Revenue (1898.) Department.

PRESS SERIES.

G.O., No. 207 & 208

DATED 15th April 1898.

Approving the proposition of a Lemm[illegible]
Published by the Board of Revenue for increasing
the pay of Examiners in the Madras Presidency
and adding its transmission to the Govt
of India for the sanction of the Rt. Hon'ble
the Secretary of State being obtained thereto

No. 208 Letter to India.

BACK PAPERS.

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

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.
	CO-4345/98						

Government (1898) of Madras.

REVENUE.

Recd. } 1898. *Enclosures*

Regd. } *Spare copies*

G.O., No. 207, 15th April 1898.

APRIL.

Approving the proposition statement submitted by the Board of Revenue for increasing the pay of karnams in the Madras Presidency and ordering its transmission to the Government of India for the sanction of the Right Honourable the Secretary of State being obtained thereto.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—the following Proceedings of the Board of Revenue (Land Revenue), No. 429, dated 6th December 1897 :—

Read—the following Government Order, Mis. No. 5100, Revenue, dated 29th September 1897 :—

Read—the following letter from DENZIL IBBETSON, Esq., C.S.I., Secretary to the Government of India (Department of Revenue and Agriculture—Land Revenue), to the Secretary to the Government of Madras, dated Simla, the 8th September 1897, No. 2079-246—2. :—

I am directed to acknowledge the receipt of your letter, No. 475, dated 18th June 1897, in which you put forward proposals for improving the position of karnams in the Madras Presidency by fixing their scale of pay at :—

Beriz.	Rate of pay.
	Rs.
Rs. 2,000, but under Rs. 4,000	8
„ 4,000, „ „ 8,000	10
„ 8,000, „ „ 12,000	12
„ 12,000, and above „	15

2. In view of the importance of the work which the karnams are now required to perform, the Government of India agree with the Governor in Council that it is necessary to increase the pay of these officers.

3. It is observed that the revised scheme will ultimately involve an additional expenditure of more than two and a half lakhs of rupees per annum for twenty districts; but that at present it is proposed to introduce it from 1st July 1897 into thirteen districts only at an extra cost of Rs. 12,430 a month, or Rs. 1,49,160 per annum.

4. The additional cost will be met in equal proportion from the General Revenues and from the Village Service Fund under sections 8 and 9 of Madras Act IV of 1893; but it appears from your letter that for a few years the additional cost can be met from accumulated balances without raising the rate of cess or the amount of contribution payable by Government.

5. As regards the question raised in paragraph 6 of your letter, whether in the matter of establishments paid from the Village Service Fund the powers of sanction of Local Governments are limited to the extent indicated in Chapter 17 of the Civil Account Code, Volume I, I am to remind the Government of Madras of the general principle that the exercise by Local Governments of powers conferred on them by Indian legislation is subject to the statutory control of the Secretary of State and of the Government of India. One of the orders prescribing the measure of this statutory control is the Financial Resolution No. 916-Ex., dated 4th March 1893, a reference to which will show that in the present case the sanction of the Secretary of State is required since the proposals relate to a revision of establishment that involves additional expenditure of more than Rs. 25,000 a year. The Government of India are prepared to recommend the general proposal to His Lordship as soon as the proposition statement required by Article 57, note 2, of the Civil Account Code, Volume I, is received. They do not think, however, that the proposal presents great urgency; and under the special circumstances of the present year, they are not prepared to recommend its introduction with earlier effect than the 1st January 1898.

6. I am, however, to observe for consideration of His Excellency in Council that the present practice and apparently the future intention in Madras are that the pay of the karnams should be local and not personal, that is to say, attached to the circle, and not to the individual. I am to say that experience in other provinces has shown that any system which attaches a particular pay to a particular circle is open to very serious objection which has led to its very general abandonment. It follows from such a system that even when hereditary claims do not stand in the way, the pay of a deserving man cannot be raised or that of an inefficient man be reduced without moving him from a circle with which he is intimately acquainted to another of which he knows nothing, and that when a vacancy occurs in a highly paid circle, it is almost inevitably necessary to move men from one circle to another to the great disadvantage of all the circles concerned. Or again if, as is probably the usual case in the Madras Presidency, the heir succeeds, it means that an inexperienced youth is drawing higher pay than an old and proved servant, and that there is no means of rewarding good service. The plan that has, in other provinces, been substituted for pay attached to circles, is to fix the number in and the pay of each grade in each district or sub-division of a district, and to promote or reduce individual karnams from grade to grade according to merit and as vacancies occur.

7. The Government of India fully recognise that there may very possibly be practical difficulties in the way of anything like a sudden revolution in the existing system. But I am to request that the matter may receive careful consideration, and to say that it would be a matter of satisfaction to them to be assured that His Excellency in Council concurs in the advisability of the change and is prepared to introduce it gradually as may be conveniently possible. In that case they would request Her Majesty's Secretary of State to so frame his sanction as to cover either form of graduation of pay.

Order—Mis. No. 5100, Revenue, dated 29th September 1897.

Communicated to the Board of Revenue, with the request that the proposition statement called for in paragraph 5 of the letter may be submitted at an early date. It is also requested to report on the suggestion in paragraph 6.

(True Extract.)

(Signed) F. J. WILSON,
for Ag. Secy. to Govt.

To the Board of Revenue (Land Revenue).

Resolution—No. 429, dated 6th December 1897.

The Board resolves to submit to Government the proposition statement called for in Government Order, Mis. No. 5100, dated 29th September 1897, in connection with the scheme for raising the pay of karnams in the thirteen districts referred to in Appendix B to Board's Proceedings, No. 403, Press, dated 26th October 1896, as well as in the district of Tinnevelly, where the revision of the village establishments was sanctioned in Government Order, No. 556, Press, dated 12th July 1897. The number of karnams in each grade according to the sanctioned scale is exhibited separately in the proposition statement while the special increases given to karnams in certain localities on account of heaviness of work or unhealthiness of locality are shown in lump. Two other statements are also appended to these proceedings showing, respectively, the details for each district and the principles upon which salaries are assigned to each karnam group in the present and the proposed scales.

2. The revised scheme entails a net additional cost of Rs. 13,251-8-0 *per mensem* or Rs. 1,59,054 *per annum* as shown in the margin. The Board recommends that the revised scale may be introduced in the districts referred to with effect from the beginning of the next official year. Provision to this effect has been made in the budget estimate for 1898-99 which has been submitted to Government with Board's Proceedings, No. 424, dated 2nd December 1897.

	Rs.	Rs.
Ganjám	608	
Vizagapatam	236— 1½	
Gódávari	418	
Nellore	906	
Cuddapah	1,118	
Anantapur	853	
Anantapur (villages transferred from the Bellary district)	14	
Bellary	821— 8	
Kurnool	1,073—11	
Chingleput	977— 4	
North Arcot	1,413	
South Arcot	1,988	
Madura	752— 3	
Tinnevelly	915—30	
Coimbatore	1,222— 2	
Total ..	13,314—59½*	
or Rs. 13,254½ per mensem.		

* This figure represents the reduction in the special increases consequent on the introduction of the revised scale.

3. The Government of India in paragraphs 6 and 7 of their letter, dated 8th September 1897, suggest that the pay of karnams may be made personal instead of being as at present local. The Board is fully alive to the advantage of a gradation of officials on the principle of personal pay, and has repeatedly advocated the extension of this principle to Tahsildars. The question whether village officers should not also be given the benefit of personal salaries will be carefully considered, but in order that any such scheme may be of practical use, it is necessary that the details should be carefully worked out and tested in the districts. Moreover, such a scheme would not immediately affect the present proposals for increasing the pay of karnams. For whatever principles already govern the pay of existing establishments, the same principles should, in the opinion of the Board, determine the increases to be now given, so that there may be a just proportion in each case between the present pay and the increment to be added to it. On the other hand, the announcement that an increase of pay will depend on good service and not on the charge that a karnam may happen to hold, can be made at any time so as to bind the heirs or successors of present incumbents, but it could not in fairness be made to affect the value of the charges to their present holders.

(True Copy and Extract.)

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

To the Secretary to Government, Revenue Department,
with proposition statement in duplicate.

[Appendix.

APPENDIX I.

APPEN

Name of district.	Government Orders sanctioning present establishment.	Present establishment. Karnams on Rs. 6 per mensem.	Karnams on Rs. 7 per mensem.	Karnams on Rs. 8 per mensem.	Karnams on Rs. 10 per mensem.
1	2	3	4	5	6
1. Ganjám	No. 887, dated 8th November 1890, No. 604, dated 4th July 1891, Mis. No. 90, dated 11th January 1895, and No. 588, dated 29th August 1895.	NO. 228	NO. 122	NO. 13	NO. ..
2. Vizagapatam	No. 320. dated 22nd April 1893, No. 450, dated 25th May 1893, and Mis. No. 4019, dated 19th October 1894.	26	112	33	3
3. Gódávari	No. 1097, dated 26th September 1885 ..	209	..	..	..
4. Nellore	No. 57, dated 31st January 1895 ..	161	224	125	34
5. Cuddapah	No. 734, dated 16t August 1893	297	309	97	9
6. Anantapur	No. 719, dated 13th July 1892, No. 1031, dated 27th November 1893, No. 779, dated 7th November 1894, and Mis. No. 4563, dated 14th November 1895.	332	123	28	2
6A. Villages transferred to the Anantapur district from Bellary.	No. 72, dated 24th January 1890, and No. 220, dated 19th April 1895.	7	..	..	..
7. Bellary	No. 402, dated 28th May 1897, and No. 805, dated 23rd September 1897.	168	266	86	13
8. Kurnool	No. 735, dated 21st December 1896 ..	317	268	70	8
9. Chingleput	No. 733, dated 16th August 1893, No. 16, dated 15th January 1894, No 690, dated 22nd October 1895, and Mis. No. 3105, dated 3rd August 1896.	219	378	66	10
10. North Arcot	No. 813, dated 6th July 1896	353	516	88	6
11. South Arcot	No. 321, dated 12th May 1890, No. 981, dated 16th September 1892, No. 1147, dated 16th November 1892, No. 67, dated 2nd February 1895, No. 729, dated 11th November 1895, and No. 744, dated 14th November 1895.	370	922	161	2
12. Madura	No. 52, dated 21st January 1890, No. 96, dated 26th January 1892, No. 225, dated 7th March 1892, No. 718, dated 13th July 1892, and No. 374, dated 28th May 1894.	115	235	101	35
13. Tinnevelly	No. 556, dated 12th July 1897	37	235	223	65
14. Coimbatore	No. 573, dated 13th August 1888, Mis. No. 5652, dated 15th September 1890, No. 1068, dated 10th November 1891, No. 2253, dated 9th June 1894, Mis. No. 4305, dated 7th November 1894, and Board's Proceedings, No. 120, dated 1st May 1890, and No. 405, dated 18th December 1890.	219	407	142	36
Total ..		3,058	4,117	1,233	223

(a) An increase of Rs. 2-8-0 was given to the karnam of Vizagapatam who was drawing only Rs. 5 (*vide* Government Order, Mis. No. 4019, dated 19th October 1894). He is included among Rs. 6 karnams for convenience and the increase is accordingly shown as Rs. 1-8-0. No special increase will now be necessary. (b) The special increases have not been shown separately as they do not affect the present proposals.

