and efficacious exercise of this right when the occasion shall demand it. The knowledge that such a power exits, and that it will be employed on proper occasions for the protection of the people, is sufficient of itself, to prevent any frequent or urgent necessity for its exercise; and where the personal character of the Dewan and the British Resident are such, as to ensure a proper degree of mutual confidence, the direct authority of the former will not be impaired by the seasonable interposition of advice-----.

Purnaiah retired in December 1811 and the Maharaja had been allowed to assume ruling power by the officiating British Resident A. H. Cole in 1810 itself. In fact Krishnaraja Wodeyar III was allowed to assume the administration of his state as if he succeeded to a Private Patrimony,\(^8\) by the British Resident on his own authority. It was fortunate that Krishnaraja Wodeyar was by nature a man of robust common sense and goodness of heart. Nevertheless, he was utterly
lacking in worldly knowledge and worldly experience and he was more or less left to himself to judge correctly the characters of the men surrounding him at a time when he most wanted honest advisers.

At this time the Madras Government also impressed upon their Resident⁹ that a clear distinction was to be drawn between the capacity in which the British Government acted during the Rajah’s minority and that in which they were placed after the Raja personally began to exercise his power. In the former period the British Government, they said, was in fact the guarantee on the part of the minor raja for the conduct of his minister who was accountable to the British Government in that capacity and that relation having ceased, the right of interference was to be exercised only in the more delicate form of counsel and advice.

During the period of the direct rule of Krishnaraja Wodeyar III (1811-1831), the form of administration of the country differed to some extent from what it was in the time of Purnaiah. The latter, says M. Shama Rao,¹⁰ had combined in himself the functions of a regent as well as those of a minister. After Krishnaraja Wodeyar began to take an active part in the administration, the Dewan’s functions became limited to the nature of his office, while those of a regent during a minority came, of course, to be exercised by the Raja. The form of Government also began to par take the nature of a personal autocracy with indefinite limitations imposed only by custom or tradition or by the obligations contained in the treaty with the suzerain power. Krishnaraja Wodeyar throughout the period of active rule took considerable share in the daily administration of the country, though in later years to his misfortune he came to be surrounded by a set of inefficient or self seeking advisers.

After the Maharaja, the official gradation in the rising orders was Amildar, Foujdar and Dewan. The duties of the Amildar consisted in annually arranging for the cultivation of lands. The Foujdar was expected to attend to the complaints of the ryots and to realise the
collections at stated periods of payment. The Raja held the seal but the
Dewan was the official head of the general administration. During this
period there was little change in the system of administration as
devised by Purnaiah.

Under Article IV and V of the Subsidiary Treaty the management
of the Mysore Territory was assumed by the British Government on
alleged grounds of “maladministration and misgovernment” with
effect from 19 October 1831. On the suggestion of Colonel Briggs who
became the first Commissioner on the assumption of the administration
by the Company, the sabasa model of 1818 was adopted as the form of
administration most suited for Mysore. According to it, the British
Resident with two English assistants conducted all the business of the
State, all orders however being issued in the Rajah’s name and the
Rajah’s seal being affixed to all public documents. On 4 July the
Governor in Council (Madras) recommended to the Governor-General
had a return to the system prevailing in Purnaiah’s time of a minister
appointed by the British Government and having its confidence,
exercising full authority in consultation with the Resident. The Governor
General had disagreed with the above suggestion and had disclosed his
own plan to vest the Government in the hands of two
Commissioners, the new Government being made subordinate to the
Madras Government. He had also requested the Maharaja Krishnaraja
Wodeyar III to issue the requisite orders and proclamations to the
officers and authorities of Mysore within ten days from the date when
this letter may be delivered.......for giving effect to the transfer of the
territory and investing the British Commissioners with full authority in
all departments so as to enable them to take charge and carry on
affairs as they have been ordered or may be hereafter instructed........

The two Commissioners appointed were Colonel John Briggs as
the Senior Commissioner, and C.M. Lushington of the Madras Civil
Service as the Junior Commissioner. The latter entered upon his duties
towards the end of October and the former in the last week of
December 1831. The commission was expected to act as one Board controlling all departments. It was said that the main purpose of its appointment was that during the suspension of the Rajah’s rule, it should exercise all the functions and perform all the duties of Regency.

With the consent of the Governor of Madras, C. M. Lushington, the Junior Commissioner, had appointed Venkataramanaiah, who was formerly Foujdar of Nagar, as Dewan. Complaints reached Colonel Briggs, the Senior Commissioner almost every day against the corrupt and cruel amildars appointed or maintained by the new Dewan under the influence and with the support of the Residency Party. Briggs held the view that the British Commission was intended to represent the Maharaja and that it was to be both a deliberative and an executive body possessing complete authority and bearing the sole responsibility and that the Dewan was with respect to the Commissioners a subordinate and ministerial officer. However, Briggs was expressly forbidden to interfere with the Dewan’s administration or with any of his appointments by the Madras Governor. Unable to secure the willing cooperation of successive Junior Commissioners (G.D. Drury and J.M. Macleod), Briggs tendered his resignation. Lt. Col. W. Morrison was appointed the Senior Commissioner (June 1832), Briggs however, before his departure to Nagpur as the British Resident, had recalled Babu Rao, who had filled the office of Dewan on three different occasion under the Maharaja, and appointed him as Dewan (1832). He had also at that time introduced certain changes in the administrative departments of Government in May 1832. The Dewan was at all times a high functionary and the finances were directly under his control. His primary business was to provide for the supplies of the year by forming an estimate of the income and expenditure. The Dewan’s Cutcherry was also the centre from which all orders emanated. Briggs ordered that this wide power must cease and that the Dewan’s duties were to be confined strictly to questions relating to the Finance Department. All
orders issued by the Dewan were invariably to emanate in the name of the British Commission. With regard to his department the Dewan was placed on the same footing as other heads of departments and all departmental heads were to receive orders from the Commission through its secretary and to issue them in its name.

J.M. Macleod (16 June 1832), the Junior Commissioner, was directed to be in sole charge by the Governor-General after Colonel Briggs departure for Nagpur. Lt. Col. Morrison joined his place as Senior Commissioner in February 1833. In 1934, Bentinck directed that the whole of the state should be divided into four territorial divisions and to each division a European Superintendent was to be appointed in place of a Foujdar. These Superintendents, subject to the orders of the Commissioners were to conduct the revenue, magisterial and certain judicial duties and to superintend every department of civil Government. The office of the Resident was continued, and thus a dual control maintained.

In a despatch dated 6 March 1833 to the Governor General the Court of Directors in England directed that instead of a Commission of two members a single functionary should be appointed. Macleod the Junior Commissioner left the Mysore Service in February 1834 and Colonel Cubbon took his place. Colonel W. Morrison was made a member of the Supreme Council in June 1834 and Cubbon became the sole Commissioner without the encumbrance of any Board or Colleague. Casamajor, the Resident was also transferred to Travancore in June 1834. To his position was appointed Col. J. S. Fraser in June. In 1836 Col. R.D. Stokes was made the British Resident in Mysore. From 1 January 1843 the post of the British Resident in Mysore was abolished.

After the death of Dewan Babu Rao in 1834, the post of Dewan was abolished and his establishment was amalgamated with the Commissioner’s office. The Dewan’s place being taken by an officer called Huzur Head Sheristedar. Kollam Venkata Rao was appointed to
the new post and he was later given the designation of Native Assistant to the Commissioner.

Cubbon, as the sole Commissioner, was vested with all the powers which the Maharaja exercised, subjected to the control of the Supreme Government. The first assistant to the Commissioner discharged the duties of Secretary in all branches of administration both of Mysore as well as of Coorg and was also employed as his personal assistant. The four Superintendents each with an assistant combined in their several territorial limits the duties of judge, magistrate and revenue collector. There was a Military Assistant. The second, third and fourth assistants were, as a general rule, employed by the Commissioner in his own office in those branches of the administration for which each was suited. There were two junior assistants, one to carry on the minor duties of the former Resident and other to carry on the duties of any member of the Commission who is unable to attend office on account of sickness or other causes.

