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A Historical Review**

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KARNATAKA ADMINISTRATION: A HISTORICAL REVIEW

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Abstract

The development of any administrative system in a State is a cumulative assemblage of administrative knowledge gathered over generations. The variations in administration across regions in the country as well as in the world are the product of historical events and an accumulative process through various experiences. Historically, it was the Kings and the noblemen who decided the process of administration and the only aim of the entire administrative system was to maintain the integrity of the state along with the welfare of the population. History is replete with examples of good and bad administrators (Kings or Sultanates), but the distilled precipitate points to the finally-emerged historical developments in public administration over the years. The administrative culture is developed through history and therefore, it becomes necessary to understand the development of this culture from an historical perspective. This paper addresses the development of administrative culture in erstwhile Mysore State and how it continued in the reorganised Karnataka.

Introduction

The administration of any organisation, and more so of a State, depends on a strong and committed body of civil service officers trained to carry out the administration efficiently and effectively. Historically, it was established that vertical structure has to be perfectly integrated upwards and coordinated horizontally. Many authors have stated that right from Kautilya to Behn (1998) administration has to be integrated vertically and horizontally. Indian history from Shishunaga; Nanda; Mauryan dynasties as well as the Indo-Scythians Kingdom and in the south Satavahana; Pallava; Kadambas; Gangas, Hoysala, Rashtrakuta to Vijayanagaram dynasties, provides us with a good number of treatises on the organisation of administrative systems (Historians such as P.B. Desai (History of Vijayanagar Empire, 1936), Henry Heras (The Aravidu Dynasty of Vijayanagara, 1927), B.A. Saletore (Social and Political Life in the Vijayanagara Empire, 1930), G.S. Gai (Archaeological Survey of India), William Coelho (The Hoysala Vamsa, 1955) and Kamath, 2001). Kautilya's Arthashastra is often referred to as one of the best treatises on Statecraft of Administration, delineating clear structures and duties towards the State. These structures were also mentioned in Shanti Parva of Mahabharata. In his treatise on Raj-Dharma, Rama Jois (1985) brought out evidence that the happiness of the subjects decides the stability of the King and the welfare of the people is to be ensured through administrative perfections (Jois p14), the responsibility of which is bestowed on the shoulders of the administrative structures. An elaborate description of the administration and its role in the welfare-State appears in ancient Indian literature and Jois (1985) emphasises that the success of the state-craft depends initially on the welfare of the officers managing it (Kautilya's Arthashastra by Shamashastra). Even during the

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Mughal Rule, the hierarchical system of administration and assembling it on an inverted tree structure for obtaining full control and a good grip of power always prevailed (Richard John, 1995). Mughal Administration was well-organised hierarchically with a decentralised power distribution as the core of the structure (Habib *et al* 1987; Sarkar, 1920, Lecture IV, pp 40-51). Sarkar (1920) illustrated this elaborately with the help of source material drawn for the six lectures from the historical records like Dastur-ul-aml or Mirat-i-Ahmadi. It is recorded that the hierarchical system began with Vazir, Diwan, Bakshi, Subedar and other officials (Sarkar, 1920, pp 40-51). Even the duties and work system of these officers were defined (Wilson, 1887). Therefore, the essence of any administrative system is that the bottom rung of administration supports and strengthens the upper layers to effectively carry out the civil administrative functions (Weber, 1947). That underscores the importance of the layered system of administration where the bottom and middle hinges assume significant importance. A renowned scholar on public administration Behn (1998), also underscored that the effectiveness of the delivery of public services depends largely on the administrative structures and the efficiency in the management of civil services on the internal integration (Behn, 1998, p 32).

Historically, today's Indian administration draws credence from two prominent sources, first, the Mughal Administrative system (Habib *et al* 1987 and Sarkar, 1920), followed by the British Administrative structures (Taylor, 1911). It was through the fine-tuning under the colonial rule one finds the reflection of today's administrative structure. The Mughal administrative system followed the "Inverted Tree Structure" earlier elaborated in Chanakya Neeti and created "*Subhas*" as a bigger unit (Division), further smaller unit as "*Sarka*", or "*Pargana*", and then village or "*Gram*" (Aine e Akbari). The officers were given charge of a Subha, a Pargana or a smaller region for collecting land revenue and depositing it with the treasury. The East India Company (EIC) followed the same system but fine-tuned it with British nomenclatures. Initially, the directors of the EIC were appointed as administrators after training at Hailey bury College in London. Macaulay's minutes changed the system through education reforms and introduced a merit-based British-type of Civil Services in India by 1854, and that continued as patrimony in our administrative structure. Even today, we have Collectors who do not collect anything and Commissioners who hardly commission any new venture. That was the origin of hierarchical vertical administrations with sub subservience as the core of ethical behaviour and under the broad assumption that the person who scores the highest marks can administer effectively.

During British rule, Civil Service officers were appointed through a competitive examination. The first open competitive examination was held in, 1893. As stated above, the Lord Islington Commission (GoI, 1915) followed by the Montagu-Chelmsford reforms (1919) and the Lee Commission (1923) gave special emphasis to including Indians in higher services. The services operating in reserved fields were in the second group. The Indians were included in these selections. The Public Service Commission in India began with the Indian Constitutional Reforms in 1919 which underscored the need for setting up an autonomous body for this purpose. This concept of a permanent body was included in the Government of India Act, 1919. That marked the beginning of the Public Service Commission in India. Later, the Government of India Act, 1935, also recommended Provincial Public Service Commissions on the same lines as the Federal Public Service Commission, and the entry was through competitive examination and an interview. Mysore administration followed these reforms scrupulously

as the successive British Residents ensured these aspects, but one can see the indigenous thinking of the Mysore administration in the implementation process.

The administrative system in Karnataka emerged from the culture of the State specifically imbibing the qualities of good administration like efficiency, effectiveness and welfare orientation for the population (Browning (1948). This culture of administration has a long historical background. A cultured person from Karnataka is an accommodative, peace-loving, humanity-oriented and structured thinker. Haranhalli Ramaswamy Committee (First Administrative Reforms Commission of Karnataka) report in its opening paragraphs quoted from Somadeva-Soori stating that *"The philosophy of 'Equality of all living beings' is not only important in the field of religion but also relevant for good governance for the maintenance and stability of the society. The administration has to uphold this cause. Somadeva-Soori also stated that the administration has to assist every citizen to achieve equally all the three Purusharthas -Artha, Kama and Dharma."* (Govt of Karnataka, 2001, p1). The philosophy of the administration in Karnataka matches this theme.