	Number of persons.	Present scale. Pay according to scale.	Special increase.	Total increase.	Proposed scale. Pay according to scale.	Special increase.	Total increase.
		RS.	RS.	RS.	RS.	RS.	RS.
(c)	3	7	1	3	8	..	..
	1	7	5	5	8	4	4
	2	8	2	4	10	..	..
	6	..	..	12	..	..	4
(e)	1	7	5	5	8	4	4
	1	7	5	5	8	4	4
	1	6	2	2	8	..	..
	3	..	..	12	..	..	8
(g)	3	7	1	3	8	..	..
	1	7	3	3	8	2	2
	9	8	2	18	10	..	..
	1	8	3	3	10	1	1
	2	8	4	8	10	2	4
	1	10	2	2	12	..	..
	17	..	..	37	..	..	7

DIX I.

Present establishment. Karnams on Rs. 12 per mensem.	Karnams on Rs. 15 per mensem.	Total number of karnams.	Total cost per mensem.	Proposed establishment. Karnams on Rs. 8 per mensem.	Karnams on Rs. 10 per mensem.	Karnams on Rs. 12 per mensem.	Karnams on Rs. 15 per mensem.	Total number of karnams.	Total cost per mensem.	Remarks.
7	8	9	10	11	12	13	14	15	16	17
NO. 363	NO. 2,326	NO. 350	NO. 11	NO. 2	..	NO. 363	RS. 2,934			
..	..									
		174	1,234 + (a) 1½	138	33	3	..	174	1,470	
..	..									
		209		209	..	..	..	209	1,672	
..	.. 7	565	4,12	385	125	34	21	565	5,053	
14	713		4,823	206	97	9	1	713	5,941	
1	..	487	3,121	406	28	2	2	487	3,974	
2	..									
								7	56	
		7	42	7	..	..	..			
..	..									
		541	3,787 + (c) 12	434	86	13	8	541	4,608 + (c) 4	
7	1		4,478 + (d) 16	585	70	8	5	668	5,551 + (d) 5	
5	..	668	4,624 + (e) 12	597	66	10	3	676	5,601 + (e) 8	
3	..	676								
1	..	964	(b) 6,506	869	88	6	1	964	(b) 7,919	
..	..	1,455	9,982	1,292	161	2	..	1,455	11,970	
5	..	491	3,553 + (f) 5	350	101	35	5	491	4,305 + (f) 2	
10	7	577	4,526 + (g) 37	272	223	65	17	577	5,441 + (g) 7	
7	3	814	5,788 + (h) 4	626	142	36	10	814	7,010 + (h) 2	
55	18	8,704	60,278½	7,175	1,231	225	73	8,704	73,533	

It is only the pay of the karnams on Rs. 6 that is now proposed to be increased (paragraph 5 of Board's Proceedings, No. 403, dated 26th October 1896).
The pay of the other karnams is in accordance with the revised scale.

	Number of persons.	Present scale. Pay according to scale.	Special increase.	Total increase.	Proposed scale. Pay according to scale.	Special increase.	Total increase.
		RS.	RS.	RS.	RS.	RS.	RS.
(d)	1	6	1	1	8	..	..
	1	6	1	4	8	2	2
	1	7	1	1	8	..	..
	1	7	2	2	8	1	1
	1	8	2	4	10	..	..
	2	8	4	4	10	2	2
	1						
	7	..	..	16	..	..	5
(f)	1	6	1	1	8	..	..
	1	6	4	4	8	2	2
	2	..	..	5	..	..	2
(h)	1	6	4	4	8	2	2

APPENDIX II.

A statement showing the different scales at present in force.

Government Order sanctioning the scale.	Name of district.	Karnams on Rs. 6.	Karnams on Rs. 7.	Karnams on Rs. 8.	Karnams on Rs. 10.	Karnams on Rs. 12.	Karnams on Rs. 15.
	Beriz.						
No. 887, dated 8th November 1890.	Ganjám	Under Rs. 2,000	Rs. 2,000 to Rs. 4,000	Rs. 4,000 and above.	..	..	..
No. 320, dated 22nd April 1893.	Vizagapatam ..	Do.	Do.	Rs. 4,000 to Rs. 8,000	Rs. 8,000 to Rs. 12,000	Rs. 12,000 and above.	..
No. 1097, dated 26th September 1885.	Gódávari	Do.	..	..	..	..	..
No. 57, dated 31st January 1895.	Nellore	Do.	Rs. 2,000 to Rs. 4,000	Rs. 4,000 to Rs. 8,000	Rs. 8,000 to Rs. 12,000	Rs. 12,000 to Rs. 16,000	Rs. 16,000 and above.
No. 734, dated 16th August 1893.	Cuddapah ..	Do.	Do.	Do.	Do.	Rs. 12,000 and above.	..
No. 719, dated 13th July 1892.	Anantapur ..	Do.	Do.	Do.	Do.	Do.	..
No. 402, dated 28th May 1897.	Bellary	Do.	Do.	Do.	Do.	Rs. 12,000 to Rs. 16,000	Rs. 16,000 and above.
No. 735, dated 21st December 1896.	Kurnool ..	Do.	Do.	Do.	Do.	Rs. 12,000 and above.	..
No. 733, dated 16th August 1893.	Chingleput ..	Do.	Do.	Do.	Do.	Do.	..
No. 313, dated 6th July 1896.	North Arcot ..	Do.	Do.	Do.	Do.	Do.	..
No. 321, dated 12th May 1890.	South Arcot ..	Do.	Do.	Do.	Rs. 8,000 and above.	..	..
No. 52, dated 21st January 1890.	Madura	Do.	Do.	Do.	Rs. 8,000 to Rs. 12,000.	Rs. 12,000 and above	..
No. 556, dated 12th July 1897.	Tinnevelly ..	Do.	Do.	Do.	Do.	Rs. 12,000 to Rs. 16,000.	Rs. 16,000 and above.
No. 573, dated 13th August 1888.	Coimbatore ..	Do.	Do.	Do.	Do.	Do.	Do.

Proposed scale.

Beriz—

	Rs.
Under Rs. 4,000	8
Rs. 4,000 to Rs. 8,000	10
Rs. 8,000 to Rs. 12,000	12
Rs. 12,000 and above	15

Order—No. 207, Revenue, dated 15th April 1898.

Miscellaneous.

The proposition statement submitted by the Board of Revenue is approved and will be transmitted to the Government of India with the request that the sanction of the Secretary of State for India may be obtained to the introduction of the scheme with effect from the 1st April of this year.

(True Extract.)

(Signed) G. S. FORBES,
Ag. Secretary to Government.

Exd. F. A. Eccleston.

50 Copies.

1898.

DEPARTMENT OF REVENUE AND AGRICULTURE.

From *The Government of Fort St. George.*

Recd. } 1898. *Enclosures*

Regd. } *Spare copies*

Letter, No. 218, 15th April 1898.

APRIL.

Requesting that the Government of India will be pleased to obtain the sanction of the Right Honourable the Secretary of State for India to the introduction, with effect from the 1st April 1898 into fourteen districts of this Presidency, of the scheme for raising the pay of karnams, and expressing the views of the Madras Government in regard to the proposal made by the Government of India that the pay of the karnams should be made personal and not local as at present.

REVENUE DEPARTMENT.

From

The Hon'ble Mr. G. S. FORBES, I.C.S.,
Ag. Secretary to the Government of Madras,
Revenue Department,

To

The SECRETARY to the GOVERNMENT of INDIA,
Revenue and Agricultural Department.

Dated ~~Fort St. George~~, 15th April 1898.

Sir,

I am directed to acknowledge the receipt of your letter, No. 2079—246-2, dated 8th September 1897, on the subject of increasing the pay of karnams in this Presidency, and with reference to paragraph 5 thereof, to forward the proposition statement required by article 57, Note 2, of the Civil Account Code, Vol. I.

Miscellaneous.

In paragraph 3 of the Honourable Mr. Stokes' letter, No. 475, dated 18th June 1897, it was stated that the scheme would at the commencement be introduced into thirteen districts only and that the cost would be Rs. 12,430 a month, or Rs. 1,49,160 per annum. Since then the village establishments in another district, namely, Tinnevelly, have been revised and it is proposed to introduce the scheme into that district also. The result is that the additional expenditure will be raised to Rs. 13,254-8-0 per mensem, or Rs. 1,59,054 per annum, as shown in the proposition statement. I am directed to request that His Excellency the Governor-General in Council will be pleased to obtain the sanction of the Right Honourable the Secretary of State for India for the introduction of the scheme into the fourteen districts with effect as from the 1st April of this year. The necessary provision has been made in the budget estimate of 1898-99.

2. In regard to the proposal made in paragraph 6 of the letter under reply, that the pay of the karnams should be made personal and not local as at present, I am directed to say that His Excellency the Governor in Council has given his best attention to the matter, and that although it is possible to distribute the total pay now sanctioned for each district or division among the karnams within it, with reference to personal claims of long service and efficiency, there are grave administrative objections which render it altogether undesirable to give effect to the proposal in this Presidency. His Excellency the Governor in Council greatly regrets, therefore, that as at present advised he is unable to give the assurance asked for in paragraph 7 of your letter.

3. In the districts of this Presidency, with a few exceptions, the hereditary principle in connection with village offices is still maintained; and although villages and hamlets within a certain limit of distance apart have been grouped under one karnam the principle has nevertheless been carefully observed in the selection for the combined charge of a member of one of the hereditary karnam families of the group—usually the principal village of the group. The karnam, who is generally also a ryot holding ancestral lands in the village, is an officer of the village community, doing duty both for Government and for the community, and anything which would loosen the bond between him and his village or render uncertain the conditions of his tenure would do great harm both to the State and the village by diminishing his influence,

and could not be regarded by His Excellency in Council as otherwise than a grave misfortune. The villages placed in a karnam's charge are not conventional "circles" determined by a standard scale; and they are not similar in respect of the duties connected with the karnamship in them. Some are very large and rich imposing a vast deal of work on the karnam in executing the orders of Government and entailing great expense in living and in carrying out the social duties and functions which his position in the village requires of him; other villages are small and poor, the living inexpensive and the work comparatively trifling. In fine the pay attached to each karnamship is roughly proportionate to the actual charges which the maintenance of the office imposes upon the holder. It would be contrary to immemorial custom for a karnam to look for promotion or reward beyond the emoluments fixed for his village; the idea would be novel and strange both to him and the villagers. For derelictions of duty he is liable to departmental punishments; but the incentive which weighs most with him in maintaining an efficient and honest standard of duty and which he considers a sufficing recompense is the prospect of preserving in his family the same office in the same village and handing it on to his children after him; for should he be detected in grave or fraudulent misconduct he puts his hereditary right in jeopardy. The Government also gains much financially by the hereditary attachment of the karnam to his village and his office and the social distinction appertaining to the position, for these considerations go far to enable the Government to secure the willing work of these officials on terms so economical in comparison with the value of the services rendered, services which are every day becoming more extended and more complex.

Another point remains. The average number of karnams in a district is over 500 and in some districts it ranges between 1,000 and 1,400. The regulation of all this promotion and the deciding upon contending claims would add greatly to the work of the already overburdened district officers; but a more serious result would be the innumerable intrigues which the scheme would breed among these village servants themselves, while it would foster rampant corruption in the taluk offices, where it can flourish easily and is most difficult to check.