Subject to the control of the Commissioner in all respect but working independently of the Secretariat, there came to exist the following offices which corresponded to the modern Departments;

1. Revenue
2. Post
3. Police
4. Public
5. Military
6. Medical
7. Public Cattle
8. Judicial

The Maramat or Public Works, Medical, Public Cattle or Amrut Mahal, Public Instruction and Judicial departments were headed by Europeans.
Cubbon held the rein of Government for 27 years. In 1861 on account of serious illness he resigned his appointment. His successor L.B. Bowring assumed charge in April 1862. His administration in Mysore was noted for the large number of departmental reforms introduced by him which gave the Government its modern colour. Mysore at the time of Bowring’s assumption of office was what was called a Non-Regulation Province to which the Regulations and its acts in force in the Regulation Provinces or British India had not been extended. Bowring during his life time, says M. Shama Rao, Redistributed Mysore into three divisions in place of four and these three were subdivided into eight districts. He also established, besides revising the previously existing revenue and judicial agencies, a department of accounts, a department for registration of documents, an establishment for the survey and settlement of lands, and another for the investigation of Inam tenures. There were also separate staffs of engineers for irrigation and for ordinary public works, with additional establishments for the conservancy of channels and for the security of public works accounts and a distinct department for the working and conservancy of forests. A new police system was introduced and a large medical staff was in charge of the jails and hospitals and also attended to sanitary concerns, while vital interest of towns were attended to by newly formed municipal corporations. For diffusion of knowledge a large educational agency came into being. The military force was placed under a European officer belonging to the British army. In 1869 the designations of Superintendents of Divisions and of Deputy Superintendents of Districts were changed to those of ‘Commissioners’ and ‘Deputy Commissioners’ while the head of the administration was designated “Chief Commissioner”.

Early in the year 1870 Bowring resigned his office and left for England. As a consequence of the ceaseless and determined efforts of the Maharaja Krishnaraja Wodeyar the British Government declared in April 1871:
Without entering upon any minute examination of the terms of the Treaties of 1799, Her Majesty’s Government recognise in the policy which dictated that settlement, a desire to provide for the maintenance of an Indian dynasty on the throne of Mysore, upon terms which should at once afford a guarantee for the good government of the people and for the security of British rights and interests…..t is her earnest wish….to maintain that family on the throne in the person of His Highness’s adopted son, upon terms corresponding with those made in 1799, so far as the altered circumstances of the present time will allow----.

This despatch recognised Krishnaraja Wodeyar III’s adopted son Chamaraja Wodeyar X’s claims to the full rights of sovereignty and the restoration of the administration on attaining his majority. Maharaja Krishnaraja Wodeyar III died on 27 March 1868. The following proclamation was issued on 28 March 1868:21

His Excellency the Right Honourable the Viceroy and Governor General-in-Council announces to the Chiefs and people of Mysore, the death of His Highness the Maharaja Krishnaraja Wodeyar Bahadur----.

His Highness Chamarajendra Wodeyar Bahadur, at present a minor, the adopted son of late Maharaja, is acknowledged by the Government of India as his successor and as Maharaja of the Mysore territories.

During the minority of His Highness, the said territories will be administered in His Highness’s name by the British Government, and will be governed on the same principles and under the same regulations as heretofore.

When His Highness shall attain to the period of majority---the Government of the country will be entrusted him, subject to such condition as may be determined at that time.
Under Bowring as pointed out by C. Hayavadana Rao, the assimilation of the system of government, therefore, to that of the British province, although it had necessitated the introduction of a larger European element than before, was conjoined with the recognition of Indian merit and talent. Two out of the eight Districts were placed under the administration of Indian Deputy Superintendents, appointment which ranked among the highest anywhere held at that period by their countrymen. Many important Judicial and other offices were filled in a similar manner, and the way was left for a more extensive employment of Indian agency. The change of policy necessitated a reconsidered of administrative arrangements. The new idea that the country was to be administered in view of its continuation as an Indian State eventually prevailed. But difficulties were felt in giving effect to it. So there was much to be considered and the new Chief Commissioner, whoever he was to be, had an uphill task to undertake.

Colonel (afterwards Sir Richard) Meade was selected by Lord Mayo as the Chief Commissioner of Mysore, (February 1870). He suggested that it should be Meads’ duty to place every part of its (the states) administration upon a firm and efficient basis. Meads’ five years of administration of Mysore was remarkably beneficial to the people. A noticeable innovation of his period concerned the formation of Sub divisions, composed of groups of taluks, over each of which an Assistant Superintendent was appointed. His object was to bring government officers into closer communication with the people.

After the transfer of Richard Meade to the Baroda State, R.A. Dalyell officiated for a year from April 1875, when C.B. Saunders, Resident at Hyderabad, was transferred to Mysore as the Chief Commissioner. During his two years of administration occurred the great famine of South India (1877-78) and in Mysore nearly a million people died of hunger and sickness and the loss of cattle was immense. In April 1878 Sir James Gordon became the Chief Commissioner of
Mysore. He had formerly served Mysore as Judicial Commissioner and was also made Guardian to the Maharaja at the close of 1877, when Chamarendra Wodeyar was invested with ruling powers in 1881, Sir James Gordon was made the Resident in Mysore. He completed the task of preparing Mysore for native rule.

**Formation of the Administrative Scheme**

In June 1875 the Marquis of Salisbury who was then the Secretary of State for India drew the attention of the Government at Calcutta regarding the desirability of beginning an exercise for overhauling the administrative machinery of Mysore so as to make it suitable for the native rule. The Government of India too were aware that several complicated questions required solution in the interval that existed before the young Maharaja’s installation in power. However the great famine (1876-77) intervened and prevented the finding of suitable answers to these several questions connected with the Post-Rendition administrative machinery of Mysore.

In a letter from Secretary to the Government of India, Foreign Department, to the Chief Commissioner of Mysore dated 9 November 1878 it was observed as follows:

> Under the future regime most of the duties which have hitherto been discharged by the Chief Commissioner will be performed by the principal officers of the Mysore Government, acting in subordination to the Maharaja. The allotment of functions and relative responsibilities to the officers who will thus be placed at the head of a new administration, which is to be managed upon principle as yet untried in similar circumstances, is a matter for careful deliberation on the one hand, it is desirable that the vigour and promptitude in the despatch of business, which usually result from investing one person with ample and superior powers, should be secured; and until His Highness the Maharaja has acquired sufficient strength and experience, he can hardly be expected personally to undertake a large share in the actual direction of ordinary
affairs. On the other hand, the system of concentrating the executive authority over all departments in a state in the hands of a single high official, has been proved by constant trial to be open to objections which are fully recognised in the majority of the states of India. Where the Chief of a state is able and energetic, the extensive powers of a Dewan rarely survive for any period the termination of a Chief’s minority, where the Chief is by training or temperament indisposed to assume the burden of personal administration, the institution of a Dewan favours that indisposition and encourages tendencies which are apt in the end to affect injuriously the position and character of the hereditary Chief—. His Excellency in Council believes, however, that the safest arrangement at the beginning will be to provide the Maharaja with a Council consisting of not more than three of the highest officials at head quarters. Of this Council, one member could be selected as the Maharaja’s Chief Executive Officer or Dewan, and the immediate directing head of the departments in all matters except those which by the rules of business would be reserved for consideration in Council—. All the Council, which would meet once or more often in the week, the Maharaja would usually preside, and no important measure would be taken until it had been thus collectively discussed and passed.

In the same communication the Chief Commissioner observed that in settling the new form of administration for Mysore it was to be noted that the case was different from that of any other native state which had been temporarily administered by the British Government. Two generations of the inhabitants of Mysore had grown up under British rule—. The whole population had thus become accustomed to be governed upon principles which were universally admitted to be essential. The laws were written and duly promulgated, criminal and civil justice was dispensed by regular Courts, the assessment and collection of revenue were made under permanent rules and generally the administration was carried on upon the same method and according to the standard of conduct which prevailed throughout British territory.
It was therefore advisable, he said, that before Mysore was transferred to its future rules, the Government of India should take adequate guarantees against any prejudicial changes being made in the administration which had taken root in the country.

