

Financial (1896) Department.

ORDINARY MS.

G.O., No. 562

Dated 21-7-97

INDEXED.

7/8

[Despatch Abstract.]

Recording proceedings of the Revenue Department approving and submitting to the Government of India for sanction the proposals made by the Board of Revenue for raising the pay of karnams.

T. 27/92

BACK PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

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Government (1897) of Madras. REVENUE.

memorandum
del
12-7-97 *Correspondence*
del
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Call for original
del
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Recd. } *12-7-* } 1897. Enclosures
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G.O., No. 474, 18th June 1897.

del
ORDER *W. 562 of 21 July 97*

JUNE.

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del *21-7-97*

Raising the pay of karnams.

Approving and submitting to the Government of India for sanction the proposals made by the Board of Revenue for —.

WITH ORDER

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—the following Proceedings of the Board of Revenue (Land Revenue), No. 403, dated 26th October 1896:—

Resolution—No. 403, dated 26th October 1896.

In the concluding paragraph of its resolution on the proposals for the formation of a Land Record Department (Board's Proceedings, No. 354, dated 18th September 1896), the Board intimated its intention of submitting to Government a scheme for improving the position of karnams throughout the Presidency. It was pointed out that the orders of recent years had thrown upon these servants of Government a very considerable increase of work for which, as yet, no increase of pay had been granted, and the Board added that signs were not wanting of a widespread feeling amongst these officials that the scale of remuneration was not commensurate with the services rendered. The Board now submits for the orders of Government its proposals for increasing the pay of village karnams in all districts of the Presidency, except Madras and the Nilgiris.

2. Appendix A shows the number of karnams on the different rates of pay in each district of the Presidency, excluding Madras, while Appendix B shows the establishment of karnams in the twelve districts to which the scale, usually called the Anantapur scale, has already * been applied. The proposals of the Board on the present occasion are intended to be given effect to at once in these twelve districts, as also in Gódvári, as shown in Appendix B; while the same principles will be applicable to districts whose village establishments may be revised hereafter.

3. The following statement compares the present and proposed standards of village establishments so far as karnams are concerned:—

Beriz.	Rate of pay of karnams.		Number of karnams in twelve districts.		Cost of karnams.	
	Present.	Proposed.	Present.	Proposed.	Present.	Proposed.
Under Rs. 2,000	Rs. 6	Rs. 8	No. 2,860	No. 6,735	Rs. 17,160	Rs. 53,880
Rupees 2,000 and above	7	10	3,575	973	27,125	9,730
" 4,000	8	12	973	162	7,784	1,944
" 8,000	10	15	162	49	1,620	900
" 12,000	12		49	11	588	
" 16,000	15		11		165	
					64,442	66,454
					12	12
					6,63,304	7,97,448
						Rs. 1,44,144
						Add additional cost in Gódvári as shown in Appendix B .. 5,016
						Total additional cost .. 1,49,160

The Board proposes that the pay of the lowest grade of karnams should, in future, be fixed at Rs. 8 per mensem, and that karnams now drawing Rs. 7 as well as those now drawing Rs. 6 may be placed in this grade. The alternative of giving the karnams on Rs. 7 an increase of Rs. 2 each per mensem, which would mean an additional charge of nearly a lakh of rupees per annum on this item only, does not commend itself to the Board.

4. The increases proposed to the pay of karnams now drawing Rs. 8, 10 and 12, respectively, will entail an additional cost of Rs. 2,417 per mensem, or Rs. 29,004 per annum on the whole. It will be seen that no increase is proposed to the karnams now drawing Rs. 15 each. In other words, the karnams now drawing Rs. 15 will be assimilated to those drawing Rs. 12, just as those drawing Rs. 7 are assimilated to those drawing Rs. 6. The total number of grades of karnams will thus be reduced from six to four.

5. A remark is called for with regard to the district of Gódvári. The scale adopted for determining the pay of village officers in this district was as follows:—

Beriz.	Karnam's pay.			
	Rs.			
Under Rs. 2,000	6	8	10	12
Rupees 2,000 and less than Rs. 5,000	8	10	12	15
" 5,000	10	12	15	20
" 7,500	12	15	20	
" 10,000	15	20		
" 15,000 and above	20			

The following statement compares what a karnam in charge of a village with a given beriz would get in one of the districts at present on the Anantapur scale with what he would get if the village were in Gódvári, and again with what he would get according to the proposed general scale for karnams:—

Beriz of village.	Karnam's pay on		
	Anantapur scale.	Scale proposed by the Board.	Gódvári scale.
Rs. 1,500	Rs. 6	Rs. 8	Rs. 6
5,000	8	10	10
8,000	10	12	12
12,000	12	15	15