4. Having regard to all these considerations, His Excellency in Council is convinced that the introduction of a scheme of personal grading which would affect the stability of the karnam's position in his village would not only establish conditions of unrest and discontent, but would in this Presidency be positively prejudicial to the interests both of the public and the administration, while the mischiefs of the scheme would be out of all proportion to the advantages expected from it. In these circumstances His Excellency in Council trusts that the proposal may be allowed to drop.

5. In the few and exceptional districts in which the hereditary principle is not in force, the karnams are not placed on a fixed establishment and their appointment and dismissal are entirely in the hands of the Collector who therefore has ample control over the nomination of men to villages for which they are found to be fitted.

I have the honour to be,
Sir,
Your most obedient servant,

for G. S. Forbes

Ag. Secretary to Government.

Exd. A. F. Eccleston.

50 Copies.

NOTES CONNECTED WITH G.O., NOS. 207-208, REVENUE, DATED 15TH APRIL 1898.

[SUBJECT.—*Proposal for increasing the pay of karnams.*]

Proceedings of the Board of Revenue (Land Revenue), No. 429, dated 6th December 1897.

Secretary—

In their letter, dated the 8th September 1897, No. 2079-216-2, the Government of India approved of the proposal for raising the pay of karnams put forward by this Government in its letter No. 475, dated 18th June 1897, but stated that the scheme did not present any great urgency, that it required the sanction of the Secretary of State, and that it would be submitted to his Lordship on receipt of the proposition statement required by article 57, note 2, of the Civil Account Code, volume I.

G.O., No. 5100, dated 29th September 1897.

At the same time, the Government of India suggested for consideration the proposal that the pay of the karnams might be made personal and not local as at present. They observed: "The present "practice and apparently the future intention in Madras are that the pay of the karnams should be local and not personal, that "is to say, attached to the circle and not to the individual. Experience in other provinces has shown that any system which attaches a particular pay to a particular circle "is open to very serious objection which has led to its very general abandonment. It "follows from such a system that even when hereditary claims do not stand in the "way, the pay of a deserving man cannot be raised or that of an inefficient man be "reduced without moving him from a circle with which he is intimately acquainted, to "another of which he knows nothing and that when a vacancy occurs in a highly paid "circle it is almost inevitably necessary to move men from one circle to another to the "great disadvantage of all the circles concerned. Or again if, as is probably the usual "case in the Madras Presidency, the heir succeeds, it means that an inexperienced "youth is drawing a higher pay than an old and proved servant, and that there is no "means of rewarding good service. The plan that has in other provinces been substituted for pay attached to circles is to fix the number in and the pay of each grade "in each district or sub-division of a district, and to promote or reduce individual "karnams from grade to grade according to merit and as vacancies occur." The Government of India, however, fully recognised that there might very possibly be practical difficulties in the way of anything like a sudden revolution in the existing system and accordingly asked for an assurance that this Government "concurred in "the advisability of the change and was prepared to introduce it gradually as might "conveniently be possible." The Government of India added that in that case they would request Her Majesty's Secretary of State to so frame his sanction as to cover either form of gradation of pay.

Letter in G.O., Mis. No. 5100, dated 29th September 1897.

2. The letter from the Government of India was communicated to the Board of Revenue with the request that the proposition statement called for might be submitted and that the suggestion about making the pay of karnams *personal*, might be reported upon—*vide* G.O., No. 5100, dated 29th September 1897.

The Proceedings above contains the Board's reply.

3. In paragraph 3 of the letter to the Government of India, No. 475, dated 18th June 1897, it was stated that the scheme would at the beginning be introduced into only 13 districts and that the additional expenditure would be Rs. 12,430 a month or Rs. 1,49,160 *per annum*. Since the date of that letter the village establishments in the Tinnevelly district have been revised and the Board proposes to raise the pay of karnams in that district also. The additional expenditure would, therefore, be Rs. 13,254-8-0 *per mensem* or Rs. 1,59,054 *per annum*. The proposition statement submitted by the Board of Revenue shows that the scheme involves the raising of the pay of—

(1) 3,058 karnams on Rs. 6 each and 4,117 karnams on Rs. 7 each to Rs. 8 each;
(2) 1,231 karnams on Rs. 8 each to Rs. 10 each;
(3) 2 karnams on Rs. 8 each and 223 karnams on Rs. 10 each to Rs. 12 each;
(4) 55 karnams on Rs. 12 each to Rs 15 each.

The details for each district in each grade, present and proposed, are shown in Appendix I to Board's Proceedings, No. 429, dated 6th December 1897. Particulars for North Arcot, South Arcot, Madura and Coimbatore are not available in the Government office, and it has not been possible to verify the figures furnished by the Board in regard to these districts. In regard to the other ten districts the figures have been verified and the only error noticed is that the Board has, in calculating the figures for the Anantapur district, not taken into account the reduction in number by one and in cost by Rs. 5, of karnams, sanctioned in G.O., No. 254, dated 15th April 1897. The total expenditure will thus be reduced by Rs. 5 *per mensem* or Rs. 60 *per annum*. But please see the telephonic message from the Board 10th February 1898. It is submitted the proposition statement may be approved and transmitted to the Government of India. The Board suggests that the scheme may be brought into force from the 1st April next. This also may be approved. In that case provision for eleven months' increase only need be made, viz, Rs. 1,45,799⅓ or Rs. 1,45,800 in round figures. A provision of two lakhs of rupees has been made in the Village Service Fund budget for the next official year on account of the increase in the 14 districts referred to, and also in three other districts—Tanjore, Trichinopoly and Kistna, the village establishments of which are expected to be revised in 1898-99.

Yes. G.S.F.

G.S.F.

Government Order, No. 1076, dated 22nd December 1897.

4. As regards the suggestion that the pay of karnams may be made personal instead of being as at present local, the Board states that it "is fully alive to the "advantage of a gradation of officials on "the principle of personal pay and has "repeatedly advocated the extension of this principle to Tahsildars. The question "whether village officers should not also be given the benefit of personal salaries will "be carefully considered, but in order that any such scheme may be of practical use, it "is necessary that the details should be carefully worked out and tested in the districts. "Moreover, such a scheme would not immediately affect the present proposals for "increasing the pay of karnams. For whatever principles already govern the pay of "existing establishments, the same principles should, in the opinion of the Board, "determine the increases to be now given, so that there may be a just proportion in "each case between the present pay and the increment to be added to it. On the "other hand, the announcement that an increase of pay will depend on good service and "not on the charge that a karnam may happen to hold, can be made at any time so as "to bind the heirs or successors of present incumbents, but it could not in fairness be "made to affect the value of the charges to their present holders."

I have noted in some detail on this question below. G.S.F.

5. It is not clear what the Board means by saying that the details should be carefully worked out and tested in the districts. It is submitted that the Board may be requested to consult all Collectors and submit within a certain period, say six months, a full report on the suggestion together with proposals for giving effect to it, if practicable, in a few selected districts to begin with. But this is not sufficient. The Government of India remark that "it would be a matter of satisfaction to "them to be assured that His Excellency in "Council concurs in the advisability of the "change and is prepared to introduce it gradually as may be conveniently possible." It becomes, therefore, necessary to consider whether the suggestion is at all practicable and whether such an assurance as the Government of India desire may be given. The suggestion does not necessarily involve any change in the existing method of recruitment, nor does it seem to interfere with the principle of hereditary right. But it assumes that all karnams have more or less the same quantity of work to do and is therefore inconsistent with the principle regulating their salaries at present, viz., that they should vary with the amount of beriz. In other words, the principle suggested by the Government of India is the same as that which regulates the promotion of Deputy Collectors or District Munsifs. In the case of these officers the principle is right enough as almost all Deputy Collectors or District Munsifs have more or less the same kind and quantity of work to do. It was proposed to be extended to Tahsildars, but the Government rejected the proposal on the ground that "to make the pay of Tahsildars "personal, irrespective of the relative importance of their charges, would be to assume "that all taluk charges are alike, which, however, is not the case"—Paragraph 2 of G.O., No. 142, dated 13th February 1892 (Confidential).

Paragraph 7 of their letter under G.O., No. 5100, dated 29th September 1897.

It is certainly an interference with the hereditary right to a thing if that thing is made of less value. Though the heir to a well-paid karnamship in a big village might still get the karnamship under the proposed system, it would no longer be well paid. J. G. A. E. H.

6. In 1886 the Collector of Coimbatore (Mr. G. D. Leman), in submitting a scheme for the revision of village establishments in that district, made a proposal exactly similar to that now suggested by the Government of India. But the Madras Government considered it altogether inadmissible and unfair, inasmuch as "the salaries are regulated by the amount of work and responsibility devolving on the office-holders in each village according to its grade"—*vide* paragraph 5 of G.O., No. 573, dated 13th August 1888. It is observed, however, that while under the scale now in force karnams of villages with a beriz of over Rs. 2,000 get a higher salary than those of villages with beriz of less than that amount, on the assumption obviously that the former have heavier work to do than the latter, the new scheme which has been approved by the Government of India does away with this distinction and provides the same rate of pay to karnams of all villages, the beriz of which is under Rs. 4,000. If this principle is carried a little further and it is held that karnams of villages, the beriz of which does not exceed, say Rs. 8,000, may also be said to have more or less the same amount of work to do, it would probably not be difficult to give effect to the suggestion of the Government of India. In the 13 districts* which are now under consideration, there are 8,495 karnam groups in all. Of these, 8,197 groups have a beriz of less than Rs. 8,000 each. It is only the remaining 298 groups that have a beriz of Rs. 8,000 or over, which on an average will be about three for each taluk and the karnams of such groups may be provided for by the grant of a special or local allowance. Thus the proposals will be:—

There must be a minimum somewhere G.S F.

If it is so held. J.G.

* Excluding Gódávari, the village establishments of which have not yet been revised.

(1) All karnams to be graded alike without reference to the beriz;
(2) the maximum salary to be fixed at Rs. 10, which is the rate allowed in the revised scheme of increasing karnams' salaries for villages, the beriz of which is under Rs. 8,000;

That is, promotion without increase of responsibility.

(3) with a view to admit of a few chances of promotion the grading to be Rs. 7, 8, 9 and 10 instead of only Rs. 8 and 10;

(4) the number of karnams on each rate of pay to be fixed for each taluk with reference to the number and the cost under the present scheme;

If the scheme will not suit our Presidency it should not be adopted. If it is a good scheme it should not be neutralized by these local allowances.

J.G.
A.E.H.

(5) the cases of karnam groups, the beriz of which is not less than Rs. 8,000, to be met by the grant of what may be termed a local allowance to be fixed at Rs. 2 or 5 according as the beriz is *under* or *not under* Rs. 12,000; and

(6) where in cases in which special rates of pay are now sanctioned, such pay exceeds Rs. 10, the excess to be continued as a local allowance. For instance, taking the district of Bellary there are 513 karnam groups. Of these as many as 522 have a beriz of less than Rs. 8,000; karnams of all these may be deemed to have the same amount of work to do and allowed to start on the minimum pay rising to the maximum as vacancies occur. The karnams of the remaining 22 villages may also be brought into the general grading, but allowed, where it is necessary, a local allowance of Rs. 2 or 5 as the case may be. The special rates of pay also may be continued where they exceed Rs. 10, the excess being treated as local allowance. A statement is submitted showing roughly how the proposals sketched above will work out. If the above views are concurred in, the Government of India may be informed with reference to paragraphs 6 and 7 of their letter No. 2079-246, dated 8th September 1897, that the Board of Revenue has been called upon to consult all Collectors on the suggestion therein made and report fully upon it within six months and an assurance may be conveyed to them that this Government will most carefully consider the proposal and endeavour to introduce it at least in a few districts as an experimental measure as early as practicable.