The Government of India also thought it necessary to prescribe the main conditions which were to be attached to the Rendition of the State. These were to be regarded as forming something of the nature of a constitution for Mysore and were to be regarded as not liable to change without the assent of the British Government. The first condition was that the body of laws and rules made for the transaction of public affairs approved by the Government of India up to the time of the transfer were to remain in force until they were modified by competent. Any material deviation from the administrative system thus settled required the consent of the government of India, while for the amendment of laws provision was to be made by the establishment of some legislative machinery. Further, a clear distinction was to be drawn between the private fortune of the Maharaja and the public revenue of the State. Complete accounts of the public expense were to be rendered and subjected to competent audit. The system of annual appropriations based on a budget estimate to supply the funds need for the several departments of the Government was to be continued. In judicial matters the executive was to have the same ample power of interference which was possessed by the executive Government in British India.

Since there were, few, if any, precedent by which the practical operation of such administrative machinery in native hands could be calculated in advance, it was decided to leave much to trial and experience. The Chief Commissioner’s proposal to establish a Council of three members, which should include the heads of the two most important departments in conjunction with the Chief Executive Minister, as the responsible advisers to the Maharaja was sanctioned by the Government of India.
In a letter to Viscount Cronbrook, Secretary of State for India, the Viceroy and Governor-General, stated as follows:\textsuperscript{28}

---Our first object has been to surround the Maharaja with Councillors and High officials of known ability and experience, and to establish such methods of transacting public business as shall ensure every step being taken after deliberation and under distinct responsibility. We have consequently decided to constitute a Council of three members, under the Presidency of His Highness the Maharaja, which shall include two of the Chief officers of the principal departments; selected according to personal qualifications in conjunction with a Chief Executive Minister (or Dewan), as the responsible advisers to the Maharaja. It will be the duty of the Council to deal with all the most important measures connected with the Administration; with all proposition (for example) which involve reference to the Government of India, and with the nomination to the more responsible officer in the Mysore Government------. While the powers which the Dewan may exercise will be considerable, they shall be restricted by certain rules of business which will lay down what matters he can decide himself, as the immediate directing head of the departments, and what must be reserved for consideration in Council----. His tenure of office we propose to limit to five years, though he will be eligible for reappointment for a similar term under special circumstances.

While taking these several precautionary steps before the transfer of Mysore to native rule, the Governor General Lord Lytton’s Government were fully aware\textsuperscript{29} that it was an experiment which can only be carried out successfully by the careful adjustment of various considerations. It is necessary to maintain the dignity and comparative independence of His Highness, by reserving to him personally some substantial share in the actual direction of the affairs of his state------. But this consideration has to be subordinated to the still more essential necessity of providing beforehand some positive guarantees and checks.
against the consequences which would follow any serious misuse of the Chiefs power through inexperience, through an unfortunate disposition, or under the advice of bad Councillors. And we have also to apply the supreme controlling supervision of the Government of India, that, while the constitution, framed with these objects, shall continue effectively to fulfil them, the prince and his Government shall not feel themselves kept closely under tutelage and restraint.

In short, the British Government took every conceivable precaution to prevent a repetition of events similar to the Nagar Insurrection, misgovernment and maladministration ultimately leading to the unhappy result of the resumption of administration by the Supreme Government. Accumulation of a personal fortune at the public expense by the Maharaja or dissipation of public revenue, misuse of authority were sought to be held under check. Further, the Dewan’s ambition were sought to held under firm control. The laws, regulations and judicial system established generally by the previous administration were not to be changed or tampered with by the rules after the Rendition. Every conceivable British interest-European Coffee Planters rights and privileges, the lands assigned for the British Contonement near Bangalore, lands needed for possible future uses by the British Indian Railway, Telegraph, etc., was protected. The Resident was appointed to enforce British authority whenever required; his power of interference were wide and decisive. As observed by the Viceroy and the Governor General in Council, it has never been intended that His Highness personal authority in State affairs should be other than wide and substantial or that the power entrusted to the Dewan, or to the Council, should be exercised independently of the States Rulers------. According to the system we would introduce, no Councillor or Ministerial officer would have any constitutional power to act independently of the Maharaja or to issue orders, except in His Highness’s name, and subject to His Highness’s revision. Thus the Chief authority and the ultimate governmental responsibility would in all cases rest actually, as well as
nominally with the State Ruler. But we consider it essential, under this system of personal Government---- that a large part of the details of current business should be disposed off by His Highness’ Ministers, it is equally necessary that these Ministers should have reasons and with these objects, we consider it expedient to give official advisers and Chief Ministerial officers a voice in all important deliberations, and the right to place on record their views regarding any matters of consequence affecting the administration of the country.

The Council of the Maharaja

In the durbar held on the evening of the day of installation, Maharaja Chamarajendra Wodeyar X, among others, issued the following proclamation;\(^{31}\)

We have further resolved that a Council shall be formed to be styled ‘the Council of His Highness the Maharaja of Mysore’ shall consists of the Dewan for the time being as ex-officio President and of two or more members to be specially appointed by us from time to time. It shall be the duty of the members of the said Council to submit for our consideration their opinion on all questions relating to legislation and taxation and on all other important measures connected with the good administration of our territories and the well-being of our subjects. We are accordingly pleased to appoint Chettipaniam Veeravalli Rangacharlu, C.I.E., Dewan, ex-officio President, Trichinopoly Rayalu Arogyaswamy Tumboo Chetty, Judge, ex-officio member, Purna Krishna Rao, Attupakam Ratna Sabhapatty Mudaliar to be members of the said Council, to hold office as such Councillors for the term of three years or during our pleasure”. Referring to the administrative arrangement made at the time of the Rendition Donald Robertson, Resident in Mysore, wrote in later letter thus:\(^{32}\)

In March 1881 the State of Mysore which had then been administered by British officers for about 50 years, was transferred to Native Rule. The transaction was admittedly of a nature which did not
and could not exclude the possibility of failure, there was no previous experience of such an undertaking as the substitution of Government by a native Chief, in such a rich and civilised territory, for what had come to be practically a British administration, and all that could be done was to frame and apply such safeguards as the change of jurisdiction demanded. To that end a Deed entitled the “Instrument of Transfer” was formally delivered to the Maharaja on the day of his installation.

Additionally, he informs us, it was decided that the Maharaja should be assisted in the business of governing his State by a Dewan, and consultative Council consisting of three members.

Thus at the head of the Mysore administration was the Dewan under whom, as President, was a Council composed of three members. The form of administration continued, however, to be virtually the same as under the British Commissioner, but with a preponderance of Indian officers. The term of office of the members of the Council was fixed at three years or during the Maharaja’s pleasure.

A Notification was issued containing rules for the guidance of the Maharaja’s Council. It was laid down that the Council should meet during eight months of the year as often as might be required for the transaction of business. According to the Council Rules the President (Dewan) should regulate the conduct of business, in whose absence the Senior ex-officio member should act as President. The Council could call for and refer to any public record, and examine any person, in connection with the matters under consideration. All the proceedings of the Council and the minutes of individual member had to be recorded in a journal kept for the purpose and attested by the President.

The following subjects were required to be place by the Council for discussion and submission of their opinions thereon to the Maharaja;
1. Measures relating to taxation
2. Measures of Legislation
3. Annual Budget estimates of Receipts and Expenditure
4. Annual administration Report of several Departments
5. Appointment and removal of District officers and district Judges, and of officers of rank of superiors to them
6. Remission of Judicial sentences
7. Prosecution of public servants in cases requiring by the law previous sanction of the Local Government
8. Annual Budgets of the Public Works Department, and questions relating to any organisation in that Department
9. Questions relating to the organisation of the Military Force
10. All other important propositions relating to the internal administration of the province requiring reference to the Government of India
11. And any other matters upon which His Highness the Maharaja may wish to have the views of the Council”.