The erstwhile Mysore Province was transformed into the State of Mysore by merging portions of Bombay and Madras presidency, Coorg and a part from Hyderabad state. This was a combination of different administrative cultures into one unit, however, the Mysore State administrative structure was the core to the emergence of its administrative system with the changes that have taken place over the years. The name Karnataka was given to Mysore State in the year 1973 by the then State Government headed by Late Shri Devraj Urs. Though the word Karnataka has a history of almost six centuries, it was chosen to indicate a unified State. The word Karnataka has its origin in the twin words *karu* and *nādu*, meaning "elevated land". During the colonial rule, the then Government used Carnatic to indicate this region and before the third century BCE, this region was in the *Nanda* Empire and then was ruled by the *Mauryan* Empire known for establishing the basic administrative system in the country during that *Maurya* period. Southern ruler *Satavahana* was in control of a larger area in this region and the *Kadambas* and the Western Gangas to the reign of this kingdom. *Maurya* kingdom had one of the best ancient administrative systems and that has been noted by many authors (Wilks Mark, 2014; Rao, 1948).

The *Chalukyas of Badami* formed the imperial Kannada Empire coexisting with the *Rashtrakuta Manyakheta* having control over large parts of the Deccan (Kamath, 2001). The art, architecture, administration and intellectual development took place during these regimes which was the forerunner to the *Hoysala* culture of the 12th century. The architectural monuments and the ancient literature on administrative systems available in the State speak of the rich heritage in the manuscripts depicting the rich culture of artists and architecture of the State (Nair, 2012). The *Hoysalas* brought under control the region of modern Andhra Pradesh and Tamil Nadu and established the *Vijayanagara* Empire with its capital, *Hosapattana* (later named Vijayanagara). *Hoysalas*, in the year 1565, lost to the advancing Muslim kingdom and the entire region came under the Bijapur Sultanate. Adilshahi of Bijapur followed the administrative system given under the Mughals. This administrative structure essentially had the 'inverted tree structure' as the organisational arrangement. The flavour of the people and welfare orientation was added while adapting to the administrative scheme in Mysore State.

Administration in Mysore Kingdom under British Control

The Mysore Kingdom was under the Sultanate represented by Hyder Ali between 1761 and 1799. The administration was, therefore, organised on the lines of the Adilshahi Sultanate-type of administration which came down from the Mogul Empire to the Bijapur Sultanate and was followed faithfully by all the smaller kingdoms under the Sultanate. Some important modifications were included during the regime of Tipu Sultan (Hasan, 1951). One common thread in the administration that can be derived from this process was the continuation of the "inverted tree structure" right from the Mogul Empire to the British Raj. Interestingly, the Third Battle of Srirangapattana changed the Mysore Kingdom from under Tipu Sultan to the British reinstating the Mysore Maharaja. After the fall of Tipu Sultan, two parts of the Mysore kingdom were transferred to Madras Presidency and the Nizam of Hyderabad. The kingdom of Mysore was under the Maharani of Mysore and a five-year-old Krishnaraja III from the Wodeyar family was sworn in as the Maharaja of Mysore (Rao, Achuta, 2017). He was assisted by Diwan Purnaiah (also spelt as Dewan) who had by then served under Tipu Sultan and was known as one of the crafty administrators in the South. Naturally, the earlier administrative system continued in the State on the same lines. The East India Company appointed Lt. Col. Barry as regent and he took charge as the British Resident (Wilks, Major, 1861). The administrative system remained unchanged as Purnaiah continued as Diwan and the residents continued to be happy with the existing administrative structure.

The princely state of Mysore came under British rule in 1831, and the British Residents brought in some changes. The interventions by Major Stokes (1836-42), Sir Richard Meade, Saunders and Sir James Gordon (1870-81) brought in reorganisation in the Army as well as Civil Administration. Sir Mark Cubbon was in-charge from 1834 till 1860 (Sastri, K N Venkatsubba, 1932). His administrative acumen has been heralded as excellent in handling the kingdom (Hayvadana Rao, 1948). With his administrative skills, he first focused his attention on infrastructure development and the city of Bangalore which emerged as the capital of the State. Earlier, residents had focused on consolidating and strengthening the armed forces, Sir Mark Cubbon was more interested in the infrastructure and increasing the revenue by properly organising the administrative hierarchy. Accordingly, the revenue of Mysore State started increasing substantially giving larger scope for infrastructural development.

The administrative pyramid in the Mysore State included an Amildar who was given charge of a taluk to whom a *Hoblidar*, the caretaker of a *Hobli* comprising a few villages, reported (Government of Mysore, 1918). The office of the commissioner had eight departments - revenue, post, police, cavalry, public works, medical, animal husbandry, judiciary and education. Similarly, Sir Mark Cubbon also created a structured judicial system and took upon himself the authority for handling serious crimes. In some cases, he intervened and there were a few cases where he conflicted with the decisions taken by the courts (Sastri, 1932). The use of a uniform code of law across all classes was an innovative administrative norm in the Kingdom of Mysore. Sir Mark Cubbon also made administration a very strict rule based on pre-defined codes of law. Revenue officers taking bribes and a court officer holding extreme Wahabi tenets were dismissed. Sir Cubbon decentralised administration by creating nine departments or *kacheris* including revenue, judiciary, posts, police, public works, public instruction, military, public cattle and medical. The judiciary was hierarchical with the Commissioners' court at the apex, followed by the *Huzur Adalat*, four superintending courts and eight *Sadar Munsiff* courts at the

lowest level. Sir Mark Cubbon is credited with the construction of over one thousand miles of roads, hundreds of dams, coffee production and improvements in the tax and revenue systems (Rice, Lewis 1897).