V.P.
12-2-98.

To the Honourable Member and Circulate.

Yes.

J G.
H.W.B.

The proposition statement may be approved and transmitted to the Government of India, and effect given to the scheme from 1st April 1898.

With regard to the proposal of the Government of India that the graded rates of pay should be personal and not local, I think we may tell the Government of India at once that the scheme is not deemed suited for this Presidency and that we regret we are unable to give the assurance asked.

The scheme is, no doubt, practicable, that is, it could be given effect to, and the total pay now sanctioned for a district distributed with reference to personal claims of long service and efficiency. But the administrative objections to such a scheme seem to be so strong that it should be rejected. The following reasons occur to me, which I now proceed to indicate briefly:—

(1) The work and responsibility in the villages vary enormously and the greatest pains have been taken to fix the pay for the village with reference to such considerations. The differences are so marked that it would be unfair to leave a first-class village to a low-paid karnam, while entrusting a last class village with the highest rate of pay to a karnam whose only claim to it is long and good service.

(2) Apart from the mere remuneration given for the defined duties required by Government, a karnam is a village personage and there are many social claims upon his pay.

(3) In the great majority of the districts, the hereditary principle still, fortunately, determines the succession to the office. It is the recognition of this principle together with the security of tenure on a fixed rate of remuneration, which

the principle has heretofore implied, that has done so very much to secure for Government the important and valuable services that village officers render in return for the remuneration they receive, which even at its enhanced rate is comparatively trifling. If karnams are to be at the mercy of a personal scale, in which the blanks exceed the prizes, I believe it will be more prejudicial than beneficial to willing work. We should strengthen and not loosen what remains of the hereditary principle.

(4) The number of villages in a district may be put at 500 or 600 on an average, and in some districts ranges far higher, *e.g.*, in South Arcot there are as many as 1,155; the number of appeals and applications which the control of personal promotions would entail, would swamp an already overburdened Collector or Sub-divisional officer; but more serious still would be the flood of temptation and corruption that would be let loose in the Taluk offices, whence the claims of karnams and the proposals for their promotion and degradation would necessarily emanate.

(5) In the largest villages the actual cost of maintaining the office is heavier than in the smaller. No doubt in *some* large villages assistant karnams are allowed, but every one with practical knowledge of a district is aware that a karnam's work in many such villages is so heavy that he is obliged to employ private clerks and assistants, especially at certain seasons, in order to preserve his reputation, have the work completed in time, and escape fine or dismissal. Probably in most such villages the karnam receives some private assistance from the purses of the ryots: but this is not always assured, and an unpopular karnam, which often means a faithful karnam, not unfrequently finds himself on the wrong side. I think therefore that having regard to the actual expenses incurred in carrying out the public duties of the office it is proper that the higher pay should attach to the most onerous villages.

In favour of the personal scale the Government of India point out that in other provinces where the pay was made local the serious objections arose that good work could not be rewarded nor inefficient work duly placed without transferring men from one circle to another to the general

Paragraph 6 of letter dated 8th September 1897, in G.O., No. 5100, dated 29th September 1897.

disadvantage. Now this objection does not apply, *speaking generally*, to Madras where succession is hereditary and the karnam cannot be moved from his circle, village or vaddam. Accordingly the Government of India say that where such is the case the objection equally arises that an "inexperienced youth is drawing higher pay than an "old and proved servant, and that there is no means of rewarding good service." I do not think this objection is of sufficient importance to outweigh the adverse considerations, which I have endeavoured to point out above. Where an inexperienced youth succeeds to a village, we may take it as certain that he pays for his inexperience in employing men who know the work and will not endanger his tenure by mistakes, and the larger the village the more he has to pay. The hereditary principle forbids his commencing his career in a small village, if it is not his own by succession.

As to rewarding good service done in a small village, theoretically it is desirable that there should be opportunities for such recognition. But in the village service, the incentive of graded pay is wholly foreign. The hereditary village karnam is centred in his village and never thinks of looking beyond the emoluments fixed for the post by the State. He is quite content if he is let alone, and is able to do his work to the satisfaction of his superiors so as to escape public reprimand at the jammabandi or fine or dismissal and to hand on his office to his son after him. To introduce this notion of personal pay would, I am convinced, only tend to unsettling and feverish discontent wholly prejudicial to the public interests; and it would be a new element which the experience of the past has not shown to be at all necessary to secure efficient service.

The above remarks apply to the districts in which the service is hereditary. In a district like Tanjore, where the karnams are not hereditary, the main objections to a personal scale do not apply, except that the bigger villages entail generally the most expense on the office holder, and that the distribution of promotion gives rise to many evils and inconveniences. But in such a district the appointments are already in the

free gift of the Collector, who has *practically* ample opportunity of rewarding good service by promoting men to better paid villages as vacancies occur, without the device of a personal scale.

G. S. FORBES.
26-2-98.

As at present advised I do not think the scheme can be adopted, but I am not prepared to reject it positively without inquiry.

I think the Board should be told to consult all Collectors about it and report fully within six months; and that the Government of India should be informed that we have done this, and will consider the matter, but are afraid it will be difficult, if not impossible, to adopt the proposed scheme, at all events, in the districts where hereditary right prevails. The Government of India are thinking of men who could be removed on punishment or promotion from a circle they know to a circle they do not know, that is, to men who are whole-time servants of Government—, who are in charge of circles with similar duties, and who can and do look for promotion or increase of pay. This is not the case with karnams. It has never been the custom to move them from the villages to which they are originally appointed. The idea would be novel and strange both to them and to the villagers. They are officers of the village community and do duty both for Government and for the villagers. Anything which would loosen the connection between them and their villages would do great harm both to the State and the villagers, by diminishing their influence in the villages. The villages are not similar as to the duties connected with the karnamships in them. Some are very large and rich, entailing great expense in living, and imposing a vast deal of work on the karnams, both as to executing the orders of Government and carrying out social functions amongst the villagers. Others are very small and poor, the living inexpensive, and the work trifling. It is possible by additions or subtractions to make circles such as the Government of India have in mind tolerably similar, but nothing can be done in this way with villages. It would be contrary to immemorial custom for a karnam to look for promotion or extra pay. The prospect of leaving to his heir the same office on the same pay in the same village is enough to keep him straight.

It would be dangerous to interfere with the system, which, by taking advantage of the fact that karnam is part of the village community, has enabled Government to get the karnam's work done so economically.

The proposed system would establish a state of "unrest" in the villages. It would give rise to immovable intrigues amongst village officers and taluk clerks, and stimulate corruption in places where it will be easy for it to flourish and difficult to check it.

J. G[ROSE].
5-3-98.

I so entirely agree with what the Secretary and my Honourable Colleague say that I doubt the necessity of troubling the Board and Collectors with enquiries and reports until, at all events, we have placed our views before India. If after hearing what we think, India insists, we can then enquire. However, if my Honourable Colleagues think we should start enquiries at once, I shall not object.

India seems to look on karnams as an extraneous Government agency. They are not this, but a part of the village generally, if not always landholders therein, and it would, in my opinion, be ruinous to alter their position. If it *must* be done, probably some such scheme as that sketched in the office-note would do the least harm.

H. W. B[LISS].
9-3-98.

I completely agree with my Honourable Colleagues that this scheme is unsuitable to the conditions of Madras, and that it is impolitic. I should express our views at once to the Government of India, and strongly deprecate the proposal.

A. E. H[AVELOCK].
16-3-98.

Office—

Please draft to the Government of India. The arguments in my note can be concentrated.

G.S.F.
17-3-98.

Secretary—

Draft submitted accordingly.

V. P.
19-3-98.

To the Honourable Member—

His Excellency the Governor—

Draft for approval.

I put up below an extract from a leading article in the *Pioneer*, dated 16th March 1898, written after my note of 22nd February. Coming from the province of the Member of the Governor-General's Council, who is forcing this scheme upon us, it is a curious commentary on the value of the principle underlying it and the evil it is working in those provinces.

I had already read this.
A. E. H.

G.S.F.
28-3-98.

J.G.
30-3-98.

I accept this draft, which seems to me to put the case very clearly and forcibly.

A.E.H.
1-4-98.

Issue.

G.S.F.
2-4-98.

Revenue (189) Department.

CURRENT No. 10931

MADRAS GOVT. (16 DEC 97)

From Board of Revenue
Londres

Order

No. 429

Dated 6 December 1897
Received 19.12 "
Registered 20.12. "
Enclosures 2
Spare copies 5

SUBJECT.

Subj. to Govt proposal in
abstract for increasing the
pay of the Karnams in the
Presidency and reporting on
the suggestion of the Govt of
India that the pay of Karnams
should be personal & not
local.

BACK PAPERS.

G.O.	No.	Department.	Date
5 100			
29-9-97			

FURTHER PAPERS.

G.O.	No.	Department.	Date.
Con 4 321/97			

Fb 4-4-98

1897.

Board of Revenue

(Land Revenue),

MADRAS.

Printed December th.

Proceedings, No. 429, 6th December 1897.

DECEMBER.

Submitting to Government proposition statement for increasing the pay of karnams in the Madras Presidency and reporting on the suggestion of the Government of India that the pay of karnams should be personal and not local.

PROCEEDINGS OF THE BOARD OF REVENUE

(Land Revenue).

Read—the following Government Order, Mis. No. 5100, Revenue, dated 29th September 1897:—

Read—the following letter from DENZIL IBBETSON, Esq., C.S.I., Secretary to the Government of India (Department of Revenue and Agriculture—Land Revenue), to the Secretary to the Government of Madras, dated Simla, the 8th September 1897, No. 2079-246—2.:—

I am directed to acknowledge the receipt of your letter, No. 475, dated 18th June 1897, in which you put forward proposals for improving the position of karnams in the Madras Presidency by fixing their scale of pay at:—

Basis.	Rate of pay.
	Rs.
Rs. 2,000, but under Rs. 4,000	8
„ 4,000, „ „ 8,000	10
„ 8,000, „ „ 12,000	12
„ 12,000, and above „	15

2. In view of the importance of the work which the karnams are now required to perform, the Government of India agree with the Governor in Council that it is necessary to increase the pay of these officers.

3. It is observed that the revised scheme will ultimately involve an additional expenditure of more than two and a half lakhs of rupees per annum for twenty districts; but that at present it is proposed to introduce it from 1st July 1897 into thirteen districts only at an extra cost of Rs. 12,430 a month, or Rs. 1,49,160 per annum.

4. The additional cost will be met in equal proportion from the General Revenues and from the Village Service Fund under sections 8 and 9 of Madras Act IV of 1893; but it appears from your letter that for a few years the additional cost can be met from accumulated balances without raising the rate of cess or the amount of contribution payable by Government.