In 1887 the subject of reconstituting the Council of the Maharaja was came up for consideration. The Dewan K. Sheshadri Iyer had indicated the need for the appointment of an officer with revenue experience as one of the Councillors, who could be deputed for the inspection of the ordinary revenue work in the district. Nothing however was done till Purna Krishna Rao died in 1888, when Colonel Grant, Superintendent of Revenue Survey, was propose to be appointed as a member of the Council. This proposal, however, was disapproved by the Government of India. In April 1889 Sabhapathy Mudaliar resigned the Councillorship on account of old age. P. Chentsal Rao was appointed member of the Council of the Maharaja of Mysore in April 1889. At the end of 1890-91 T.R.A. Thumboo Chetty (ex-officio) and P. Chentsal Rao, with the Dewan as the President, constituted the Council.*
Additional Rules relating to the duties of members of Council were sanctioned by the Maharaja\textsuperscript{36} on 17 May 1889. They related to matters coming before the Government, either in appeal or in the exercise of the power of revision under section 217 of the Mysore Land Revenue Code. These were ordered to be heard and decided by a Committee consisting of not less than two members of Council. In regard to the disposal of the above said appeals, it was prescribed as follows:\textsuperscript{37}

When there arises a difference of opinion between two members of the Council, on any material question pending before them, such questions shall be referred to the remaining members or members of the Council, and the decision of the majority shall be regarded as the decision of His Highness’ government. The object of these Additional Rules was\textsuperscript{38} to secure a thorough investigation of all revenue and other matters excluded under the provisions of the Revenue Code from the jurisdiction of Civil Courts and coming before the Government in appeal or revision”. Rule 11 provided that the work of hearing and deciding the appeals should be distributed between all members of the Council in such a way as was most convenient with due regard to the performance of public business.

During the reign of Chamarajendra Wodeyar, the Executive Council neither wielded much influence nor had an effective voice in the administration. All powers were concentrated in the hands of the Dewan. This was not something unknown to the British Government. In a Confidential Note on Mysore for the information of the Viceroy Lord Curzon, the Resident in Mysore Sir Donald Robertson admitted\textsuperscript{39} as much, The Dewan Sir Shashadri Iyer had, during the late Chief’s life time, secured a practical monopoly of all power in the State. The Maharaja did nothing; he even went to the length of complaining to his English friends that the Dewan would not let him do anything; and the Council exercised merely nominal functions------.
It is no wonder therefore that taking advantage of the opportunity offered by the constitution of a Regency Council, the Government of India decided that a strong and effective Executive Council was essential during the period of the Maharaja’s minority.

A few days after the installation of the young Maharaja, the new administration took its full form. Sir K. Sheshadri Iyer was continued as Dewan and to assist him and the Maharani Regent an Executive Council of three whole time members was formed consisting of T.R.A. Thumboo Chetty, then Chief Judge of the Chief Court of Mysore; P.N. Krishnamurthi, Judge of the Chief Court of Mysore; and Abdul Rahman, Deputy Commissioner of Shimoga district. Their term of office was fixed as three years, being eligible for reappointment at the end of the period.

It was, as pointed out by Sir Donald Robertson, the Resident in Mysore, no one’s case that Dewan K. Sheshadri Iyer ‘misused the extensive power he wielded’. In fact he continues, “under his skilful guidance the material prosperity of the State made considerable strides, and there can be no doubt that he was an administrator of a type such as India has rarely seen; still the scheme of Government sanctioned for Mysore did not contemplate the practical effacement of the Chief-----.”

Under the circumstances the Government of India considered that there was need for a strong Council and the rules of business of the reconstituted Council were suitably revised. The subjects which were to be laid before the Council were more precisely defined than in the notification dated 8 July 1881. The three full-time Councillors with defined responsibilities were accordingly enjoined to share with the Dewan, at their heads, the executive administration of the State. In the revised list of subjects were now included all questions relating to the appointment of officers to the upper grades of the Civil Service in all its branches which, the Government of India felt, should be matters for the consideration of the whole Council. The Dewan-in-Council was given the
power of distribution work among the members of the Council. Any matters of doubt, delicacy or importance had to be referred by the Councillors to the Dewan. He could decide whether final orders should be issued or not without reference to the Council as a whole, as regards such matters. The palace arrangements and the Civil list expenditure were to be in the hands of the Maharani Regent. The members in charge of a department was competent to dispose of all ordinary work of that department and to issue orders in the name of the Government, with the exception above noted. It was at all time open to the Dewan to refer any matter to the Council. The decisions of the Dewan in Council were to be carried into effect where there was no difference of opinion, but where the Dewan discharged with the majority view of the Council, he was allowed to refer the matter for the orders of the Maharani-Regent. The Dewan was also required to refer to the British Resident in Mysore all matters which had to go up to the Government of India. The Dewan was also authorised to call for the production of any public record from any department assigned to a member of the Council for reconsideration in the Council.

The great power enjoyed by the Dewan during the reign of Charamarajendra Wodeyar was much curtailed by the new arrangement under the Regency. It became incumbent upon him to conciliate and carry with him the members of the Council. It can hardly be said that the attempt to strengthen the Regency Council by limiting the powers of a Dewan, who never misused the extensive power he wielded, was a wise one. In fact, the Dewan started facing obstruction from all quarters, particularly from his own Councillors. This practice continued later under Dewan P.N. Krishnamurthy, successor of Dewan K. Sheshadri Iyer. The Government of India, however, had their own justification for what they did. In their order setting up the Regency Council, it was admitted, one of the principal reasons for modifying the form of the Council now existing, is that there can be no guarantee that the destines of
Mysore will continue to be guided during the long period for which arrangements have now to be made by the able Minister, K. Sheshadri Iyer, whose administration has been so successful in the past; and inconvenience and danger are foreseen if his assistance were to be suddenly withdrawn, unless there were at the time existing, and in working order, an organised machinery for carrying on the executive government.

Summing up the system of administration during the minority (1895-1902) of the Maharaja Krishnaraja Wodeyar, the Resident in Mysore Sir Donald Robertson, in his Confidential Note for the information of the Viceroy, said as below:

Generally speaking, the system of administration is much the same as under our Government. The Dewan and Councillors have assigned to them certain Departments the routine work of which they transact in the name of the Durbar. All important matters must go up to the Dewan. If he agrees with referring members, their joint proceedings become the decision of the Government. If they disagree, the case comes before the whole Council; and should both members then be against the Dewan the matter is referred to the Maharani, who must consult the Resident, and follow his advice. In practice, references to Her Highness are generally obviated by the simple expedient of a previous consultation between the Dewan and the Resident.

The minority of the Maharaja Krishnaraja Wodeyar IV was to terminate in June 1902. The Resident in Mysore believed or wished at the time that the scheme of Government that was to replace the Regency would not embrace the formation of a Council. He put forward his reasons thus:

I say that no where under similar circumstances has a Council entirely succeeded; whilst ordinarily the measures has resulted in signal failure. The appointment of a Council is justifiable on the grounds either that it is desirable to place a quasi constitutional check upon the
autocracy of the Rules, or that he should be provided with some adequate assistance in ruling his State. The former is utterly impracticable, whilst the latter can be secured in a more satisfactory and probably in a less irritating manner.

The Resident further summarised his views as follows:45

a. That the Maharaja should not be allowed to share the responsibility for the Government of his State with a Council

b. That the best man to be found should be made Dewan of Mysore, preferably a year before the minority ends.

c. That in lieu of a Council, each department should have a responsible Head working under the Dewan.

d. That the Heads of all important departments should have the privilege of going up to the Maharaja with special cases, who should also be allowed to consult them.

What the Resident wished was, as he put it,46 to prevent the Dewan------obtaining such strength and authority as might (following the example of Sir K. Sheshadri Iyer) enable him to efface the Maharaja altogether.