After Sir Mark Cubbon, Sir Lewin Bowring became the Chief Commissioner in 1862 and held the position until 1870. Under Sir Lewin Bowring, the state was divided into three administrative divisions for ease of functioning. Each of these was placed under a British commissioner. There were eight districts in all, with each district looked after by a Deputy Commissioner, aided by the *Amildars* and *Hoblidars*. The property "Registration Act", "Indian Penal Code" and "Code of Criminal Procedure" were brought in improving administration but the judiciary and its functions were separated from the executive branch of the administration (Sastri, 1932 Rao, 1948 and Kamath 2001). Almost similar lines were taken by the first Administrative Reforms Commission (GoI, 1969). Sir Lewin Bowring expanded the education system with the formation of the Central Educational Agency, helping the kingdom modernise quickly. However, unlike Sir Mark Cubbon, Sir Lewin Bowring preferred to employ British officers. (Rice, Lewis 1897). In 1881, following a strong lobby favouring rendition, the British handed back the administration of Mysore to King Chamaraja Wodeyar VIII. Following this, the administrative system then was headed by a Commissioner that was changed to Dewan, with two Advisers and a British resident in the Mysore court (Rao, Achuta, 2017).

Mysore Administration: After Rendition

The State of Mysore was under direct British Administration for 50 years between 1831 and 1881. The Rendition of the Government to the Royal family took place in 1881. Thereafter, attempts to improve the administrative efficiency continued and that began with the Subordinate public services by prescribing the minimum general qualification that was required for the various grades of appointments along with training under experienced officers. Mysore was known for its model institutions among the princely states. Representative Assembly, equal to today's Legislative Assembly, was established during Maharaja Chamaraja Wodeyar, Legislative Council during Krishnaraj Wodeyar's early period. Maharaja Chamarajendra Wodeyar X appointed Shri Rangacharlu as the first Diwan of Mysore following the restoration of the monarchy. Shri Rungacharlu was appointed as Revenue Secretary by Mr Gordon in which position he reorganised the entire team of Commissioners and Deputy Commissioners bringing in a few committed native Indians to replace British highly-paid officers. Mysore state had promised citizens to follow the modern system of administration and thus, Shri Rangacharlu as Dewan of Mysore started favourable economic policies such as public loans and public works as well as building the railway line from Bangalore to Mysore was started. He wrote a small booklet titled "The British Administration of Mysore" published in London in 1874 (Not available now). His officers strived to reduce the expenditure on the Mysore treasury. Cutting down unnecessary costs they reportedly saved Rs 1.5 lakhs. Appreciating this, he was made a 'Companion of the Order' of the Indian Empire in 1880 (Rao, 1948). Mr C V Rangacharlu modelled Mysore Civil Service on the lines of the British Civil Service System. Similarly, he structured the financial system and increased the control of the experts in place of British officers. The culture of the people-friendly bureaucracy was trained as far back as 1881 and

continued through. Shri Rangacharlu served the state for only three years from 1881 to 1883 but achieved exemplary results.

With the help of the Diwans and the British residents, the Mysore state had established good governance with certain important ethical principles. These included: i. Officers must be men of character, ii. Military duties shall not be given to Civil Officers, iii. Executive and Judicial duties should be separate (a principle followed in First ARC), iv. Specialists and experts be in charge of departments; v. A separate Civil Service cadre be established. Lewin Bowring also brought in new Regulations, Civil Service Scheme, and Fiscal Policy Scheme. While transferring the state to the dynastic rule, the condition was put not to alter the system of administration and this was repeated in the Treaty of 1913 (Rao, 1948, Kamath, 2001).

Shri Seshadri Iyer became the second Diwan of Mysore, an Indian advocate, who was appointed in 1883, who served under Maharaja Chamarajendra Wodeyar X and after his demise in December 1894 continued under Maharaja Krishna Raja Wodeyar IV. He remained the longest serving Diwan of Mysore state(1883 to 1901) and administered Mysore for 18 years till his death in 1901 (Rao, Achuta, 2017). Most of the improvements in the infrastructure and administrative reforms happened under his stewardship. For the first time, he started the Mysore Civil Service Examinations and these were held in 1891, recruiting Civil Service Officers. He worked to improve the transport, irrigation and mining sectors, and extended the railway lines in the kingdom. The Kolar Gold Fields was established and constructed the famous Glass House at Lalbagh in 1889. On the health infrastructure, the Victoria Hospital was started in Bangalore in the year 1900. On the administrative side, for the first time, he started selection of officers to Mysore Civil Service (MCS) by conducting examinations and selecting the best talents. The appointments were made following the principles laid down by the Government from time to time. Mysore Civil Service functioned very effectively in the State since 1891 with most of the native officers. Till then, no attention was given to appointing native persons to higher posts. Before this, only in 1874, during the period of the British Commissioner, an attempt was made to improve public service by direct appointments to it of young men of education and good antecedents. The scheme, however, was aborted immediately for unknown reasons. After 1891, recruitment was made to the positions of Assistant Commissioners from MCS and also from among the members of the families of officers and loyalists of the Mysore state and from the distinguished officers in the subordinate services.

During this period the role of experts and trained personnel was well recognised and increased substantially. The Mysore Civil Service Scheme provided for the recruitment of Probationary Assistant Commissioners by November 1891. This was sanctioned by the Government of Maharaja with the formation of Subdivisions promoting the convenience of the people and for the training of the future heads of the districts. For a few years, recruitment of Civil Service officers was kept in abeyance. Recruitment of Mysore Civil Service was demand-based and hence, irregular as per the demand for state officers.