It will be seen from the above comparison that the principal change required to bring the Gódvári scale for karnams into harmony with that proposed by the Board is that karnams in charge of villages with a beriz less than Rs. 2,000 each should get Rs. 8 each instead of Rs. 6 as at present. A few minor points of difference will still remain, e.g., in the case of karnams of villages whose beriz ranges between Rs. 4,000 and Rs. 5,000, but these differences may be set right at the next revision of village establishments in Gódvári. The Board does not at present propose to disturb the special rate of pay (Rs. 20 per mensem), drawn by karnams in charge of villages with a beriz of Rs. 15,000 and above: but the question of dispensing with this rate will be considered when the revised scheme for the district is submitted.

6. The remaining districts.—Some time must elapse before the increase to karnams' salaries can be given effect to in the districts not shown in Statement B. This period will, however, not exceed a few months in the case of Tanjore and Trichinopoly, for which districts schemes of revision of village establishments are expected from the Collectors at an early date, and also in the case of Tinnevely the scheme for which is under consideration in the Board's office. In Salem, South Canara and Malabar, the Board considers that the introduction of resettlement in the case of Salem, and of settlement in the case of the other two districts, may be awaited before revising the

7. *Cost of the scheme.*—The cost of the scheme, so far as the thirteen districts shown in statement B are concerned, will be an additional expenditure of Rs. 1,49,160 or in round numbers, one and a half lakhs of rupees per annum. Supposing the present rate of cess, *viz.*, 8 pies in the rupee is maintained, the balance to the credit of the Village Service Fund will suffice, during the next two or three years, to defray this additional cost. When the rate of 9 pies in the rupee is re-imposed, as it must be, after a time, even if no relief were granted to karnams, the annual proceeds of the cess, on the present land revenue, may be estimated at 25 lakhs of rupees per annum; and with a corresponding Government contribution the assets of the fund may be set down at 50 lakhs. The present annual charges of the Village Service Fund amount to 46 lakhs, so that a sum of 4 lakhs of rupees will be available, without enhancing the rate of cess, for carrying out improvements to village establishments. Assuming that the total relief to be ultimately granted to karnams throughout the Presidency will bear the same proportion to the present cost of karnams' establishments that the additional expenditure of one and a half lakhs, now proposed, bears to the cost of karnams in the thirteen districts shown in statement B, the maximum expenditure on account of increase to karnams' salaries will be two and a half lakhs of rupees for the Presidency, a sum which will still be less than the estimated annual balance referred to above.

(Signed) R. C. C. CARR,
Acting Secretary.

Number of karnams.

Number of karnams—*cont.*

Rate of pay per mensem.			Tanjore.	Trichinopoly.	Madura.	Tinnevelly.	Coimbatore.	Nilgiris.	Salem.	South Canara.	Malabar.	Total.	Cost per mensem.	Rate of pay.		
			14	15	16	17	18	19	20	21	22	23	24	25		
RS.	A.	P.											RS.	A.	P.	
20	0	0	..	..	..	..	..	..	..	..	..	47	940	0	0	
19	0	0	..	..	..	..	..	..	..	..	..	18	342	0	0	
18	0	0	..	..	..	..	..	..	..	..	..	19	342	0	0	
17	0	0	..	..	..	..	..	..	..	..	..	35	595	0	0	
16	0	0	..	..	..	..	..	10	..	..	9	19	304	0	0	
15	0	0	..	..	..	24	3	..	..	..	..	140	2,100	0	0	
14	0	0	..	..	..	22	..	2	..	..	..	24	336	0	0	
13	0	0	..	..	..	30	..	..	..	..	..	94	1,222	0	0	
12	0	0	..	..	5	56	7	12	..	..	14	194	2,328	0	0	
11	0	0	..	..	..	77	..	..	..	..	..	131	1,441	0	0	
10	0	0	..	..	36	74	38	..	145	62	..	632	6,320	0	0	
9	0	0	..	19	43	42	..	..	81	41	..	279	2,511	0	0	
8	8	0	..	..	..	..	..	..	..	..	1	1	8	8	0	
8	0	0	..	632	198	101	51	140	..	118	109	1	2,577	20,616	0	0
7	8	0	..	..	..	..	..	..	..	..	..	1	7	8	0	
7	0	0	..	778	406	237	59	406	..	161	..	5,089	35,623	0	0	
6	0	0	..	13	158	112	68	219	..	117	..	4,160	24,960	0	0	
5	0	0	..	..	..	..	44	..	..	115	86	639	3,195	0	0	
4	0	0	..	..	..	..	154	..	..	122	..	276	1,104	0	0	
3	0	0	..	..	..	9	..	..	..	67	..	76	228	0	0	
2	0	0	..	..	..	22	..	..	1	..	..	23	46	0	0	
1	6	4	..	..	..	..	..	..	..	..	..	1	1	6	4	
1	0	0	..	..	..	87	..	..	11	..	..	99	99	0	0	
0	8	0	..	..	..	2	..	..	..	..	..	2	1	0	0	
Total ..			1,442	806	491	821	813	24	938	288	438	14,576	1,04,670	6	4	
Cost per annum ..													12,56,044	12	0	

APPENDIX B.