The minority of Maharaja Krishnaraja Wodeyar IV was known to end by June 1902. The Resident in Mysore Lieutenant Colonel Donald Robertson felt it desirable47 to look forward to some extent at any rate the arrangements that might be necessary when the young Maharaja was allowed to assume ruling powers. The failing health of Dewan K. Sheshadri Iyer, then on six months leave, was causing much anxiety and alarm. Administration of the State, according to the Resident,48 was suffering as a consequence of the weakness and obstinacy of the Acting Dewan Thumboo Chetty.

On the question of continuation of the Council the Acting Dewan T.R.A. Thumboo Chetty observed,49 whatever the nature of functions of
the Council may be, I am convinced that there ought to be some Council; and if the Council could be of the type of the one that existed during the latter part of the late Maharaja’s rule, it will be a source of strength to the young Maharaja and will be a wholesome check on the Dewan, without in any way impairing the efficiency of the administration. I say this from personal experience, having been Senior Councillor from commencement of the late Maharaja’s reign. At times, there may be differences of opinion between the Dewan and the Councillors; but they should not be discouraged if a healthy tove is to be maintained------. He also expressed his opposition to the abolition of the Maharaja’s Council.

Sir K. Sheshadri Iyer sent up a Memorandum to the Resident in Mysore in February 1901 on the subject of administrative arrangements as his and Thuboo Chetty’s retirement. He expressed the opinion that the Council has been tried under all conditions and has not been a success, at least as far as administrative efficiency is concerned. I firmly believe that, with a Council substantial work in any Department is exceedingly hard to accomplish------. The present Government (Dewan and two Councillors)---- can do no useful work, and what is worst it does not commend the confidence and respect of the public of its own officers.”

As regards the next Dewan of the state he admitted that there will be least disturbance in making Mr. P.N. Krishnamurthy Dewan. He also proposed that the whole of the Revenue Department (including Excise and Forest) should be placed under the charge of Madhava Rao, under the designation of Revenue Commissioner. He noted that in important matters Madhavara Rao would consult the Dewan and he would also place himself in unreserved communication with the Resident in matters of general principles such as revision settlement, organisation of the Department of Land Records and Agriculture. He proposed that if Dewan wished to veto any of the Revenue Commissioner’s proposals, he should refer the matter to the Resident

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for decision. This was an attempt on the part of Dewan K. Shashadri Iyer to keep his protege more or less completely independent of the future Dewan P.N. Krishnamurthy, to whose appointment he by then had reconciled himself.

A few days after submitting the above mentioned Memorandum, Sir K. Sheshadri Iyer wrote another letter to the Resident in Mysore, in which he declared: The existing conditions demand that the best available man should be appointed Dewan. I further appreciate that the administration has, for the present at any rate, to be conducted by a Dewan and a Council. Many years experience has convinced me that Mr. V.P. Madhava Rao, C.I.E., is the best man now available to us for the Dewanship. He also predicted that Mr. Krishna Murthi will utterly fail as Dewan.

Sir K. Sheshadri Iyer was unable to rejoin duty at the expiration of leave of six months sanctioned in August 1900. He therefore chose to retire with effect from 18 March 1901. This enabled the Resident in Mysore to propose the appointment of a new Dewan to replace K. Sheshadri Iyer with the Government of India. In a note, he put his views thus: There are three courses open to us-

a. To maintain the existing arrangement either indefinitely or for a fixed period.

b. To import an outsider as Dewan, the present Council of two members being retained

c. To select a local candidates, presumably one of the Councillors, to be Dewan, a new appointment being made to the Council.

It would be better, the Resident reasoned, that the Maharaja might start upon his career properly assisted by a competent adviser. As the minority was to end before June 1902, the appointment of the Dewan was thought to be urgent. Otherwise, the Dewan would not be able to acquaint himself with state work by the time the Maharaja is
invested with ruling power. The Resident was not in favour of abolishing the Council. He considered it all important to select someone, at the earliest possible date, for the Dewanship, who will be in a position next year to render valuable service to the young Chief.

Since Thumboo Chetty had been unable to control the Council, and it was evident that the sooner there was a change in existing arrangements the better, the first course suggested above was considered undesirable by the Resident. The Resident was also not in favour of appointing an outsider as the Dewan as that would unite both parties (Madras and Mysorean) in the State against the nominee of the Government of India. The Resident further observed as follows:

"--------I would not advocate the introduction of an outsider until local ambition has, after a fair trial, fail to satisfy our requirements. Were we to introduce a Dewan the responsibility for failure, should it ensure, would rest with us, and in any case we should incur considerable unpopularity--------. Indeed we do not want a Dewan who would over stop the Maharaja and hold him under practical domination as Sir. K. Shashadri Iyer did the late Chief--------."

Coming to the question of making a selection locally, the third course noted above, the Resident referred to the views of the Maharani-Regent. Col. Grant, Superintendent of Surveys and Settlements, Colonel Campbell, Private Secretary to the Maharani-Regent, and others as being favourable to P.N. Krishnamurthi’s elevation to the Dewanship. Even Sir William Cunningham was stated by the Resident as having opined that Krishnamurthi could not be passed over easily. Under the circumstances the Resident Lieutenant Colonel Donald Robertson, who personally preferred Madhava Rao, had little choice but to recommend that P.N. Krishnamurthi be made the Dewan. He, never the less observed:

"The relations of Messers Krishnamurthi and V.P. Madhava Rao are unfortunately so strained that they may be unable to work..."
harmoniously when one is place over the other unless therefore I can arrange a satisfactory modus vivendi; it will be necessary either to retire Mr. V.P. Madhava Rao or to provide him with another appointment. I have hopes that I may be able to effect a compromise, if necessary, by requiring the officiating Dewan, in cases where he over rules Mr. V.P. Madhava Rao, to let me see the papers. This will probably suffice to prevent Mr. P.N. Krishnamurthi’s using his power as Dewan to pay off old scores. It is in my view desirable not to start now with a new and untried Dewan, as well as an entirely fresh Council, and I am therefore anxious to retain V. P. Madhava Rao’s services. He is a strong and useful man, though at times inclined to be flightly and to lay himself open to the charge of faddism.

On the recommendation of the Maharani-Regent, the Resident proposed the appointment of Madaiah, a Coorg, who was then the Deputy Commissioner of Mysore district, to the vacancy that was to arise from the elevation of P.N. Krishnamurthi to the Dewan post.

The Government of India accepted the proposals of the Resident with modification that P. N. Krishnamurthi might be made Dewan for one year to start with. It was approved the appointment of Rao Bahadur Madaiah as Second member of Council. On the recommendation of the Resident C. Srinivasaiengar was appointed as third member of Council.

**The Dewan P. N. Krishnamurthi**

On 18 March 1902 P.N. Krishnamurthi took charge as the Dewan of Mysore which was approved by the Government of India on 11 March 1901. He was confirmed as Dewan in March 1902, the tenure of the appointment was at the same time limited to a term of five years. It was also provided that he would be eligible for reappointment if considered necessary. Referring to Dewan P.N. Krishnamurthi, the British Resident in Mysore Donald Robertson observed: though not possessed of great experience or talent for administration which
characterised Sir. K. Sheshadri Iyer, Mr. P.N. Krishnamurthi is a safe man, a persona grata to all Mysoreans, and a Native gentleman of high social status, owing, as the great grandson of the famous Dewan Purnaiah, a large estate in Mysore. Though it is as yet too early to hazard a definite opinion, I hope and believe that he will succeed as Dewan and President of the Council. The Government of India too had pointed out to the Secretary of State Unless the ordinary and everyday business of a State can be regularly referred to and supervised by one superior minister, it is very difficult, specially in India, to maintain expedition or uniformity in the proceedings.

Council

The Council was to consist of two members. It was proposed to have as first Councillors and Revenue Commissioner Madhava Rao and as Second Councillor Srinivaiengar both of whom were at that time the two senior members of the Executive Council. The Resident was of the view that the Council should be able to prove of valuable assistance to the Maharaja during the initial period of his administration since both the members were clever and experienced officials. As explained by Dewan P.N. Krishnamurthi to Donald Robertson, Resident in Mysore, the aim had been to secure the active control and dissection of the Maharaja in every important detail and to make the Council really effective and competent to advise His Highness in every branch of the administration without at the same time interfering with the legitimate authority of the Dewan. The functions of a Councillor will give him plenty to do even apart from his being the Head of a Department. The Resident also thought that by giving the Councillors charge of certain departments, they would be enabled to keep in close touch with current work and give useful advice.