During this time, Shri K. Seshadri Iyer also encouraged gold mining at Kolar Gold Fields and put in extensive coffee plantations and railway lines. The Assembly elections were held with a three-year tenure for elected members. Taluk boards were formed giving decentralised authority at the lowest level, the Mysore Civil Service Examinations were held regularly from 1891 and the Department of

Geology and the Department of Agriculture were founded in 1894 and 1898 respectively. Other notable achievements include the construction of the Vanivilas Sagar dam across Vedavati River, the initiation of the Shivanasamudra hydroelectric project in 1899 being the first such major attempt in India, electricity, and the supply of drinking water through pipes to Bangalore. The founding of the Archaeological Survey of Mysore in 1890 and the Oriental Manuscripts Library at Mysore were innovative attempts during those years. A few days after the installation of the young Maharaja, the new administration assumed its full form. To assist the Diwan, Sir Seshadri Iyer organised an Executive Council called 'Diwan-in-Council' of three whole-time members. It was constituted with Shri TRA Thumboo Chetti, Shri P.N. Krishnamurthy, former Judge of the High Court and a direct descendant of Diwan Purnaiah, and Shri Abdul Rahman, who was a Deputy Commissioner. The state framed the rules for the functioning of this Council. The rules related to the appointment of officers to the upper grade of Civil Services in all its branches (Kamath, 2001). The 'Diwan-in-Council' was to distribute the work of the State between the Diwan and the three Council members. The Member in charge of a Department had the power to dispose of all matters of the department they were assigned. However, certain delicate and important matters were referred to the Council. Then the Diwan would take a final decision in consultation with the whole Council. The decentralisation of Administration found its roots in Mysore state early. The guiding principle was that in case no unanimous decision was reached in the council, such matters were to be referred to the Regent. The Resident at times used to refer matters to the Government of India. The Diwan had the right to call for papers from any of the departments assigned to a member of the Council for reconsideration in the Council. The administration was organised in a decentralised manner but still with a concentration of powers in the council. Interestingly, the Maharaja had almost little role in the nitty-gritty of the administrative processes. The palace arrangements and the Civil List expenditure were entirely in the hands of the Regent and the Council. Among the major interventions by the Regency were the construction of the Marikanve reservoir, the Kaveri Electric Power Scheme, the Census of 1901, reconstruction of the Palace destroyed by fire, and management of the breakout of the epidemic plague.

Owing to the disastrous effects of the great famine in 1897-98, whatever benefits the British Administration had brought in could not be used to the fullest extent at the time of the transfer in 1881. Thirty Years of Administration with Indian Diwan shelped to import a progressive outlook through improvements and changes introduced in some of the departments of the State. During these years, the Mysore state administration could get significant infrastructure done till 1901. The most significant larger developments and outstanding achievements under the regime of Mysore native rulers are the establishment of a Representative Assembly, the Cauvery Hydroelectric Scheme at Sivasamudram, the Marikanave Reservoir and extensions of channel irrigation in places along the Cauvery, Kabini and Hemavati Valleys. The cities of Bangalore and Mysore were improved and extended. Earlier railway lines, which were 50 miles in length in 1881 with an invested capital of Rs. 25 lakhs, increased to 411 miles with an outlay of Rs. 250 lakhs in 1910-11. The provincial road mileage also doubled during 1881-1911. The population of the State, which in 1871 was 50.55 Lakhs fell to 41.86 Lakhs in 1881 on account of the famine of 1876-1878& 1897-98 and rose again rose to 58.80 Lakhs in 1911, showing an

increase of 15% over that of 1871. This was probably because some of the people who had left the State during the famine returned due to better times.

Besides the interventions by the Council and Diwans, some of the officers of the British Government also rendered remarkable services to the State administration both as residents and heads of certain sections. Sir Gustav Herman Krumbiegel of Germany changed the landscape in the field of Horticulture and Gardens. He arrived in India at the age of 26 and helped in establishing over 50 gardens of tea and coffee plantations. Many tea estates of Ooty, the palaces and towns in south Mysore and the improvement of the rocky terrain of Bangalore go to his credit. Bangalore was transformed into a Garden City through the efforts of Sir Gustav Herman Krumbiegel. It was more than a century ago that Sir Gustav Krumbiegel established the Horticultural School in the princely state of Mysore, a first for India. The contribution of a legendary horticulturist who was encouraged by the Diwan of Mysore was exemplary. The elevation of the Bangalore Municipal Council Building was designed by him in 1927. Maharajah Krishnaraja Wodeyar IV commissioned a painting and a bust of Krumbiegel which even now is in the Mysore Palace. His very last assignment for the Indian Government was to landscape the Raj Ghat memorial gardens for Mahatma Gandhi when he was 90 years old. In an overall analysis, the people-friendly and welfare-oriented administration was put in place in Mysore province even in the presence and of course with the support of the British officers.

Mysore Administration from 1901 to 1950

Maharaja Krishna Raja Wodeyar IV took full charge of Mysore in 1902, even though he was Maharaja of Mysore but worked under the resident till 1902. He made it very clear that he wanted to streamline administration (Kamath, 2001). He proceeded to deal with Civil services, as he was aware of the value of good Civil Service which will mean efficient governance in the state. Mysore Civil Service cadre was revised, and prospects improved. Admission to Mysore Civil Service was through a tough admission test monitored by an independent committee which had one or two Professors from Madras University besides high officers of the State. A certain number of positions in Civil Service were reserved for Mysore state citizens and rest were offered for open competition.

After the retirement and subsequent death of Shri Seshadri Iyer, Shri P.N. Krishnamurthy was appointed the Diwan of Mysore. He had joined the Mysore Civil Services as Assistant Superintendent in 1870, immediately after the restoration of the throne to the Wodeyar dynasty (Rao, 2017). He belonged to Diwan Purnaiah's family. He was a law graduate from Madras and had served as a judge of the Chief Court before being appointed Diwan in 1901. He introduced electric lighting in Bangalore city (the first city in India to get electric street lighting) on 3 August 1905, whilst he was Diwan. As an initial task, he created a Secretariat Manual to maintain records, and the introduction of British administrative methods and the founding of the Co-operative Department in 1905 were his important contributions.