Beris and corresponding rate of pay.		Number of karnams in twelve districts whose establishments are on the Anantapur scale and in Gódvári which has a scale of its own.								
Beris.	Pay.	Ananta-pur.	North Arcot.	South Arcot.	Bellary.	Ching-leput.	Coimbatore.	Cudda-pah.	Ganjám.	Kurnool.
1	2	3	4	5	6	7	8	9	10	11
I. Rs. 16,000 and above.	20	..	..	..	..	..	..	..	..	..
II. " 12,000 " ..	15	..	..	..	1	..	3	..	..	..
III. " 8,000 " ..	12	2	1	..	8	5	7	1	1	5
IV. " 4,000 " ..	10	3	6	1	15	9	38	9	..	8
V. " 2,000 " ..	8	35	88	117	84	70	140	97	13	70
VI. Under Rs. 2,000 ..	7	123	514	919	265	378	406	309	119	268
	6	340	355	418	170	212	219	207	234	317
Total ..	..	503	964	1,455	543	674	813	713	367	668

Beris and corresponding rate of pay.		Number of karnams in twelve districts whose establishments are on the Anantapur scale and in Gódvári which has a scale of its own—cont.					Total cost of existing establishments in thirteen districts including Gódvári.	Proposed additional cost in Gódvári at Rs. 2 per mensem extra in the lowest grade.	Additional cost in other districts at Rs. 1 per mensem extra in grade V, Rs. 3 per mensem extra in grade II, and Rs. 2 per mensem in other grades except grade I.	Total cost including the increases shown in columns 18 and 19.
Beris.	Pay.	Madura.	Nelore.	Vizagapatam.	Total.	Gódvári.				
		12	13	14	15	16	17	18	19	20
I. Rs. 16,000 and above.	20	..	..	..	..	20	..	..	..	400
II. " 12,000 " ..	15	..	7	..	11	51	..	..	..	930
III. " 8,000 " ..	12	5	14	..	49	61	1,320	..	147	1,467
IV. " 4,000 " ..	10	36	34	3	63	110	2,720	..	324	3,044
V. " 2,000 " ..	8	101	125	33	973	284	10,056	..	1,946	12,002
VI. Under Rs. 2,000 ..	7	237	224	113	3,875	NH.	27,125	..	3,875	31,000
	6	112	161	25	2,860	209	18,414	418	5,720	24,552
Total ..	..	491	565	174	7,930	735	60,965	418	12,012	73,395
							12	12	12	12
							7,31,580	5,016	1,44,144	8,80,740
							(per annum).	(per annum).	(per annum).	(per annum).

Note.—The figures entered for Bellary and Kurnool are those of the schemes submitted to Government with Board's Proceedings, No. 404, dated 26th October 1896, and No. 307, dated 20th August 1896. The figures for the other districts represent the establishments as they stood on 1st September 1896. The Kurnool figures do not take into account the special increases sanctioned for seven karnams in the district.

OFFICIAL MEMORANDUM, No. 18.

The Accountant-General is requested to favour Government with his opinion as to whether the Village Service fund in this Presidency constitutes an item of "Indian Revenue" within the meaning of article 277 of the Civil Account Code, and, if so, whether revisions of village establishment should not be treated in the same way as those of process service establishments—*vide* clause (4) of the article.

FORT ST. GEORGE,
29th January 1897.

(Signed) LIONEL DAVIDSON,
Under Secretary to Government.

To the Accountant-General.

READ—the following letter from F. C. HARRISON, Esq., Officiating Accountant-General to the Government of Madras, to the Secretary to Government, Revenue Department, dated Fort St. George, 12th March 1897, No. 842:—

In reply to the official memorandum No. 18, dated 29th January 1897, I have the honour to state that, as the Village Service Fund is in effect derived from Land Revenue, it is in my opinion an item of Indian Revenue. Even if this were not so, article 287 of the Civil Account Code would bring village establishments under the rules and restrictions in article 277, and revisions of such establishments are, in my judgment, liable to the general limitation in clause (4) of that article which is only relaxed when fees or scales are levied under the orders of a Court of Law.