To begin with Dewan Krishnamurthi entertained the idea that the functions of the Council should be limited to consultative duties in respect of scheduled matters and that all the rest comprising routine or
ordinary matters should be left to the Dewan for disposal by him under the control and direction of His Highness the Maharaja. My idea of the Council was that it was to be a standing body of approved Heads of Department appointed by the Maharaja having a fixed period of office, meeting at definite intervals and deliberating and tendering advice to His Highness according to prescribed rules of procedure. The Dewan had agreed to the Resident’s suggestion that there should be a grouping of the various departments and that the work of the Council should be distributed between the Dewan and the Councillors accordingly to such grouping. Krishnamurthi summed up his views as below:

1. The real power should wielded by the Maharaja.
2. The Dewan should regulate the deliberations of the Council.
3. The Dewan was to be the Chief Executive officer of the Maharaja outside the Council and
   a. conduct all the work in accordance with the special orders of the Maharaja
   b. In reference to non-Council matters the Dewan should conduct the work under the general direction and control of the Maharaja.

The draft notification, enclosed with the Dewan’s letter, dealt with the distribution of departments. The Dewan was to be entrusted the following departments: Political, Finance, Geological, Survey and Mining, Public Works and Railways, Military and Amrut Mahal, Muzrai and Police.

The first Councillor was to take charge of the Land Revenue Department, which comprised Land Revenue, Land Records and Agriculture, Sayer, Mohatarfa, Inam, Survey and Settlements, Land acquisition and Agricultural Banks.
The Second Councillor was to take charge of Forest, Excise, Education, Legislation, Judicial, Medical, Prisons, Registration, Pension, Stamps, Local and Municipal Funds, Statistics, Meteorology, Minor Departments (Viz. Press, Stationery, Stores, Museums and Archaeology).

The net result of the scheme of administration was summarised by the Deputy Secretary to the Government of India in his letter to the Resident in Mysore thus: The Maharaja will be the central figure, taking a real and substantial part in the administration; the Dewan will be the Head of the Council, and his leading position, as the recognised channel of communication with the Maharaja on all matters of State business, will be reaffirmed; while the members of Council will possess no executive authority, except in respect of the ordinary work of the Department of which each member is the Executive Head. It is understood that the senior member, in the capacity of Revenue Commissioner, will be the Executive Head of the Land Revenue; while it is assumed that the second member will be the Executive Head of several, at least, of the Department which are allotted to them.

The Dewan’s scheme include a schedule of matters requiring reference to the Council and to the Maharaja. I am only to observe that while, on the one hand, it is essential that the Maharaja should not be overwhelmed with work, it is, on the other hand, equally essential that His Highness should be kept informed of all important matters, and, with the latter object in view, he should be encouraged to summon and consult Heads of Departments and other High officials, whether they are in the Council or not.

Subsequently, on the occasion of the Maharaja to power, a notification was issued with regard to the function of a Consultative Council styled The Council of His Highness the Maharaja of Mysore. It is consisted of the Dewan and two members, whose duty it was to advise the Maharaja in all important matters. A set of rules for the conduct of
business in the consultative Council, already discussed under draft Notification sent through the Resident in Mysore to the Government of India in the Foreign Department, Calcutta, was also published. The Dewan was ex-officio President of the Council. As C. Hayavadana Rao remarks “In devising the new constitution the main thought was directed to preserve the efficiency of the Council and enlist the active interest and cooperation of the Councillors in all measures of Government, consistently with the position of His Highness as the sole deciding authority in all matters of importance. The continuance, accordingly of the former Executive Council became inconsistency with the constitutional position of His Highness and was therefore changed into a consultative body. The schedule of matters which were to engage the attention of the Council was also revised”.

The two Councillors, it must be noted, also sat as a final Revenue Court of appeal in matters withdrawn from the jurisdiction of the Council Courts under the Land Revenue Code, 1888. The Revenue Department, till then under the direct charge of the Dewan, was placed under a Departmental Head designated the Revenue Commissioner.

**Change in the Constitution of the Council:**

Speaking before his Executive Council the Maharaja said as follows.65

We are once again at the beginning of a new experiment in Mysore whether that experiment is a success or the reverse will depend greatly on you....... No human institution can be perfect and the new scheme of administration will, no doubt, disclose defects of one kind or another. As the fruits of the labours of my Dewan, aided by the advice of my good friend, the Resident, I myself hope and expect much....... It cannot be expected that you will always agree with one another or that I shall always agree with you. It might be that at time, you may feel soreness individually or even collectively at being overruled. At such times, I ask you to give credit to those who disagree with you for being actuated by the same sense of public duty as yourselves, and to respect
that, in giving your honest opinion and urging it to the utmost of your power, you have done your duty, retained yourself respect. I ask you to banish all sense of resentment and to address yourselves to the next question before you with undiminished courage and good will.

P. N. Krishnamurthi continued to hold office as Dewan and Messrs V. P. Madhava Rao and C. Srinivas Iyengar were appointed as First and Second members of the Consultative Council as formulated by the Govt. of India. Rao Bahadur C. Madiah, who had been the Third Member of the Regency Council became Inspector General Police. For some time past the necessity for the exercise of better control and a systematic supervision of the Land Revenue Department was being felt. It was therefore decided to place the Department under one centralised authority subject to the control of Government. Accordingly, V.P. Madhava Rao was appointed to be Revenue Commissioner in Mysore.

In less than three years after the constitution of the Consultative Council (August 1902) several grave defects in the system of administration were noticed and it was felt necessary to impart a better tone to the administration in general. The question of enquiring into the system of working followed by the British Indian Boards of Revenue was therefore taken up. An officer named D.M. Narasinga Rao was deputed to the British Provinces to study the constitution of the Revenue Boards and to ascertain their executive and other powers.

D.M. Narasinga Rao submitted his report in 1905. According to P.N. Krishnamurthi, Dewan, the chief defects of the Mysore administration at the time were three:

1. over centralization of power in the Government, with the seriously injurious consequences natural to it;
2. the estrangement from each other of the Departments yielding the largest revenue to the Government; and,
3. the misplacement of certain administrative functions.

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The first of these drawbacks according to the Dewan, had overburdened the Government with such minute and numerous administrative details that no leisure was left either for a study of large administrative problems or for satisfactory tours. This evil had increased the daily Governmental work which had to be disposed of jointly by the Dewan and the concerned Councillor. Referring to the second of these drawbacks the Dewan observed: The sympathy and co-operation of the Revenue Administrative Agency indispensable, from an economical point of view, to such important departments as Excise, Forest and Muzrai are lacking in Mysore owing chiefly to the exclusiveness of the several departments. A Board would remove this defects, to a large extent, by bringing the three most important departments of the State viz., Revenue including Settlement, Excise and Forest into close contact. Each Member of the board would have the power to inspect any work coming within the sphere of the Board’s control, as is done in Madras..... As regards the third drawback, he said, The Revenue Commissioner......has no power to hear appeals from the orders of the Deputy Commissioners in such important matters as those connected with the discipline of the village officers and the growth and realization of land revenue...... the drawback in question appears to be best remedied by the formation of a Board.

In fact, at its inception the constitution of the Consultative Council of the Maharaja in August 1902 was looked upon as experimental and Government of India had observed: the Council is not necessarily a permanent institution, but should it, as may be hoped, be found to work smoothly and creditably, the selection of future Members will demand the most careful consideration of the Maharaja.