Following him, in the year 1906, Shri V.P. Madhava Rao was appointed as the next Diwan on 30th June 1906 and continued till 31st March 1909 after that he joined Baroda as Diwan. During his tenure, the conservation of forests was given priority along with framing the procedures for the newly-started Legislative Council in 1907. The Bethamangala tank was improved to provide water to the industry. A new agreement was signed with the London-based Mining Company leasing out the deposits

for 30 years on the condition of paying 5% Royalty on gross output and 2.5% on all dividends declared by the Companies. A reputed Geologist, Sir Robert Bruce Foot, who had done extensive work in pre-history as the Superintendent of the Geological Survey of India, was appointed as the Director of the newly-created Department of Geology. He did very useful work in identifying iron-ore deposit areas in the State, particularly in the Bhadravati region. There was remarkable development in Gold Mining Industry in this period, Mysore being the only region in India to have deposits of this precious metal. Within a decade from 1891, the population of Kolar Gold Field increased five times, from 7,085 to 38,204 by 1901. The royalty received during the Regency amounted to Rs. 91 lakhs. Following the wave of Cooperative movement in the country, he started the Central Co-operative Bank in Bangalore. Vokkaligara Sangha was established in 1906 and was supported by the Maharaja and the Diwan. Mysore News Paper Regulation Act of 1908 was enacted during Sir Madhava Rao's regime. He was followed by Shri T. Ananda Rao who took charge on 1st April 1909 and continued for three years till 10th November 1912. He was the son of the illustrious Diwan Shri T. Madhava Rao. Earlier, he had served as the Assistant Commissioner of Bangalore, Hassan and Kaduru, and as Deputy Commissioner of Hassan and Mysore. He was also Chief Secretary to the Diwan of Mysore and Director of Agricultural and other Statistics from 1897 to 1904. He had also looked into the accounts of the palace and revenue Commissioner and the Legislative Council of Mysore. During Shri Ananda Rao's tenure, quite a few interventions were taken towards economic development of Mysore. He was the one who invited Sir M. Visvesvaraya to be the chief engineer and secretary to government of Mysore in 1909. Under his instructions and the engineering acumen of Sir M Visveswaraya, a reservoir project was initiated in 1910 for the power station at Shivanasamudra. In the same year, the Mysore-Hassan railway line was extended linking Saligrama and Yedatur with the line at Arsikere. He was awarded the 'Companion of the Order of the Indian Empire in 1910' by the then British Government. However, he continued with the existing administrative structure and did not make any significant changes.

After Shri T. Ananda Rao Thanjavarkar, who served as the Diwan of the Mysore kingdom till 1912, Sir Mokshagundam Visvesvaraya, a skilled engineer, was appointed as Diwan of Mysore, deviating from the norm of appointing Civil Service Officer as Diwan. Sir M. Visvesvaraya was known for his acumen and sincerity as also devotion to duty. He was forthright in his approach and never minced words to express himself very clearly in no uncertain terms. He served as Chief Engineer of Mysore state and had rich experience in developing the irrigation system in Bombay state and also in Karnataka (Visveswaraya, 1951). After his retired from British services he joined as Chief Engineer and Secretary to the Government of Mysore in 1909 before ascending to the position of Diwan of Mysore State. He was knighted as a 'Knight Commander of British Indian Empire' (KCIE) by King George V, for his contributions to the public good. During his period, the membership of the Mysore Legislative Assembly was increased from 18 to 24 with powers to discuss the state budget. He initiated Mysore Economic Conference and expanded into three committees; Industry and Commerce, Education and Agriculture, with publications in English and Kannada. During his tenure, village panchayats, local boards and municipalities were headed by elected members. A long list of important projects was commissioned during his time including the construction of the Krishna Raja Sagar dam, the Government Soap Factory and the Mysore Sandal Oil Factory, the founding of the Iron and Steel Works in Bhadravati, and the

Mysore Bank in 1913. He established the University of Mysore in 1916, the Mysore Chamber of Commerce and Industry, the Visveswaraya College of Engineering in Bangalore and the Karnataka Sahitya Parishad. From that time onward, the Economic Conference continued to function as a regular State institution during his term of office in Mysore State. He was well known the world over awarded many prizes and decorations by the British Government besides, the Indian Government recognition of his services by awarding him Bharat Ratna, the highest Civilian Award in the year 1955. Sir Visveswaraya continued as Diwan of Mysore till December 1918 and resigned after opposing the implementation of the reservation policy (Visveswaraya, 1951). Sir M. Visveswaraya had full support from Maharaja Krishnaraja Wodeyar IV, and he contributed significantly to the general development of Mysore. He was an intellectual of excellence and was recognised with honorary membership of the London Institution of Civil Engineers, a fellowship from the Indian Institute of Science (Bangalore), and several honorary degrees including D.Sc., LL.D., D.Litt. from eight universities in India. Infrastructure development, technological advances, planning for development and people-orientation of bureaucracy were the hallmarks of his administrative talents. Besides his contribution to the State administration, he had set before the officers of the State as a model administrator who held the highest personal ethics, sincerity and devotion to work as his highest primacy. He was responsible for setting people orientation as the core of the culture of administration in the state.

After the successful career of Sir M. Visveswaraya, the Maharaja appointed Rajasevadhurina Sirdar Sir Maddur Kantharj Urs as Diwan of Mysore, the first Diwan from the royal Urs family related to the Maharaja. He belonged to the branch of the Maddur family and his eldest Sister Smt. Maharani Kempa Nanjammani was married to Maharaja Chamaraja Wodeyar. His wife was the daughter of Maharani Kempa Nanjammani. It was during his times that the Mysore state began the reservation policy in Civil Services Examination Government through order No: 1827.80 EAG.308 dated 16.5.1921, by which the Government constituted a Central Agency for recruitment, named Central Recruitment Board. It was recommended by the Miller Committee which was constituted by Krishnaraja Wodeyar IV, the Maharaja of Mysore in the year 1919. Substituting competitive examination by a Board of Selection for recruiting officers to the higher grades of services such as the appointment of Assistant Commissioners and Munsiffs. The board selected some through open competitive examination, and others were nominated, while the rest were promoted from the subordinate services. Urs served for four years and handed over charge to the first ICS officer Sir Albion Rajkumar Banerjee, who served between 1922 and 1926 as Diwan of Mysore, earlier Banerjee served as Diwan of Kochin and later as the Prime Minister of Kashmir. He had worked under the earlier two successive Diwans of Mysore and therefore, had participated in all the ongoing developmental programmes. His noted contributions were more in the form of books on his experiences and left Mysore to become the Prime Minister of Jammu and Kashmir.