ORDER—No. 474, Revenue, dated 18th June 1897.

Miscellaneous.

The Board's proposals are approved and will be submitted to the Government of India for sanction.

2. Ordered that the following letter be despatched to the Government of India.

(True Extract.)

for Ag. Secretary to Government.

To the Board of Revenue (Land Revenue).

" the Accountant-General, with copy of letter to the Government of India.
" the Financial Department,

Exd. Shaik Karim.

80 Copies.

Financial Dept

1897.

REVENUE AND AGRICULTURAL DEPARTMENT.

From

The Government of Fort St. George.

Recd.

12 July

1897.

Enclosures

Regd.

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Letter, No. 475, 18th June 1897.

JUNE.

SUBMITTING, for the consideration and orders of the Government of India, a copy of the Proceedings of this Government on the question of raising the pay of karnams in this Presidency.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

From

THE HON'BLE MR. G. STOKES, I.C.S.,
Ag. Secretary to the Government of Madras,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
REVENUE AND AGRICULTURAL DEPARTMENT,

Dated Ootacamund, 18th June 1897.

SIR,

I am directed to submit, for the consideration and orders of the Government of India, a copy of the Proceedings of this Government, No. 474, dated 18th June 1897, embodying proposals for the improvement of the position of karnams (village accountants) in this Presidency.

Miscellaneous.

2. The Government of India is aware that the task of preparing and maintaining the land records devolves primarily upon the karnams or village accountants and that the proposals of His Excellency the Governor in Council in respect of the formation of the new Land Record Department have been framed so as to continue and develop the policy of training and utilizing this local and unprofessional agency for the preparation and maintenance of land records. As the result of this policy it has already been found possible to effect considerable economies to the State, but in pursuance of these orders a very considerable amount of work has been thrown upon karnams in recent years and there is now a wide-spread feeling among these subordinated. In former days, karnams were in possession of service inams which, though small, placed them in the position of landholders. But now these land grants have been replaced by money salaries which in no case, under the scale sanctioned by the Government, exceed Rs. 15 per mensem and, for the great majority of villages, time been doubled or even trebled and much greater accuracy and strictness in its execution is insisted on. Economic registers and additional accounts have, year after year, sprung into existence; the duties of a surveyor have recently been added to the list, and from next year forward candidates for the karnam's office are, except in certain cases, required to have passed prescribed examinations. Such remuneration for this additional labour. Indeed, in the Cuddapah district, a large number of them recently struck work when required to attend the survey school and although the agitation speedily subsided, a feeling of discontent exists in this and in other districts; and the Government considers that early steps should be taken to check the growth of this feeling.

3. The scale of pay which has been allowed to karnams in this Presidency in all recent revisions of village establishments ranges from Rs. 6 to Rs. 15 per mensem. Having regard to all the facts mentioned in the previous paragraph, the Board of

Revenue is strongly of opinion that the minimum pay of a karnam should be fixed at Rs. 8, the maximum being retained at Rs. 15 as at present. The existing scale and that now proposed by the Board are shown below:—

Beria.	Rate of pay of karnams.	
	Present.	Proposed.
	RS.	RS.
Under Rs. 2,000	6	8
Rupees 2,000 and above	7	10
" 4,000 "	8	12
" 8,000 "	10	15
" 12,000 "	12	
" 16,000 "	15	

I am to say that His Excellency the Governor in Council fully accepts the above proposals. The scheme, when introduced into the twenty districts to which it is intended to be ultimately applied, will involve an additional expenditure of about two and a half lakhs of rupees per annum; but to begin with it is proposed to give effect to it in only thirteen districts. The effect so far as these districts are concerned of applying the new scale of pay will be—

- (a) that 3,069 karnams who are now drawing Rs. 6 each and 3,875 karnams who are drawing Rs. 7 each will all draw Rs. 8 each;
- (b) that 973 karnams who are drawing Rs. 8 each will draw Rs. 10;
- (c) that 162 karnams who are drawing Rs. 10 will draw Rs. 12 each; and
- (d) that 49 karnams who are drawing Rs. 12 will draw Rs. 15 each per mensem in future, while those who are now drawing Rs. 15 will continue to draw that pay. The additional expenditure involved for the present will therefore be Rs. 1,49,160 or roughly one and a half lakhs of rupees, though the actual cost to the

State will only be half that expenditure under sections 8 and 9 of Madras Act IV of 1893.

The Madras Village Cess Act.