During the first half of its term, dissensions were frequent, the personal hostility between Dewan P.N. Krishnamurthi and the first member of the Council V.P. Madhava Rao contributing in a large measure to the same. As observed by Dewan P.N. Krishnamurthi himself, A contentions and ambitious Councillors conscious of his
power to exercise too close a restraint on the Dewan and the wide field open for hostilities may, without endangering his position, prove obstructive to the despatch of public business. Undoubtedly such a result greatly depends upon the personal propensities of a Councillor; but where these exist, the present Council offers decidedly the widest scope for their exhibition.

Here Dewan P.N. Krishnamurthi was, without disclosing names, referring to the hostile attitude of the two Councillors—V.P. Madhava Rao and C. Madiah, particularly the former. Krishnamurthi even went on to observe\(^72\) that “the arrangement (of appointing two whole time Councillors) is by no means economical........If the Dewan is efficient and trustworthy, the advice of the Councillors in the ordinary business of the State will not only be needless but will operate as a harmful brake. If he is inefficient or otherwise unsatisfactory, the mistake must lie in his selection. It is wasteful to allow the choice to fall upon inefficient or untrustworthy men and then to attempt its correction by the employment of additional persons......

P.N. Krishnamurthi also felt that not having, worked altogether ‘smoothly and creditably’, the present Council has not fulfilled the condition of its continuance enunciated by the Government of India at the time of its Constitution in August 1902. During the second half of its term the other defects such as loss of vigour and despatch came into greater prominence and all the members of the Council (Now) unanimously hold that the working of the present Council is highly unsatisfactory.

The Dewan made a critical appraisal of the principles behind the constitution of the Consultative Council of the Maharaja in August 1902. He pointed out that\(^73\) the combination in one and the same person [V.P. Madhava Rao] of the two offices of Revenue Councillor and Revenue Commissioner was an abnormal arrangement. The union of two departments, one subordinate to the other, in the same individual, gave

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rise to many evils. It was only set right in 1904 by delinking the two offices. By thus depriving V.P. Madhava Rao of his appointment as the Revenue Commissioner, the Dewan P.N. Krishnamurthi had seceded in only increasing the former’s bitterness towards him.

The Dewan, referring to the old Regency Council, formed in 1895, said\(^74\) The Councillors and the Dewan held charge of certain departments and disposed of the non-schedule business without reference to each other except in matters of doubt, delicacy or importance on which the Councillors were obliged to consult the Dewan. In 1902 the amplified schedule was maintained but a collective procedure was for the first time prescribed with regard to non-schedule matters. According to the Dewan,\(^75\) this rule thus introduced into Mysore an experiment productive of many evils, though it was the anxious desire of the Government of India that ‘constitutional experiments should not be made at the expense of Mysore. But the power of the Dewan individually and of him and a Councillor jointly to dispose of the everyday business were formally defined in 1902. This course decidedly went against the grain of the organic structure of the constitution. They also resulted in dual control and unspecified responsibility. According to the Dewan\(^76\) the collegiate procedure of 1902 adversely affected promptness, vigour and individual responsibility. Further, the members of the council, including the Dewan, were made to feel by those provisions that they were kept too closely under tutelage and restraint.

The rules and procedure introduced in 1902 were certainly distasteful to the Dewan. As regards the advantages of the Rules of 1902 the Dewan was forth right in his views:\(^77\) Firstly, they may be regarded as a healthy check on the Dewan; but ......as imposing too strict a restraint on the Dewan, they are detrimental to public interest. Moreover, the multiple checks devised since 1902 in addition to those that already existed ought not to be lost sight-off in this connection. The chance of misusing any delegated power, if any, have been very
largely minimised by the greater voice the Resident was given in 1902 in the internal administration; by the greater authority latterly conferred on the Comptroller in matters of administrative Finance; and by the reduction of the Dewan’s powers of patronage even below the level of those of Departmental Heads..... Secondly, the procedure in question was regarded as necessary in order that the Councillors might keep themselves in touch with administrative matters and thus be enabled to tender efficient advice to the Maharaja in Schedule matters....

Dewan P.N. Krishnamurthi neatly summed up the situation then obtaining as follows: 78 .....the present Council has by reason of the collective procedure......has been just shown i) to be a pure experiment entailing many evils and having no analogy in the British Indian Government; ii) to be irreconcilable with the very fundamental principles of the Government as laid down by the Secretary of State; iii) to have led to dual control and undefined responsibility; iv) to have impaired the potency of the administration ; v) to have affected the celesty of work despite the utmost exertion of Government; vi) to have offered a wild field for discussions under circumstances favourable to them; and vii) in fine, to have failed to work “smoothly and creditably” and to have satisfied none of the Members of the Council.

Thus, Sir P.N. Krishnamurthi endeavoured to prove that the intentions as well as expectations of the Government of India at the time of setting of the Maharaja’s Consultative Council had remained unrealized. As regards the possible courses open for the future he expressed himself as follows: 79

1. A Consultative Council of 1881 composed mainly of retired was inefficient and a thorough failure.

2. The Executive Council of 1895 also completely inappropriate, particularly when there is a ruler with full powers.

3. The Consultative Council of 1902 was also unsuitable.
4. A Council with defined powers of disposal entirely inappropriate and inexpedient as such a course would necessarily collide with the theory of unlimited powers of the Maharaja and the principle of his personal responsibility which underlies the Instrument of Transfer. He further observed that the question of the Council as a Permanent institution is still an open one in Mysore.

As regards the question of abolition of the Council Sir Krishnamurthi noted that since it has continued to exist from the Rendition in one form or the other, its abolition would be a retrograde step. He further said that as a constitutional check a Council may be deemed to be necessary.

To set right the existing evils the Dewan proposed the formation of a Board of Commissioners on the lines explained in the Revenue Board Report. It briefly consisted of three alternatives:\(^80\)

1. The Council as at present and a Revenue Board with three Members.
2. Ex-officio Council of 2 Members, excluding the Dewan, and a Revenue Board with 4 Members.
3. A Revenue Board with 4 Members without a Council of any kind.

Both C. Srinivasiengar and C. Madiah, the First and Second Members of Council respectively opposed the Dewan’s proposals on several grounds. However, there was a consensus of opinion in the Council regarding the existence of certain defects and on the urgency of suitable reforms. In short, both the Councillors thought that a Revenue Board was unsuitable and nothing short of an Executive Council would meet the requirements of the State. The Dewan, on the other hand, was certain that a Board of Commissioners was the best remedy for the then existing evils and that an Executive Council for Mysore was absolutely out of the question. The Dewan remarked in conclusion as follows:\(^81\)
......Both the Councillors appear to think that the present attempt is one intended to concentrate all power in my hands. Nothing is farther from my purpose or can do greater injustice to my appreciation of the present situation. Nothing represents the resultant of my proposals more grossly. Various have been the checks imposed on the Dewan since 1902 as compared with the considerable freedom of action that the Dewan had till then....... The effect of my views would only be to transfer considerable power from the Government to an independent body like the proposed Board of Commissioners and to leave the rest in the hands of His Highness the Maharaja. In conducting the everyday business of the Government, His Highness must undoubtedly have a minister who would not, as now, exercise any formal powers seemingly independent of the Maharaja. In exercising even these, the minister would be subject to such multiple checks as are mentioned in para 18 of my Note-I, and to that which would be supplied by an ex-officio Council if it is decided to have such as Council.

The papers concerning the administrative arrangements were submitted by the Dewan to the Maharaja Krishnaraja Wodeyar-IV on 23rd of July 1905. D.N. Narasinga Rao’s Report contained a very complete account of the Board of Revenue as constituted in British India and also, proposals for the establishment in Mysore of a Board somewhat similar to the Board of Revenue in the Madras Presidency. The Maharaja agreed that the Dewan had too much work of an unimportant character, that the Council was an unsatisfactory body, and, that the powers of certain Heads of Departments might be usefully enlarged. He expressed himself in favour of trying to improve the Council’s efficiency on existing lines. He pointed further as follows:

My feeling is strongly in favour of a Council of some kind. As an adviser it has an appreciable value; secondly, it lends, in my opinion, dignity to the administration; thirdly, it is an institution that accords with ancient Hindu tradition; and lastly, it is a feature of the Government to which the people of Mysore have become accustomed,
the abolition of which would be regarded with suspicion and distrust. Further, the Maharaja stated: What is required is: (a). reconstitution of the Council, and (b) delegation of powers, not to a Board, but to agency already in existence. For the working out of details and the settlement of the Council question a conference or a strong committee will probably be necessary. But to make any scheme a success the first essential will be the appointment of an experienced and physically efficient officer as Revenue Commissioner and of a really able and properly trained General and Revenue Secretary. These must be secure at all costs, and, if they are not to be found in Mysore, it will be necessary to get them from elsewhere.