After Mr Banerjee (ICS), Maharaja Krishna Raja Wodeyar IV appointed Sir Mirza Muhammad Ismail –'Amin-ul-Mulq', as the next Dewan illustriously served the Mysore kingdom between 1926 and 1941 (Kamath 1998). Sir Mirza Ismail had earlier served as the private secretary to the Maharaja and that gave him a chance to work closely with Sir M. Visveswaraya. Before assuming the position of Diwan of Mysore, Sir Mirza Ismail was a member of the Mysore Civil Service since 1907 bringing with him a

rich experience in administration. After his services in Mysore he also served as the Diwan in the provincial states of Jaipur and Hyderabad. Amongst his prominent endeavours towards development are the expansion of the Bhadravati Iron Works and starting a cement and a paper factory in Bhadravati as initial steps. He established a porcelain factory and a glass factory in Bangalore, a sugar factory at Mandya and the first fertilizer factory in Belagola. An able administrator with a penchant for gardens, he founded the Brindavan Gardens at KRS Dam and got it designed by German Botanist and Horticulturist Sir Krumbiegal (Mirza 1954). The establishment of Mysore Medical College and the Kaveri High-level Canal to irrigate 1.2lakh acres in Mandya district are credited to the development thinking of Sir Mirza Ismail. During the long tenure of 15 years as Dewan, Mirza Ismail established the Bangalore Town Hall, the first rural electrification programme, and the famous Brindavan Garden at the KRS dam. Sir C V Raman wrote about Mirza Ismail: *"He was a superlative administrator and set an inspiring example to the officials by undertaking extensive tours and personally looking into the grievances of the people"* (Kamath, 1998). Over his fourteen years of service, Mysore State made substantial progress in the field of industries, both in the private and public sectors. Lord Sankey said during a Round Table Conference that Mysore was the best-administered state in the world. Princes from other sections of India were sent to Mysore for administrative training. Mirza Ismail had a deep love for his state and encouraged Sanskrit and made Kannada compulsory for all in the State. In his address to the Tenth Annual General Meeting of the Mysore Civil Service Association he spoke: *"A man may be excellent from many standpoints-educational and physical-but if he proves incapable in service, he should be kept back, if not removed from service. It is a mistake to promote men on the score of mere seniority if they do not deserve it by their work and conduct. It is a great mistake to keep on men who do not deserve to be kept on"*, (Mirza, 1935 p1). He believed "If Sanskrit would be divorced from the everyday life of the masses of this country, a light would be gone from the life of the people and the distinctive features of Hindu culture which have won for it an honoured place in world-thought would soon be affected to the great disadvantage and loss both to India and the world." (Kamath, 1998). A major part of his administration was spent in suppressing various kinds of public disturbances. He had to do a great deal of tight-rope walking in the face of popular agitations conducted by the Congress Party. He presided over the 10th Annual General Meeting of Mysore Civil Services Association on 23rd March 1935 and gave his views about administrative acumen. Calling on the officers to give their best he said: *"We public servants, even more, perhaps, than the ordinary citizen, must give earnest consideration to this change and adapt ourselves to our new responsibilities. Good government is behind all prosperity. There can be no safe business prosperity, no social uplift, no real happiness, without good government: and it is our duty-your duty, gentlemen, to see to it that we have the right machinery to ensure good government: to see in it that we discharge our duties, each of us in his sphere, to the best of our ability and with the constant desire to help our fellow-citizen, to promote the happiness and prosperity of the state"* (Mirza, 1935). *Mysore is a fine living country, with its natural resources, its many opportunities for human advancement. Mysore is worth serving"* (Mirza, 1935). He was a different personality altogether and Ceylon News wrote about him saying: "He was an autocrat with democratic instincts. A dictator with a weakness for having a constitution. A capitalist with socialistic leanings. An idealist with an intense practical outlook. A dreamer with the astute mind of a businessman. A most charming man

but a very stern and strict official. A perfect host but an indifferent friend" (From a lecture by Niranjan, Star of Mysore, 7-11-2020). Sir Mirza Ismail was an iconic administrator with an eye on the development of the State and thereby he implanted an excellent administrative culture in the soils of Mysore. Under his administrative acumen came Bengaluru's iconic Town Hall, Hindustan Aeronautics Limited, along with several industries. He was a keen town planner and Bangalore's glory has to be credited to his interventions. The development of Wilson Garden, Kalasipalayam and Gandhi Colony and many other developmental works go to his people-friendly administrative judgement. He was an astute statesman and had perfect relations with the British Government on one side and with the leaders of the Indian National Congress on the other. Following King Krishnaraja Wodeyar IV's death in 1940, he continued as the Diwan with King Jayachamaraja Wodeyar, and then he resigned in 1941 to join as Prime Minister of the Kingdom of Jaipur.

After the resignation of Sir Mirza Ismail in 1941, Sir Nyapathi Madhava Rau, a Mysore Civil Services Officer, was appointed as the Diwan of Mysore between 1941 and 1945. Earlier, he had served as the Trade Commissioner for Mysore State in London and was later appointed Chief Secretary to the Government of Mysore. Recognising expertise was one of the hallmarks of these high-level appointments. He then went on to become a Member of the Council and Diwan of the State. After recognising the importance and the need for a Department of Statistics, it was established in July 1944. Pradhan Shiromani Sir Nyapathi Madhava Rau, CIE, took steps towards the establishment of the Department of Statistics, even though the initiative came from Sir Mirza Ismail, the earlier Diwan of Mysore. It was named as Bureau of Economics and Statistics in 1956 and after a decade in 1966, it was declared an independent technical department. Shri A Ananthapadmnabha was the first Director of this newly-constituted department and he served for the first two years. Later in 1984, the Bureau of Economics and Statistics was renamed as Directorate of Statistics when Dr Nanjundappa was the Secretary of the Planning Department of the State. Statistics as a subject was introduced in 1924 in Maharaja's College Mysore and the graduates were initially absorbed in the State services. Dewan Madhava Rau served as a member of the Drafting Committee of the Indian Constitution and his strong views against making Hindi the National language are well known. However, due to the fervid political activity in the country, not many new developmental initiatives that took place during his time or possibly his time were devoted more to law and order issues as the freedom movement was at its peak. The period after Sir Mirza Ismail was more of an administrative assimilation phase when all the measures were introduced by the devoted and administratively eloquent Dewans. On one side these changes and the implementation process was exerting pressure on the Mysore government and on the other side, the freedom movement of India had reached its peak. All were impatiently waiting for the declaration of freedom and thus, any administrative changes took the back seat. The entire situation was handled very craftily with soft gloves. After the short stint of Dewan Madhava Rau, Shri Arcot Ramasamy Mudaliar was appointed as the Dewan. He had in front of him the prestigious task of acceding the Province of Mysore to the Indian Union and in a press conference held in June 1947, he announced the decision of the Maharaja of Mysore acceding to the Union of India to become Mysore State. The then Maharaja of Mysore Jayachamarajendra Wodeyar signed the instrument of accession, incorporating the Kingdom of Mysore in the Union of India. The territories of the erstwhile princely state

of Mysore were then reconstituted into a state within the Union of India Mysore. Further, the Maharaja had also sent Sir Madhava Rau as a representative to the Constituent Assembly. An Instrument of Accession was framed and that was signed by the State of Mysore.