4. His Excellency the Governor in Council is aware that, at this period of financial pressure, a scheme like the present involving large extra expenditure should not be urged upon the Government of India. I am, however, to point out that in the opinion of the Board of Revenue and the Government, the time has now arrived when it is no longer possible to postpone an increment to the salaries of these low-paid subordinates. In this Presidency the karnam is the pivot on which the whole revenue machinery of Government is balanced and any further delay in complying with his legitimate demand may not improbably impair seriously the efficiency of the land revenue administration. I am accordingly to express the hope of His Excellency the Governor in Council that the Government of India will be pleased to sanction the scheme so that it may be brought into force with effect from fasli 1307 (1st July 1897), especially as it is not necessary, as will be shown below, that, with the introduction of the scheme, any additional burden should be thrown on the general revenues at present.

5. As regards the funds required to meet the additional expenditure, a sum of two lakhs was provided in the budget estimate of the Village Service Fund for the current year, but this provision was disallowed by the Government of India under the Standing Order that provision for new expenditure should not be made until the measure has been duly sanctioned. Further, with a view to reduce the amount of contribution payable by Government during the year, the rate of cess to be levied from the ryots has been reduced from 8 to 7 pies in the rupee of assessment for fasli 1307 (1897-98), and the total receipts are estimated at Rs. 43.66 lakhs, while the expenditure, excluding the provision on account of the proposal to raise the pay of karnams, is estimated at Rs. 47.52 lakhs. But there is a large balance of about 18 lakhs standing to the credit of the Village Service fund and any expenditure over the receipts will only tend to absorb this balance. It will, therefore, be quite possible to raise the pay of karnams without at the same time raising the rate of cess or the amount of contribution payable by Government for a year or two more. I am accordingly directed to request that, with the sanction of the scheme, the Government of India will also be pleased to grant an additional allotment of a lakh and

thirty thousand rupees for expenditure during the current year, *i.e.*, since nearly one-third of the year has elapsed, two-thirds of two lakhs provided in the budget to meet the cost of this scheme but which has been struck out by the Government of India.

6. I am in conclusion to raise the question whether, in the matter of establishments paid from the Village Service Fund, the powers of sanction of the Local Government are limited to the extent indicated in Chapter 17 of Civil Account Code, Volume I, in other words, whether the Village Service Fund in this Presidency constitutes an item of "Indian Revenue" within the meaning of article 277 of the Civil Account Code. The local Accountant-General, to whom this point was referred for opinion, remarks that "as the Village Service Fund is in effect derived from Land Revenue, it is in my opinion an item of Indian Revenue and that even if this were not so, article 287 of the Civil Account Code would bring village establishments under the rules and restrictions in article 277, and revisions of such establishments are, in my judgment, liable to the general limitation in clause (4) of that article which is only relaxed when fees or scales are levied under the orders of a Court of Law." But I am to point out that the Village Service Fund is constituted under the provisions of section 7 of the Madras Village Cess Act IV of 1893 and consists of —

- (1) the balance of all funds constituted under Madras Act IV of 1864;
- (2) the proceeds of the cess imposed under the Act IV of 1893;
- (3) all contributions from general revenues for the purposes of the Act IV of 1893.

In the same section it is further stated "that the 'Village Service Fund' may be appropriated in such manner as may be directed by Government, to the remuneration of village officers within the area to which this Act is applied and to any other purposes connected with the discharge of their duties or with the administration of such fund." As under the Madras General Clauses Act (I of 1891), as it stood at the time when Madras Act IV of 1893 was passed, "Government" means "the Governor of Fort St. George in Council" it follows that in the matter of expenditure of the Village Service Fund the local Government is by law the final authority and that no reference to any higher authority is needed.

Accordingly it has not been the practice to submit to the Government of India schemes for the revision of village establishments even though such schemes involved additional expenditure exceeding Rs. 25,000 per annum and the Accountant-General has not in fact till now required that such sanction should be obtained. This view has also been adopted hitherto; because in extract of the Proceedings of the Government of India, Financial Department, dated 18th September 1863, No. 4559, it is laid down that a budget estimate of expenditure chargeable to Local funds should be submitted to the Government of India, and it is explained that "the object in requiring this estimate was not to exercise any interference with the expenditure of funds which were entirely at the disposal of the Local Government but merely that the Government of India should be kept informed of the outlay for financial purposes and of the nature of the projects in reference to their effect upon the wants of the country which remain to be met from Imperial Funds." But as the Accountant-General is now of a different opinion, I am to submit the case for the orders of the Government of India.

I have the honour to be,

Sir,

Your most obedient servant,

(Signed) G. STOKES,

Ag. Secretary to Government.

Exd. Shaik Karim.

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