5. As regards the question raised in paragraph 6 of your letter, whether in the matter of establishments paid from the Village Service Fund the powers of sanction of Local Governments are limited to the extent indicated in Chapter 17 of the Civil Account Code, Volume I, I am to remind the Government of Madras of the general principle that the exercise by Local Governments of powers conferred on them by Indian legislation is subject to the statutory control of the Secretary of State and of the Government of India. One of the orders prescribing the measure of this statutory control is the Financial Resolution No. 916-Ex., dated 4th March 1893, a reference to which will show that in the present case the sanction of the Secretary of State is required since the proposals relate to a revision of establishment that involves additional expenditure of more than Rs. 25,000 a year. The Government of India are prepared to recommend the general proposal to His Lordship as soon as the proposition statement required by Article 57, note 2, of the Civil Account Code, Volume I,

is received. They do not think, however, that the proposal presents great urgency; and under the special circumstances of the present year, they are not prepared to recommend its introduction with earlier effect than the 1st January 1898.

6. I am, however, to observe for consideration of His Excellency in Council that the present practice and apparently the future intention in Madras are that the pay of the karnams should be local and not personal, that is to say, attached to the circle, and not to the individual. I am to say that experience in other provinces has shown that any system which attaches a particular pay to a particular circle is open to very serious objection which has led to its very general abandonment. It follows from such a system that even when hereditary claims do not stand in the way, the pay of a deserving man cannot be raised or that of an inefficient man be reduced without moving him from a circle with which he is intimately acquainted to another of which he knows nothing, and that when a vacancy occurs in a highly paid circle, it is almost inevitably necessary to move men from one circle to another to the great disadvantage of all the circles concerned. Or again if, as is probably the usual case in the Madras Presidency, the heir succeeds, it means that an inexperienced youth is drawing higher pay than an old and proved servant, and that there is no means of rewarding good service. The plan that has, in other provinces, been substituted for pay attached to circles, is to fix the number in and the pay of each grade in each district or sub-division of a district, and to promote or reduce individual karnams from grade to grade according to merit and as vacancies occur.

7. The Government of India fully recognise that there may very possibly be practical difficulties in the way of anything like a sudden revolution in the existing system. But I am to request that the matter may receive careful consideration, and to say that it would be a matter of satisfaction to them to be assured that His Excellency in Council concurs in the advisability of the change and is prepared to introduce it gradually as may be conveniently possible. In that case they would request Her Majesty's Secretary of State to so frame his sanction as to cover either form of graduation of pay.

Order—Mis. No. 5100, Revenue, dated 29th September 1897.

Communicated to the Board of Revenue, with the request that the proposition statement called for in paragraph 5 of the letter may be submitted at an early date. It is also requested to report on the suggestion in paragraph 6.

(True Extract.)

(Signed) F. J. WILSON,
for Ag. Secy. to Govt.

To the Board of Revenue (Land Revenue).

Resolution—No. 429, dated 6th December 1897.

The Board resolves to submit to Government the proposition statement called for in Government Order, Mis. No. 5100, dated 29th September 1897, in connection with the scheme for raising the pay of karnams in the thirteen districts referred to in Appendix B to Board's Proceedings, No. 403, Press, dated 26th October 1896, as well as in the district of Tinnevelly, where the revision of the village establishments was sanctioned in Government Order, No. 556, Press, dated 12th July 1897. The number of karnams in each grade according to the sanctioned scale is exhibited separately in the proposition statement while the special increases given to karnams in certain localities on account of heaviness of work or unhealthiness of locality are shown in lump. Two other statements are also appended to these proceedings showing, respectively, the details for each district and the principles upon which salaries are assigned to each karnam group in the present and the proposed scales.

APPEN

Name of district.	Government Orders sanctioning present establishment.	Present establishment. Karnams on Rs. 6 per mensem.	Karnams on Rs. 7 per mensem.	Karnams on Rs. 8 per mensem.	Karnams on Rs. 10 per mensem.
1	2	3	4	5	6
1. Ganjám	No. 887, dated 8th November 1890, No. 604, dated 4th July 1891, Mis. No. 90, dated 11th January 1895, and No. 588, dated 29th August 1895.	No. 228	122	13	..
2. Vizagapatam	No. 320, dated 22nd April 1893, No. 450, dated 25th May 1893, and Mis. No. 4019, dated 19th October 1894.	26	112	33	3
3. Gódávari	No. 1097, dated 26th September 1885 ..	209	..	..	..
4. Nellore	No. 57, dated 31st January 1895 ..	161	224	125	34
5. Cuddapah	No. 734, dated 16t August 1893	297	309	97	9
6. Anantapur	No. 719, dated 13th July 1892, No. 1031, dated 27th November 1893, No. 779, dated 7th November 1894, and Mis. No. 4568, dated 14th November 1895.	332	123	28	2
6a. Villages transferred to the Anantapur district from Bellary.	No. 72, dated 24th January 1890, and No. 220, dated 19th April 1895.	7	..	..	..
7. Bellary	No. 402, dated 28th May 1897, and No. 805, dated 23rd September 1897.	188	266	80	13
8. Kurnool	No. 735, dated 21st December 1896 ..	317	268	70	8
9. Chingleput	No. 733, dated 16th August 1893, No. 16, dated 15th January 1894, No 690, dated 22nd October 1895, and Mis. No. 3105, dated 3rd August 1896.	219	378	66	10
10. North Arcot	No. 313, dated 6th July 1896	353	516	88	6
11. South Arcot	No. 321, dated 12th May 1890, No. 981, dated 16th September 1892, No. 1147, dated 16th November 1892, No. 67, dated 2nd February 1895, No. 729, dated 11th November 1895, and No. 744, dated 14th November 1895.	370	922	161	2
12. Madura	No. 52, dated 21st January 1890, No. 96, dated 26th January 1892, No. 225, dated 7th March 1892, No. 718, dated 13th July 1892, and No. 374, dated 28th May 1894.	115	235	101	35
13. Tinnevelly	No. 550, dated 12th July 1897	37	235	223	65
14. Coimbatore	No. 573, dated 13th August 1888, Mis. No. 5652, dated 15th September 1890, No. 1068, dated 10th November 1891, No. 2253, dated 9th June 1894, Mis. No. 4305, dated 7th November 1894, and Board's Proceedings, No. 120, dated 1st May 1890, and No. 405, dated 18th December 1890.	219	407	142	36
Total ..		3,658	4,117	1,233	223

(a) An increase of Rs. 2-8-0 was given to the karnam of Vizagapatam who was drawing only Rs. 5 (*vide* Government accordingly shown as Rs. 1-8-0. No special increase will now be necessary. (b) The special increase

	Number of persons.	Present scale. Pay according to scale.	Special increase.	Total increase.	Proposed scale. Pay according to scale.	Special increase.	Total increase.
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
(c)	3	7	1	3	8	..	..
	1	7	5	5	8	4	4
	2	8	2	4	10	..	..
	6	..	..	12	..	..	4
(e)	1	7	5	5	8	4	4
	1	7	5	5	8	4	4
	1	6	2	2	8	..	..
	3	..	..	12	..	..	8
(g)	3	7	1	3	8	..	..
	1	7	3	3	8	2	2
	9	8	2	18	10	..	..
	1	8	3	3	10	1	1
	2	8	4	8	10	2	4
	1	10	2	2	12	..	..
	17	..	..	37	..	..	7

DIX I.

Present establishment. Karnams on Rs. 12 per mensem.	Karnams on Rs. 15 per mensem.	Total number of karnams.	Total cost per mensem.	Proposed establishment. Karnams on Rs. 8 per mensem.	Karnams on Rs. 10 per mensem.	Karnams on Rs. 12 per mensem.	Karnams on Rs. 15 per mensem.	Total number of karnams	Total cost per mensem.	Remarks.
7	8	9	10	11	12	13	14	15	16	17
No.	No.	No.	Rs.	No.	No.	No.	No.	No.	Rs.	
..	..	363	2,326	350	11	2	..	363	2,934	
..	..	174	1,234 + (a) 1½	138	33	3	..	174	1,470	
..	..	209	1,254	209	..	..	..	209	1,672	It is only the pay of the karnams on Rs. 6 that is now proposed to be increased (paragraph 5 of Board's Proceedings, No. 403, dated 26th October 1896.)
14	7	565	4,147	385	125	34	21	565	5,055	
1	..	713	4,823	606	97	9	1	713	5,911	
2	..	487	3,121	455	28	2	2	487	3,974	
..	..	7	42	7	..	..	..	7	56	The pay of the other karnams is in accordance with the revised scale.
1	1	541	3,787 + (c) 12	434	86	13	8	541	4,608 + (c) 4	
5	..	668	4,478 + (d) 16	585	70	8	5	668	5,551 + (d) 5	
3	..	676	4,624 + (e) 12	597	66	10	3	676	5,601 + (e) 8	
1	..	964	(b) 6,506	869	88	6	1	964	(b) 7,919	
..	..	1,455	9,982	1,292	161	2	..	1,455	11,970	
5	..	491	3,553 + (f) 5	350	101	35	5	491	4,305 + (f) 2	
10	7	577	4,526 + (g) 37	272	223	65	17	577	5,441 + (g) 7	
7	3	814	5,788 + (h) 4	626	142	36	10	814	7,010 + (h) 2	
55	18	8,704	60,278½	7,175	1,231	225	73	8,704	73,533	

Order, Mis. No. 4019, dated 19th October 1894). He is included among Rs. 6 karnams for convenience and the increase have not been shown separately as they do not affect the present proposals.

	Number of persons.	Present scale. Pay according to scale.	Special increase.	Total increase.	Proposed scale. Pay according to scale.	Special increase.	Total increase.
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
(d)	1	6	1	1	8	..	..
	1	6	4	4	8	2	2
	1	6	1	1	8	..	..
	1	7	1	2	8	1	1
	1	7	2	2	10	..	..
	2	8	2	4	10	2	2
	1	8	4	4			
	7	..	..	16	..	..	5
(f)	1	6	1	1	8	..	..
	1	6	4	4	8	2	2
	2	..	..	5	..	..	2
(h)	1	6	4	4	8	2	2

favourable acceptance of any enactment that

2. The revised scheme entails a net additional cost of Rs. 13,251-8-0 *per mensem* or Rs. 1,59,054 *per annum* as shown in the margin. The Board recommends that the revised scale may be introduced in the districts referred to with effect from the beginning of the next official year. Provision to this effect has been made in the budget estimate for 1898-99 which has been submitted to Government with Board's Proceedings, No. 424, dated 2nd December 1897.

	Rs.	Rs.
Ganjám	608	
Vizagapatam	236	— 1½
Gódávari	418	
Nellore	906	
Cuddapah	1,118	
Anantapur	853	
Anantapur (villages transferred from the Bellary district)	14	
Bellary	821	— 8
Kurnool	1,073	—11
Chingleput	977	— 4
North Arcot	1,413	
South Arcot	1,988	
Madura	752	— 3
Tinnevelly	915	—30
Coimbatore	1,222	— 2
Total ..	13,314	—59½*
or Rs. 13,254½ per mensem.		

* This figure represents the reduction in the special increases consequent on the introduction of the revised scale.

3. The Government of India in paragraphs 6 and 7 of their letter, dated 8th September 1897, suggest that the pay of karnams may be made personal instead of being as at present local. The Board is fully alive to the advantage of a gradation of officials on the principle of personal pay, and has repeatedly advocated the extension of this principle to Tahsildars. The question whether village officers should not also be given the benefit of personal salaries will be carefully considered, but in order that any such scheme may be of practical use, it is necessary that the details should be carefully worked out and tested in the districts. Moreover, such a scheme would not immediately affect the present proposals for increasing the pay of karnams. For whatever principles already govern the pay of existing establishments, the same principles should, in the opinion of the Board, determine the increases to be now given, so that there may be a just proportion in each case between the present pay and the increment to be added to it. On the other hand, the announcement that an increase of pay will depend on good service and not on the charge that a karnam may happen to hold, can be made at any time so as to bind the heirs or successors of present incumbents, but it could not in fairness be made to affect the value of the charges to their present holders.