The important contributions *to **the culture of administration** in the old Mysore State included a structured approach towards administration even though it was on the lines of the administrative system prevailing in the Sultanate earlier and subsequently modified and encultured in the administration of Mysore style.* The appointment of Dewans by the Maharaja from time to time introduced significant changes and processes. The successive Dewans strove to give people-oriented governance that began with the first Diwan and was followed by successive Diwans who concretised the approach with significant modifications. The administration was more people-friendly and officers were highly devoted to their duties. Development orientation was the singular driving force for many of the Dewans who served the state. Among them, the contributions of Shri Rangacharlu, Shri K. SeshadriIyer, Sir Madhva Rao, Sir M. Visvesvraya and Sir Mirza Ismail were in true sense exemplary and had set right the entire administrative structure of the State in a systematic manner. Decentralisation of power and a pyramid-like structure of administration was the hallmark of the Mysore administrative model. Successive administrators engendered a systematic rule-based and a development-oriented governance in the State. This began right from the first Dewan Purnaiah and continued thereafter. Most of them had followed a welfare-oriented approach and in a true sense established welfare-based governance. That cultural trait continued thereafter.

Development of Civil Services in Karnataka after Independence

Mysore was one among the very few kingdoms where the Maharaja delineated significant powers to the Diwan and other officers. The Maharaja also gave a green signal to start the civil services where appointments were made purely based on merit. Sir Seshadri Iyer as Diwan of Mysore started the Mysore Civil Service Examinations that were held for the first time in 1891. After that in May 1921, under the Maharaja of Mysore, Rajarshi (Nalvadi) Krishna Raja Wodeyar IV, the then Diwan of Mysore, laid the establishment of the Central Recruitment Board. Initially, this was headed by a Commissioner Secretary. Here, the direct recruitment with reservation policy (given under Miller Commission,) was thought of and recruitment rules were reconsidered. The earlier procedures and rules were revised following the Justice Leslie Creery Miller Committee report. Until 1917, Mysore Civil Services were under the control of the Dewan of Mysore and the appointments were largely made based on personal interviews. While establishing the Mysore Civil Service recruitment the then Dewan Shri M. KantrajUrs and Mr Banerjee followed the system prevailing in Madras Presidency, which was quite fair. This process continued till the accession of the province to the Union of India.

The Maharaja of Mysore His Highness Jayachamraja Wodeyar signed the instrument of accession on 24 Sept, 1947 and gave his concurrence. From then the Maharaja was designated as Rajpramukh and continued in that position till 1975. Following this, a responsible Government was formed under Mr K C Reddy as the first Chief Minister (CM) and Dewan Shri Arcot Ramasamy Mudaliar continued as the link between the newly-formed Mysore State Government and the Rajpramukh Maharaja. In the first assembly election, Congress party recorded a very impressive victory and its

leader Shri Kengal Hanumanthaiah became the first elected CM of the Mysore State in 1952. Shri Kengal Hanumanthaiah was development-oriented and encultured in the Mysore administrative ethos. His development thinking was quite visible and he envisioned the picturesque assembly building Vidhan Soudha as an exemplary architectural marvel that became an important tourist attraction. His administrative acumen had set right the entire administrative system and during those days he selected the best of officers from the Mysore Civil Services to serve the state in high positions. In the early years after Independence, there were a few disturbances in the neighbouring Kannada-speaking regions but these were handled astutely by the officers of the State. After the report of the States Reorganisation Committee, Mysore State was formed on 1st November 1956. Shri Kengal Hanumanthaiah was drawn to join the First Administrative Reforms Commission and he headed that after Shri Morarji Desai joined the Union Cabinet. Shri Kadidal Manjappa was the second Chief Minister of Mysore State in the year 1956 and served only for a very short period of nearly two months (19 August. 1956 – 31 October 1956). He only had to continue the processes initiated by Shri Kengal Hanumanthaiah of implementing radical land reforms by introducing laws related to the abolition of absentee landlordism and recognition of the right of cultivators. The Tenancy Act, along with many other progressive Acts, like the Inam Abolition Acts, were enacted. The administrative system of the new independent Mysore State continued on the same lines and followed the best governance practices.

In the administration of Mysore state, except for Mr Banerjee, no officer of Indian Civil Service was borrowed by the Maharaja to be Diwan of Mysore. Most of the senior administrators were drawn from the Mysore Civil Services Officers serving in the State earlier either through rigorous selection or after reviewing their work with State for over years. Shri Puttaranga Shetty, senior-most Officer from Mysore Civil Service, was appointed as the Chief Secretary to Government in the State after Independence. It was following the Government of India communication which suggested that the senior-most officers of Princely State Services could be absorbed in the IAS cadre, the officers, namely Shri G.V.K. Rao, Shri N. Narasimha Rao, Shri D.J. Balaraj and other few officers got into IAS of Karnataka cadre and placed at appropriate seniority in administration. Shri S. Nijalingappa, as Chief Minister of Mysore, requested for an ICS Officer with knowledge of Kannada to be lent to Mysore State. On this request Government of India provided services of Mr P.V.R. Rao, an ICS Officer of Bombay State, to serve as Chief Secretary on 1.11.1956. He worked as Chief Secretary of Mysore state for about four years and he was followed by the MCS officers who were awarded IAS. During this time, he attended to the codification of rules and regulations in administration. P.V.R. Rao took help from the regulations prevailing in the merged territories and evolved new regulations. Personnel of different states and interstate seniority were created and as few problems emerged these were resolved. Some of these litigations went on for years in the Courts.