Accordingly, a committee consisting of the Dewan as President, and the Councillors E. Maconochie and the Revenue Commissioner as Member was formed to decide how the powers of certain Heads of Departments such as the Revenue and Excise Commissioners might be usefully enlarged, how the administrative machinery concerning certain Departmental Heads such as Director of Agriculture, Commissioner of Stamps, etc., can be improved and what provisions of law require amendment in consequence thereof.

The recommendation of the committee and also the views of the Members of Council with the Dewan’s observation on the setting up of an Executive Council were submitted to the Maharaja on the 7th December 1905. Pending the acceptance of the Government of India of the proposal, the terms of the two members of the Council, which were to expire in August 1905 were extended up to 31st March 1906. Dewan Sir P.N. Krishnamurthi retired from Dewanship on the same day and V.P. Madhava Rao was appointed to the post of Dewan of Mysore. T. Ananda Rao and K.P. Puttanna Chetty were appointed respectively as the First and Second Members of the Council.

Advantages was taken of the recent change of Councillors and the Dewan to revise the Rules of Business of the Council. In their letter.
to the Secretary of State for India, John Morley, the Viceroy in Council observed that the changes, which we have approved, have as their object the distribution of Executive Powers between the members, so as to enable them to dispose of some of the State business in addition to advising the Maharaja. The whole of the executive business of the State has hitherto been centralised in the Dewan and the change will, it is believed, ensure much greater despatch and regularity in the working of the administration. 86

In August 1906 a change in the working of the State Council was introduced in super session of Notification No. 36, dated the 8th August 1902. 87 The old Council came to be re-designated as "The Council of His Highness the Maharaja." As before it came to consist of the Dewan and two Members, whose duty it was to advise the Maharaja in all important matters. Separate rules were prescribed for the conduct of business in the Council. The work of the State was distributed by Departments between the Dewan and the Councillors which were liable to alteration at the Maharaja’s discretion. The modified rules invested the Members with a certain degree of administrative responsibility. Under the revised rules the members of the State Council, though not formally possessing any executive power as such, were empowered in their respective departments to pass final orders in the name of the Government instead of merely recording their opinions on all ordinary matters which were not of sufficient importance to require reference to the Dewan to the Council as a body. In a separate schedule were included certain subjects that were to be placed before the Council and submitted with the opinion of the Dewan and Members for the orders of the Maharaja. Further changes in the constitution of the State Council or the Rules of Business are left out as being outside the purview of this study.
Notes and References

2. *Despatch to the Court of Directors, London*, dated 3 August 1799.
4. *Ibid*, p 2716
5. *Ibid* p 2719
7. *Mysore Administrative Report*
8. M Shama Rao, p 387,
9. M. Shama Rao, P 389,
12. Footnote on Nagar disturbances.
16. Letter to Chief Secretary to Government, Fort. St. George, from Secretary to the Governor General, Camp Maunpur, 27 February 1832.
17. *Ibid*.
18. *Ibid*.
20. Despatch of 16 April 1867 by Sir Stafford, Northcote, Secretary of State for India, to the Governor-General.

24. No. 2542T., dated 9 November 1878.

25. *Ibid*.


27. Letter from Secretary to the Government of India, Foreign Department, to Chief Commissioner of Mysore, No 11001.T., dated Camp Lahore, 8 April 1879.

28. Foreign Department, No. 124, dated Simla, 22 May 1879

29. *Ibid*.

30. Letter to the Secretary of State for India, Foreign Department, No. 25, Political, dated Fort William, 3 March 1880.


32. Letter to H.S. Barner, Secretary to the Government of India, Foreign department, dated Camp, Ootacamund 14 May, 1902.

33. *Ibid*.

34. No. 104, 8 July 1881.

35. *Ibid*.

*Thumboo Chetty, the ex-officio member of the Maharaja’s Council was the district and Session Judge of Nandidurg Division at the time of his appointment. He had risen from the position of Head Sheristedar of the Judicial Commissioner’s Court to that of the District Judge at the time of his appointment to the Council. He was a member of the Catholic community and was known for his hard work and amiable disposition. He also officiated as the Dewan on a few occasions during the long years of Dewan Sheshadri Iyer’s administration. He retired as officiating Dewan in 1901.*

Purna Krishna Rao had been a deputy Commissioner during the days the British Commissioner. He retired as member of Council in 1888. Sabhaapthy Mudaliar was a Sheristedar. He, like Purna Krishna Rao, had retired from the Government service at the time of becoming member of Council. He retired in 1889.


37. *Ibid*.

38. A.R.M. for the years 1886-87 To 1890-91. P. 1
39. Confidential Note on Mysore, dated 8-11-1900.
40. Proclamation, dated Bangalore, 18 February 1895.
41. Letter from the Resident in Mysore to the Secretary to the Government of India, Foreign department, No. 26 C., dated Camp, Ootacamund, 14 May 1902.
42. N.S. Chandrashekhar, Dewan Sheshadri Iyer, Delhi, p191
43. Ibid.
44. Ibid.
45. Ibid
46. Ibid
47. Letter to the Secretary to the Government of India, Foreign Department, dated Bangalore 16 February 1901.
48. Ibid
49. Para 12, “A Brief Note on the Mysore Administration”, Confidential Memorandum dated 16 February 1901 being an Enclosure to proceedings of the Foreign Department, Govt. of India (No. 132)
51. Dated Bangalore, 20 February 1901 (Confidential) Vide Proceedings No.139,
52. Dated Bangalore, 20 February 901 being an enclosure (No. 1) to his letter to Secretary to Govt. of India, Foreign department (Vide Proceedings No. 138, March 1901)
53. Ibid
54. Ibid
55. Ibid
56. Telegram No. 1075 I-A dated 11 March 1901 from the Foreign Secretary, Calcutta, to the Resident in Mysore, Bangalore.
57. Para 8 of letter No. 26 C (Proceedings No. 216) to H.S. Barner, Secretary to Govt. of India, Foreign Department, dated Camp, Ootacamund 14 May 1902.
58. Despatch No 124, dated 22 May 1879.
59. Para 9 of letter No 26 C (Proceedings No 216) op. Cit.
60. Letter dated Otacamund, 2 May 1902 (Enclosure No.1, Proceedings No. 216)
61. Ibid, para 3
62. Ibid,
66. Dewan’s D.O Letter, dated the 27th June 1905, to the Resident in Mysore, Para. 2
67. Ibid Para 3
68. Ibid
69. Since the proposal to form a Board of Revenue in Mysore on the Model of such Boards in British provinces was not accepted finally, further discussion of the points referred to in D.M. Narasinga Rao’s Report and the discussion of the question in the consultative Council of the Maharaja does not seem to be necessary.
70. The Dewans’ Note, No. 1, (Para 17) Administrative Arrangements in Mysore 1901-1909, (Karnataka State Archives Library, Acc., No, (B) 014480).
71. Ibid, Para 15
72. Ibid, Para 17
73. Ibid, Para 8
74. Ibid, Para 9
75. Ibid, Para 10
76. Ibid, Para 13
77. Ibid, Para 18
78. Ibid, Para 19
79. Ibid, Para 20-25
80. Ibid, Para 28
81. *Ibid*, Dewan’s Note No. II Para 10

82. Letter dated 26th August 1905 to the Dewan.

83. *Ibid*, Para 6

84. *Ibid*, Para 18


86. No. 69 of 1906, Foreign Dept. (Internal) Simla, dated the 7th June 1906. Para 3