(True Copy and Extract).

Secretary.

To the Secretary to Government, Revenue Department,
with proposition statement in duplicate.

[Appendix.

Appendix I.

version he dreaded has taken place amongst

APPENDIX II.

A STATEMENT showing the different scales at present in force.

Government Order sanctioning the scale.	Name of district.	Karnams on Rs. 6.	Karnams on Rs. 7.	Karnams on Rs. 8.	Karnams on Rs. 10.	Karnams on Rs. 12.	Karnams on Rs. 15.
	Beris.						
No. 857, dated 8th November 1890.	Ganjám	Under Rs. 2,000	Rs. 2,000 to Rs. 4,000	Rs. 4,000 and above.	..	..	..
No. 320, dated 22nd April 1893.	Vizagapatam ..	Do.	Do.	Rs. 4,000 to Rs. 8,000	Rs. 8,000 to Rs. 12,000	Rs. 12,000 and above.	..
No. 1097, dated 26th September 1885.	Gódávari	Do.	..	..	..	..	..
No. 57, dated 31st January 1895.	Nellore	Do.	Rs. 2,000 to Rs. 4,000	Rs. 4,000 to Rs. 8,000	Rs. 8,000 to Rs. 12,000	Rs. 12,000 to Rs. 16,000	Rs. 16,000 and above.
No. 734, dated 16th August 1893.	Cuddapah ..	Do.	Do.	Do.	Do.	Rs. 12,000 and above.	..
No. 719, dated 13th July 1892.	Anantapur ..	Do.	Do.	Do.	Do.	Do.	..
No. 402, dated 28th May 1897.	Bellary ..	Do.	Do.	Do.	Do.	Rs. 12,000 to Rs 16,000	Rs. 16,000 and above
No. 735, dated 21st December 1896.	Kurnool ..	Do.	Do.	Do.	Do.	Rs. 12,000 and above.	..
No. 733, dated 16th August 1893.	Chingleput ..	Do.	Do.	Dó.	Do.	Do.	..
No. 813, dated 6th July 1896.	North Arcot ..	Do.	Do.	Do.	Do.	Do.	..
No. 321, dated 12th May 1890.	South Arcot ..	Do.	Do.	Do,	Rs. 8,000 and above.	..	..
No. 52, dated 21st January 1890.	Madura	Do.	Do.	Do.	Rs. 8,000 to Rs. 12,000	Rs. 12,000 and above	..
No. 556, dated 12th July 1897.	Tinnevely ..	Do.	Do.	Do.	Do.	Rs. 12,000 to Rs. 16,000	Rs. 16,000 and above.
No. 573, dated 13th August 1888.	Coimbatore ..	Do.	Do.	Do.	Do.	Do.	Do.

Proposed scale.

Beris—

	Rs.
Under Rs. 4,000	8
Rs. 4,000 to Rs. 8,000	10
Rs. 8,000 to Rs. 12,000	12
Rs. 12,000 and above	15

Ex-I. M. Pahilvan.

TAKING STOCK: THE PEASANT IN INDIAN POLITICS.—In our last article on recent discontents and reform in these Provinces we emphasised the predominant influence of the landed aristocracy; we enumerated some of their principal grievances; and we indicated certain practical measures by way of remedy or at least mitigation. It remains to consider now the political condition and attitude of the agricultural classes at large, by which we mean the smaller landholders and the village population. We do not propose to make more than passing reference to what is commonly known as the "land transfer question," partly because there is little to add to what has been published already, partly also because legislation is shortly expected from the Government of India.

In these Provinces generally the evil has not assumed the malignant character which has created so great concern elsewhere. Indeed in localities where there exist large landholders ready to absorb their poorer neighbours, the question, in its political aspect at any rate, is not likely to reach the acute phase. Moreover money-lending in the rural tracts of these Provinces is, for the most part, conducted by Thakurs and Brahmans, who are themselves agriculturists; and though these men are frequently distinguished for a rapacity and lawlessness of method, to which the less daring *baniah* will rarely aspire, their introduction into the ownership of a village is no violent dislocation of, or outrage to, its social system. In many cases, too, perhaps in the majority of cases, the common prejudice against the purchase of land by vakils and wealthy bankers does not rest upon a solid basis of fact; for these men are generally the landlords, who show most consideration to their tenantry and do most to improve their estates; and if they have not—and they rarely have—the influence acquired by hereditary position, independent of merit, they are at least unobjectionable. Still it cannot be denied that in portions of the North-West Provinces the transfer of land has assumed proportions—and is a current evil—so great as to render legislation desirable, and that everywhere, on general administrative grounds, it will be of advantage to put some check on the indiscriminate transfer of land. The difficulty will be to devise a remedy which will not excite more political discontent than the evil it seeks to cure. For it would be as reasonable to expect a wilful and careless school-boy to appreciate and gratefully accept the restraints and corrections imposed upon him, as to expect the thoughtless or improvident proprietor to appreciate or gratefully to accept any restrictions on his proprietary right. It is almost safe to predict that misrepresentations of legislative action will be spread by any class adversely affected by it, and that misrepresentation will receive an eager welcome by those persons whose rights may be curtailed. Nor will such misrepresentations yield to the correction of official pronouncement: for the utterances of the tax-receiver in matters connected with the land are received by the taxpayer with considerable distrust. The most disinterested solicitude, which is not accompanied by some remission of taxation, is nearly certain to be misunderstood. The intentions of Government are still enveloped in mystery, a mystery which we can hardly consider profitable; but we are ready to believe that no rash or imprudent action will be taken, and that there will be no revolution but rather an amendment and development of the existing law. We should, however, rest in greater confidence as to the favourable acceptance of any enactment that may be made, were the opportunity taken to convince the landholding classes in these Provinces of the genuine desire of Government to come to their assistance, by the revision of the incidence of the cesses, so as to bring them into line with the canons of sound policy. Without wishing to exaggerate or unduly to labour a point already urged, we are bound to repeat that the cesses, as at present constituted, are a standing source of irritation and a standing obstacle to the realisation of those harmonious relations between the landlords and the Government, which it should be the object of modern policy to foster.

Leaving, now, this question to its approaching solution, we turn to the political attitude of the masses of the agricultural population. Disloyalty we do not find, nor should we expect it; partly because the masses are, as we have already said, simply devoid of political intelligence, but chiefly, we believe, because, with all its defects, the British Government is still regarded by the people at large as a really good Government. The force of this latter belief, however, is not an immortal force, and we should merely deceive ourselves if we regarded it as a postulate. It rests largely on the stories of the anarchy of native rule before we came. We cannot count on its survival in the face of continued discomforts, and it is necessary to remember that in the perspective of popular imagination present discomforts loom larger than the miseries of an anarchy which has long since passed away. It is a grievous reflection but none the less the fact—and the fact is the besetting difficulty of alien rule—that suspicion is apt to get the mastery of ignorant minds, and that evil is more easily believed of the Government, in times of excitement, than good. Of this we had a striking illustration in recent experience, when the panic over the plague rules for the time supplanted gratitude for the relief of famine. Then again, we must remember, as we have already stated, the growth, under the ægis of Government, but of course apart from it, of religious revivals in the two great communities. In the course of such revivals, the glories of the past are vividly presented to the people, and the dullness of the present ever has to hide its face before the recital of bygone achievements, mythical though they may be. The effect of these recitals cannot be disregarded in framing an estimate of the political attitude of the masses. We do not overlook the real gratitude that exists for the noble and successful efforts to relieve the famine—we would build on this gratitude not without confidence and hope—but it would be idle to close our eyes to tendencies which work the other way, however little we may like them or appreciate their reason. The villagers, we repeat, are not disloyal, far from it; but it is a common remark that they are not so contented as they used to be. For this decline in contentment various causes are naturally assigned—high prices, bad seasons, the export of grain, the vernacular press: and, indeed, it would be absurd to refer it to any solitary cause. But we believe we shall be representing the feeling of the majority of the villagers themselves if we attribute the tendency in the main to the ever-tightening grip of the administration, the blight of ever-spreading corrupt subordinate officialism.

Half a century ago a wise Lieutenant-Governor of the North-West Provinces contemplated the substitution of official agency for unofficial institutions as "a fearful experiment:" he particularly dreaded the effect of converting village watchmen and village accountants into Government servants. Many things have happened since he wrote, and the conversion he dreaded has taken place amongst them, too

[illegible], Sagar in the North-West Provinces, not so long ago in Oudh. Those who move unceremoniously among the people, more especially in the hot season when the harvest has been gathered in—for men are most communicative when they have least cause for anxiety—will realise how well founded, even after fifty years, was the dread entertained by Mr. Robertson. It was in truth "a fearful experiment," and not all the attendant administrative advantages, which may be admitted without reservation, can compensate for even a small fraction of the political evils it evolved in the breakdown of the village system. For the village system rested on two main supports—the lumbardar and the village servants. The former we have deliberately allowed to rot; the latter we have forcibly dissociated from the village; and we have now approached the inevitable catastrophe, the collapse of the village community. The patwari and the chaukidar who used to be its servants, are now on guard over the village. The patwari stands above and tyrannises over the people; he is the representative of the Sirkar—the revenue administration as it strikes the people in their daily lives. His pay varies from four to ten rupees a month. He has no prospects but the proceeds of petty corruption, and his opportunities of petty corruption are endless. In the old days his evidence was regarded as *primâ facie* interested: he is now the Government official on the spot, and in ninety cases out of a hundred his evidence decides the case. Not a case is filed, not a new return is filled up but he gets his fee. No new rules are issued but he levies a fresh contribution. The village watchman used to be a village menial. He is now the agent of the police and brings home to the people in their daily lives the full measure of police oppression. The pay of the village watchman is three rupees a month: subject, unless we are mistaken, to deductions. Is the object gained, we ask, worth the sacrifice involved? No one who is in touch and sympathy with village life will underrate the real injury and oppressions which these underlings cause to the people. Those who dismiss these oppressions as petty and trivial, forget that village life is petty and trivial in all its aims, accidents, and details. The narrower the range of feeling and interest, the greater the intensity. A large occasional tyranny will not, with these simple folk, generate so wide a volume of discontent as the incessant drip of petty oppression. The former is a wound which maims but heals; the latter is an ulcerous sore. Yet the tendency of modern Government is to enlarge the sore, and to give the underlings, in extended interference, a wider range. And it is not an exaggeration to say that at the present time the agricultural population of these Provinces is in the minute incidents, even of their domestic lives, placed under the supervision of corrupt and extortionate underlings.