After Independence and signing the accession instrument, the State Public Service Commission (Mysore Administrative Services (MAS), which later on became Karnataka Public Service Commission (KPSC)) of the State. Was constituted in 1951 under the provisions of the Constitution of India with Shri H.B. Gundappa Gowda, as the first Chairman and Sri George Matthan, and Sri H.M. Mallikarjunappa, as Members of the Commission. Till 1959, there were no rules available for recruitment for the appointment of administrators. It was in December 1959, MAS (KAS) Recruitment Rules 1957 were

brought into force and direct recruitment was initiated for MAS (KAS) by the State Government. The first batch of MAS (KAS) Assistant Commissioners and Tahsildar probationers with gazetted probationers of many departments of the Government of Mysore were recruited in October 1962. Initially, it was planned to have regular recruitment under these rules but discontinuity became a hallmark of the process of recruitment. The next batch of gazetted probationers was recruited in 1969-70, 1972 and 1974 under the recruitment rules. The initial process of recruitment had written examinations and interviews and the process was quite transparent.

When Dr G.V.K. Rao took charge as Chief Secretary of the Government of Karnataka, he made a comprehensive proposal to recruit Gazetted Probationers for five batches to have youngsters recruited as Probationers. He proposed timelines for such recruitment process beginning with a Notification, Conducting Examination, Declaration of the Results, Conduct of interviews and appointment up to Issuing of orders through PSC. He convinced the authorities for this and the proposal was taken forward by Dr G.V.K. Rao. He monitored the process at the level of the State Public Service Commission. For many years KPSC adhered to the timelines given at that time. Recruitment of Gazetted Probationers under the scheme was done in five batches. Dr G.V.K. Rao inaugurated the first training programme for the probationers and gave a very interesting motivational speech. Further recruitment of Gazetted Probationers became a subject of litigation due to some unpleasant instances. Due to the litigations, there was a delay in the selection of candidates by PSC as the litigations in the Courts took a long time.

Karnataka State is quite proud of its effective implementation of the Land Reforms Act, and all the work finds its credit to be given to the Deputy Commissioners and Assistant Commissioners and equivalent KAS Officers. However, even when some promotions were effected in 1975, the service conditions did not improve. Officers promoted as Assistant Commissioners (KAS Junior Scale) Officers headed Land Tribunals. Officers from the KAS cadre worked on the Land Tribunals to the satisfaction of the Government and their work was cherished as this was a quasi-judicial function of officers. Shri Devaraj Urs as Chief Minister of the State of Karnataka and Shri G.V.K. Rao, as Chief Secretary to Government, established the procedure of recruiting to the KAS cadre almost regularly.

Conclusions

Karnataka is one of the states blessed with ardent and duty-conscious administrators right from the beginning, who have served the state with great pride. The culture of devoted administration and people-oriented government continues in Karnataka at all levels. There are quite a few incentives and accolades that the top-level officers of the Government of Karnataka get either from the Central or the state governments. It is the middle and bottom-level officers who make the pyramid of administration stand upright and unshaken. It is this bottom-of-the-pyramid that matters a lot in portraying the best administrative skills of the State. There are two groups of officers we find in the State bureaucracy. We hasten to add that this is not an exhaustive grouping of the outstanding bureaucrats who served the state with perceptive consecration and unshaken ethics in administration. The first group are those officers who are remembered to have left their indelible mark in the demonstration of Karnataka as administrators and their services were rewarded. The second cluster contains officers from the KAS group who have given their exceptional dedication to the administration of the State.

Understanding the history of administration has a few specific intentions. First, it is necessary to understand the culture of administration in which the newly recruited officers get enculturated to effectively administer the State-designed programmes and to generate maximum welfare for the population. Mysore State, right from the beginning, had created a very perceptive ethos painstakingly and it is to the credit of many Diwans of the erstwhile Mysore State that they brought in a few important qualities in the administration as an important precipitate that continued over the years. Devotion to duty and rule-based administration is the first and the foremost virtue that the generations of administrators in Karnataka imbibed very effectively from the erstwhile Mysore Civil Services. The people-orientation and passion for enhancing the welfare of the State became one of the most inherent qualities of the administrators over generations. While the IAS officers take the top positions, the KAS administrators formed the middle level of the pyramid of administration and that was most effectively carried out over years for the last hundred years in the State. It is interesting to know that the IAS officers from all over the country assigned to the Karnataka cadre imbibed the culture of administration of the state within the first few years. Therefore, the humility and humane approach of the officers in the bureaucracy of Karnataka is rarely visible elsewhere. Initially, it was through the competent officers of the Mysore Civil Services and later on those from the Karnataka Administrative Services provided their best efforts to enhance the administrative excellence in the State along with creating a conducive administrative ethos. Learning the history of administration also indicates quite a few pitfalls and opportunities from the miscalculations committed earlier and one of the important inaccuracies lies in incentivising the middle level of administration properly. Even during the Maharajas period, there used to be frequent reviews and reforms in the administrative system which unfortunately got bounded only in the periodic Pay Commissions appointed by the State Government, which have rarely attended to the incentive structure in this pedestal of administration.

Karnataka, with the help of these efficient administrative structures, has been able to achieve great strides in overall development despite half of the State being climatically vulnerable. Droughts, famines and floods are regular visitors to the State. The crop pattern and industrial development do not compare with the best of the states in the country but still, Karnataka has made its position not to be shaken over the last seven decades. There are many firsts that Karnataka can take pride in and this was simply possible because of the philosophy of administration in the State. Land Reforms Act was quite effectively managed in the State of Karnataka along with the spread of agricultural technology to the habitual drought-prone areas in North Karnataka. Karnataka is the only state which has brought out agricultural policies and made changes to them periodically. The number of policy documents available for the State certainly surpasses any other developed state in the country. Irrigation development has been far better than in the neighbouring states and therefore, the farmers of Karnataka are not as unhappy as those in the most progressive state like Punjab. Karnataka took the lead in establishing an effective and incisive model Watershed development programme and so also the citation of the irrigation tanks. The state also benefited through the establishment of the software and electronics industry in the State due to positive and encouraging policies with proper incentives to the investors. Despite many shortcomings, the achievement of the State are exemplary given the issues that it

confronted and the credit for this should go to the end culturing of the bureaucracy of the State right from Mysore State onwards.

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