Nor has it been enough thus to cut the roots of village life: on to the lifeless trunk has recently been grafted an underling of exotic growth, the *nagriya*. It is not easy to write of this innovation in moderate language. Assuredly the appointment of a man, without existing status but in general subordinate to the landlord, to perform the functions which the landlord is by law bound to do but does not, hardly permits the assumption, with regard to its authors, of any extensive knowledge of human nature or the ends of practical statesmanship. Beyond occasionally figuring in official papers, or practising a limited extortion on personal enemies or erring friends, this new unpaid official has no real place in the rural economy. His prospective political value as a source of information in time of emergency may aptly be measured by his proneness in times of public tranquillity to report cases of an essentially private character; notably, we have been informed, cases of abortion. His existence cannot be justified; it is impossible to regard him as otherwise than a public nuisance; and he may, with advantage, be treated as such by removal. The case of the patwari and the chaukidar stands on a different footing. The rehabilitation of the village system, which requires the restoration of both the lambardar and the village servants to their old position, is not indeed impossible, but requires a constant attention, a patience and enduring self-restraint on the part of the entire executive, which places it, we fear, outside the scope of practical politics. But if it is impracticable to restore what has been destroyed, it is at least possible to arrest or confine the further development of the evil. And something must be done, or it seems inevitable that in the future we shall be confronted with a discontent which has never complicated the political situation in the past—the discontent of the rural population. The time has come to pause and take heed that we do not lightly squander the residue of popular goodwill. For all experience and the necessity of the case go to warn us that in times of real agitation the patwari and the chaukidar will be found wanting or on the wrong side. It will be something gained if the forms of the old order are more strictly observed than at present they are. Greater insistence should be laid on the scrupulous observance of the landlord's right of nomination. There is reason to fear that in practice the legal right of the landlord in this respect is not unfrequently overlooked. Not only do deputy collectors, tahsildars and thanadars make "suggestions" in the matter of appointments, but patwaris are transferred from the circle to which they were nominated, and in the reallocation of circles the original nominations of the landlords are but little regarded. This is opposed to the principle, if not to the strict letter, of the existing law, and produces an amount of friction far greater than is usually imagined. The transfer of a patwari should in no case be allowed: if the patwari is in any way disqualified for the circle to which he is nominated, he should be dismissed and a successor should be nominated in his place. This may be sometimes tiresome from an administrative point of view, but complete administrative convenience must sometimes be subordinated to substantial requirements of policy.

In laying stress on the details, however, we do not imply that they alone will suffice; it is necessary to take a broader view. The Provinces are over-governed; this is the conclusion of the whole matter. And the problem for modern statesmanship is how to counteract the political dangers of over-government, how to contract the limits of official interference with the people: for the greatest efficiency in administration may, and is likely in India to be, in many ways the poorest statesmanship. Now, omitting the large question of decentralisation as requiring separate treatment, we conceive that the problem will be solved only by keeping two objects steadily in view—(1) the restriction of the number and powers of subordinate officials and underlings; (2) the association of unofficial native gentlemen, so far as may be, in the work of administration. On the first point little need be said. The less the people are harassed, especially in their private lives, the more likely they are to appreciate the advantages of British rule. Already they are subjected, not without resentment, to a degree of interference which is vexatious in the extreme. The less the work that is thrown on the tahsili chaprassi, the patwari and the chaukidar, the better it will be for the public good. The association of unofficial native gentlemen in the work of administration seems now to be generally recognised as profitable. The excellent work of honorary magistrates is frequently acknowledged, and the number of honorary magistrates might now with advantage be increased, not so fast as to deprive the appointment of honour but slowly and accordingly to need and opportunity. Also the measure which created the village munsiffs, if cautiously applied, may not unreasonably be expected in the course of years to confer great benefits on the two Provinces. But it is in their consultative capacity that at present the leading native gentlemen can most assist the administration, and with Civil Servants of less than ten years' standing in charge of districts the due consultation of leading native gentlemen by district officers becomes a matter of supreme importance. It might well be made a practice for district officers, in sending up their opinion or proposals on any matter of general importance affecting the district administration, to send up also the written opinions of the leading native gentlemen in the district. The importance of the district officer is not diminished but rather increased by working with allies as well as with subordinates. Not the least of the triumphs of the present Lieutenant-Governor in his famine administration was his success in allying the leaders of the people with the executive. Forbearance from harassing the people through underlings, and association with the administration of men of local influence, will not, indeed, have the constructive force of the old village system, but they will secure all that can now be secured of its advantages, and they offer, to our mind, the only check that can in practice be applied to an evil which threatens to accumulate until it passes beyond control.

Taluk	No. of persons in groups (the heads of which) drawing pay				Total		Special incentive pay	New grading (proposed)				Local allowance where drawn is		Total cost of new scale proposed	Local allowance where drawn is at Rs 10 per head	
	Under Rs 400	Rs 400-800	Rs 800-1200	Rs 1200 and above	No.	cost		Rs 7	Rs 8	Rs 9	Rs 10	Rs 800-1200 at Rs 2 per head	Rs 1200 and above at Rs 4 per head			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	Rs	15	16 Rs
Adoni	87	11	1	..	99	818		30	30	24	15	1	..	818		
Alur	41	20	6	3	70	645		10	15	20	25	6	3	647		
Bellary	69	27	3	2	101	898	4	20	24	27	30	3	2	891	2 (1)	
Hadagalli	48	8	1	-	57	476		15	15	15	12	1	-	482		
Harpanhalli	55	1	0	.	56	450		20	16	12	8	..	-	456		
Hospet	38	8	1	2	49	426		14	13	12	10	1	2	422		
Kudligi	46	5	1	-	52	430		16	14	12	10	1	-	434		
Rayadrug	50	6	-	1	57	475		21	16	12	8	..	1	468		
Total	434	86	13	8	541	4608	4	146	143	134	118	13	8	4618	2	
						4612.								4620.		

(1) This is for the Bellary town; the tehsildar to which is Rs 363 but the Kamanavis allowed a special pay of Rs 12 p.m. vide para 4 of Govt. order page 130 of G.O. No 402 Rev. dt 28-5-97

The figures in cols 2 to 5 have been taken from page 8 of the note under Govt. No. 402 dt 28-5-97, as modified by Govt. No. 805 dt 23-9-97

CR
12 Feb

INDIAN TELEGRAPHS. Monthly Number.

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Words	Day.	Hour.	Minute.	Official Instructions.
	10	15		

To (Person)

From (Person)

64 Word Form.

F. C 2.

Recd from	LN.	Sent to	LN.	
At Hrs.	Mts. by	At Hrs.	Mts. by	Telegraph Master.

C G P—No. 833 T—7 3 97—[illegible]

engaged in the North West Provinces [illegible] rehabilitation of the village system, [illegible]res

C. No. 10931 of 1897.

In their letter dated the 8th September 1897 No. 2079-246-2, the Govt. of India approved of the proposal for raising the pay of Karnams put forward by this Govt. in its letter No 475 dt 18th June 1897, but stated that the scheme did not present any great urgency, that it required the sanction of the Secy of State, and that it would be submitted to his Lordship on receipt of the proposition statement required by Art. 57, note 2, of the Civil Account Code Vol. I.

At the same time, the Govt of India suggested for consideration the proposal that the pay of the Karnams might be made personal and not local as at present. They observed:-"the present practice and "apparently the future intention in Madras "are that the pay of the Karnams should "be local and not personal, that is to say, "attached to the circle and not to the in- "dividual. Experience in other provinces " has shewn that any system which attaches "a particular pay to a particular circle

"is open to very serious objection which
"has led to its very general abandonment.
"It follows from such a system that even
"when hereditary claims do not stand in the
"way, the pay of a deserving man cannot be
"raised or that of an inefficient man be
"reduced without moving him from a circle
"with which he is intimately acquainted to
"another of which he knows nothing and
"that when a vacancy occurs in a highly
"paid circle it is almost inevitably ne-
"cessary to move men from one circle to
"another to the great disadvantage of all
"the circles concerned. Or again if, as is pro-
"bably the usual case in the Madras Presi-
"dency, the heir succeeds, it means that an
"inexperienced youth is drawing a higher
"pay than an old and proved servant, and
"that there is no means of rewarding good
"service. The plan that has in other provin-
"ces been substituted for pay attached to
"circles is to fix the number in and the
"pay of each grade in each district or sub-
"division of a district, and to promote or
"reduce individual Karnams from grade to
grade

"grade according to merit and as vacancies
"occur." The Govt of India, however, fully
recognised that there might very possibly
be practical difficulties in the way of
anything like a sudden revolution in the
existing system and accordingly asked for
an assurance that this Govt "concurred
in the advisability of the change and was
prepared to introduce it gradually as
might conveniently be possible." The Govt
of India added that in that case they
would request Her Majesty's Secy of State
to so frame his sanction as to cover
either form of graduation of pay.

2. The letter from the Govt of India
was communicated to the Board of Revenue
with the request that the proposition
statement called for might be submitted
and that the suggestion about making the
pay of Karnams personal, might be report-
ed upon.(vide G.O.5100 d/ 29-9-97.)

The current read above contains the Board's
reply.

3. In para 3 of the letter to the Govt
of India No. 475 d/ 18-6-97 it was stated

hat the scheme would at the beginning be
ntroduced into only 13 districts and that
he additional expenditure would be
s. 12,430 a month or Rs. 1,49,160 per annum.
Since the date of that letter the village
Establishments in the Tinnevelly district
have been revised and the Board proposes
to raise the pay of Karnams in that dis-
trict also. The additional expenditure
would, therefore, be Rs. 13,254-8-0 per men-
sem or Rs. 1,59,054 per annum. The propo-
sition statement submitted by the Board
of Revenue shows that the scheme involves
the raising of the pay of

(1) 3058 Karnams on Rs. 6 each & 4117 Kar-
nams on Rs. 7 each, to Rs,8 each;

(2) 1231 Karnams on Rs. 8 each to Rs.10 each;

(3) 2 Karnams on Rs.8 each & 223 Karnams
on Rs.10 each to Rs.12 each;

(4) 55 Karnams on Rs.12 each to Rs.15 each.

The details for each district in each grade,
present and proposed, are shewn in Appen-
dix I to B.P. No. 429 d/ 6-12-97. Particu-
lars for North Arcot, South Arcot, Madura
and Coimbatore are not available in the

vide para 2 of the B.P. (cirrent)

25 to 12 anns
2015

the Govt office and it has not been pos-
sible to verify the figures furnished by
the Board in regard to these districts. In
regard to the other ten districts the fi-
gures have been verified and the only
error noticed is that the Board has, in
calculating the figures for the Anantapur
District, not taken into account the re-
duction in number by one and in cost by
Rs.5, of Karnams, sanctioned in G.O.No.
254 d/ 1f-4-97. The total expenditure will
thus be reduced by Rs5 per mensem or Rs.60
per annum. But please see the telephonic
message from the Board put up. It is sub-
mitted the proposition statement may be
approved and transmitted to the Govt of
India. The Board suggests that the scheme
may be brought into force from the first
April next. This also may be approved. In
that case provision for eleven months' in-
crease only need be made, viz., Rs.145799½
or Rs.1,45,800 in round figures. A provi-
sion of Rs. 2 lakhs has been made in the
village service Fund Budget for the next
official year on account of the increase

Attached

Yes
S.R

S.R

page 6 of G.O. 1076
22-12-97

in the 14 districts referred to, and also in three other districts- Tanjore, Trichinopoly and Kistna, the village establishment of which are expected to be revised in 1898-99.

4. As regards the suggestion that the pay of karnams may be made personal instead of being as at present local, the Board states that it "is fully alive to the advantage of a gradation of officials on the "principle of personal pay and has repeatedly advocated the extension of this principle to Tahsildars. The question whether village officers should not also be given the benefit of personal salaries will be carefully considered but in order that any such scheme may be of practical ~~scheme~~ use it is necessary that the details should be carefully worked out and tested in the districts. Moreover such a scheme would not immediately affect the present proposals for increasing the pay of karnams. For whatever principles already govern the pay of existing establishments, the same principles should in the opinion of the

para 3 of the B.P. (current)

I have noted in some detail on this question below. S.A.

the Board, determine the increases to be now given, sothat there may be a just proportion in each case between the present pay and the increment to be added to it. On the other hand, the announcement that an increase of pay will depend on good service and not on the charge that a karnam may happen to hold, can be made at any time so as to bind the heirs or successors of present incumbents, but it could not in fairness be made to affect the value of the charges to their present holders."

5. It is not clear what the Board means by saying that the details should be carefully worked out and tested in the districts. It is submitted that the Board may be requested to consult all Collectors and submit within a certain period, say six months, a full report on the suggestion together with proposlas for giving effect to it, if practicable, in a few selected districts to begin with. But this is not sufficient The Govt of India remark that "it would be a matter of satisfaction to them to be assured that H.E. in Council concurs in

para 7 of their letter under Cp. 5100 29.9.97

"the advisability of the change and is pre-
"pared to introduce it gradually as may be
"conveniently possible." It becomes there-
fore necessary to consider whether the
suggestion is at all practicable and
whether such an assurance as the Govt of
India desire may be given. The suggestion
does not necessarily involve any change
in the existing method of recruitment, nor
does it seem to interfere with the prin-
ciple of hereditary right. But it assumes
that all Karnams have more or less the
same quantity of work to do and is inconsistent with the principle regulating their salaries at present, viz., that they should vary with the amount of beriz. In other words, the principle suggested by the Govt of India is the same as that which regulates the promotion of Dy Collrs or District Munsiffs. In the case of these officers the principle is right enough, as almost all Dy Collrs or District munsiffs have more orders or less the same kind and quantity of work to do. It was proposed to be extended to Tahsildars but the Govt rejected the proposal on the ground that "to make the pay of Tahsildars personal "irrespective of the relative importance "of their charges would be to assume that "all taluk charges are alike, which, however, is not the case." (Para 2 of G.O. 152 13-2-92 encl)

6. In 1886, the Collr of Coimbatore Mr. G.D. Leman, in submitting a scheme for the revision of village establishments in that district made a proposal exactly similar to that now suggested by the Govt of India. But the Madras Govt considered it altogether inadmissible and unfair inasmuch "as the salaries are regulated by the "amount of work and responsibility devolving on the officeholders in each village "according to its grade". (Vide para 5 of G.O. 573 d/ 15-8-88.) It is observed, however, that while under the scale now in force karnams of villages with a beriz of over Rs. 2000 get a higher salary than those of villages with beriz of less than that amount, on the assumption obviously that the former have heavier work to do than the latter, the new scheme which has been approved by the G.O. does away with

this distinction and provides the same rate of pay to karnams of all villages, the beriz of which is under Rs. 4000. If this principle is carried a little further and it is held that karnams of villages the beriz of which does not exceed, say Rs. 8000, may all be said to have more or less the same amount of work to do, it would probably not be difficult to give effect to the suggestion of the Govt of India.

In the ~~14~~ 13 * districts which are now under consideration, there are ~~8495~~ karnams groups in all. Of these ~~8197~~ groups have a beriz of less than Rs. 8000 each. It is only the remaining 298 groups that have a beriz of 8000 or over, which on an average will be about three for each taluk and the karnams of such groups may be provided for by the grant of a special or local allowance. Thus the proposals will be:—

(1) all karnams to be graded alike without reference to the beriz;

(2) the maximum salary to be fixed at Rs. 10 which is the rate allowed in the revised scheme of increasing karnams' salaries

There must be a minimum number

If it is so held

* excluding Godavari the Village establishments of which have not yet been revised.

salaries for villages the beriz of which is under Rs.8,000;

(3) with a view to admit of a few chances of promotion the grading to be Rs.7,8,9,10 instead of only Rs. 8 and 10;

(4) the number of karnams on each rate of pay to be fixed for each taluk with reference to the number and the cost under the present scheme;

(5) the cases of karnam groups, the beriz of which is not less than Rs.8000, to be met by the grant of what may be termed a local allowance to be fixed at Rs. 2 or 5 according as the beriz is under or not under Rs. 12,000; and

(6) where in cases in which special rates of pay are now sanctioned, such pay exceeds Rs.10, the excess to be continued as a local allowance. For instance, taking the district of Bellary there are 543 karnam groups. Of these asmany as 522 have a beriz of less than Rs.8000; karnams of all these may be deemed to have the same amount of work to do and allowed to start on the minimum pay rising to the maximum as vacancies occur. The karnams

re formation without increase of responsibility

If the scheme will not suit our Presidency it should not be adopted. If it is a good scheme it should not be rendered of [illegible] there would all members

A.I.

6

of the remaining 22 villages may also be brought into the general grading but allowed, where it is necessary, a local allowance of Rs.2 or 5 as the case may be. The special rates of pay also may be continued where they exceed Rs.10 the excess being treated as local allowance. A statement is submitted showing roughly how the proposals sketched above will work out. ~~[illegible]~~. If the above views are concurred in, the Govt of India may be informed with reference to paras 6 and 7 of their letter No.2079-246/8-9-97-1 that the Board of Revenue has been called upon to consult all Collectors on the suggestion therein made and report fully upon it within 6 months and an assurance may be conveyed to them that this Govt will most carefully consider the proposal and endeavour to introduce it at least in a few districts as an experimental measure as early as practicable.

C.R.
12 Feb 98.

Ees
BB 98

As at present advised I do not think this scheme can be adopted, but I am not prepared to reject it positively without enquiry.

I think this RO should be consulted all round about it, & report fully with their views; & that this G of I should be informed that we have done this, & will consider the matter; but are afraid it will be difficult, if not impossible, to adopt the proposed scheme, at all events in this district where local charges might prevail. The G of I are thinking of classes who could be rewarded by promotion or promotion for a Circle they know & a Circle they do not know; that is, persons who are otherwise servants of Govt, & who are in charge of Circles with similar duties & who care & do look for promotion or increase of pay. This is not the case with Karnams. To

H.T.

The proposition stated may be approved & transmitted to the Govt of India, & effect given to the scheme from 1st April 98

With regard to the proposal of the G of I that the graded rates of pay should be personal & not local I think we may tell the G of I at once that the scheme is not deemed suited for this Pdcy & that we regret we are unable to give the assurance asked.

The scheme is no doubt practicable, that is, it could be given effect to, and the total pay now sanctioned for a district distributed with reference to personal claims of long service & efficiency. But the administrative objection to such a scheme seems to be so strong that it should be rejected. The following reasons, some, I think I now proceed to indicate briefly:-

(1) The work & responsibility in the villages vary enormously and the greatest pains have been taken to fix the pay for the village with reference to such considerations. The differences are so marked that it wd be unfair to leave a first-class village to a low paid Karnam, while entrusting a last-class village with the highest rate of pay to a Karnam who only claims it is long & good service.

(2) Apart from the mere remuneration given for the defined duties required by Govt, a Karnam is a village personage & there are many social claims upon him. It is important that the Karnam's social position shd be recognized in fixing his pay.

(3) In the great majority of the districts the hereditary principle still, fortunately, determines the succession to the office. It is the recognition of this principle & the has never been the custom to remove them from one village to another unless they are unpopular. The idea would be resented. The village would be loth to lose a Karnam who knows all the ryots & whom they trust & respect. They are the officers of the village community & do duty both for Govt & for the villagers. Any thing which wd worsen the connection between them & their villages would do great harm both to Govt & the villagers, by diminishing their influence in the village. The villagers are much attached to their Karnams & consult them on all matters. Some are very large & rich, entailing great expense in living, & requiring a vast deal of work on the Karnams, who are to execute the orders of Govt, & carry out social functions among the villagers. Others are very small & poor, the living inexpensive, & the work trifling. It is possible by additions or subtractions & by various circles such as "Sirkar" have in mind to work out a similar but more exact classification of the Karnam villages. It wd be contrary to Karnam custom for a Karnam to look for promotion or extra pay. The prospect of leaving his heirs the same office on the same pay in the same village is amongst the

strongest

It wd be dangerous to interfere with this system, viz, by taking away the privilege of the first class Karnam as head of the village community, for we should destroy the Karnam's influence & usefulness.

The proposal of some would be to abolish the hereditary principle in the villages. It wd give rise to numerous petitions & claims among the village officers & clerks, & immediate corruption in the process where it will be easy for the Tahsildar & difficult for the Collr to check it.

JG
5/3/11

I entirely agree with what the Secy & My Hon Colleagues say that I doubt the necessity of touching the Hd & Colrs list of emoluments until, at enquiries & reports until, at allowances, we have planned our views before India. After India is ringing about we think, India is ripe, we can then enquire. Then, if any how Colleagues think we should start enquiries at once, I shall not object.

India seems to look on Karnams as entitled to fixed pay. They are not this, but a part of the village, & generally the first always land holders. There, it would in my opinion, be dangerous to alter their tenure. If it must be done, probably some such scheme as that sketched in the Stein note would

fixed rate of remuneration, while the principle has heretofore principled, that has done so very much to secure for Govt the important & valuable services that village officers render, & for the remuneration they receive, what even at its enhanced rate is comparatively trifling. If Karnams are to be at the mercy of a personal scale, in which the blanks exceed the prizes, I believe it will be more prejudicial than beneficial to village work. We shd then not loosen what remains of the hereditary principle.

(4) The number of villages in a district may be put at 500 or 600 on an average, & in some districts ranges still higher, e.g. in S. Arcot there are as many as 1455. The number of appeals & applications which the control of personal promotions wd entail, wd swamp an already overburdened Collector or Subdivisional officer,

engaged in the North-West Provinces

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but more serious still would be the flood of temptation & corruption that would be let loose in the tahsil offices, whence the claims of Karnams & the perquisites for their formation & degradation would necessarily emanate.

(5). In the largest villages the actual cost of the office maintained the office is heavier than in the smaller. No doubt in some large villages asst Karnams are allowed, but every one with practical knowledge of a district is aware that a Karnam's work in many such villages is so heavy that he is obliged to employ private clerks & assistants, especially at certain seasons, in order to preserve his reputation, & have the work completed in time, & escape fine or dismissal. Probably in most such villages the Karnam receives some pecuniary assistance from the funds of the ryots

I completely agree with my Hon. Colleagues that this scheme is inimical to the interests of Madras, and that it is impolitic. I should express our views in the form of a Minute, and move to the first of Tuesday, and strongly depute the proposal.

A.M.
16.3.98

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but there is not always assurance and an unpopular Karnam will often, means a faithful Karnam, & not unfrequently finds himself on the wrong side. It is therefore that having regard to the actual expense incurred in carrying out the public duties of the office it is proper that the higher pay should attach to the most onerous villages.

In favour of the personal scale. The G.I. points out that in other provinces the pay was made local the service system arose that good work must be rewarded & bad inefficient work duly punished without discerning where from one circle to another to the disadvantage. How this objection does not apply, speaking generally to Madras where succession is hereditary & the Karnam cannot be moved from his circle, v

para. 6 of letter of 8 Sept 97 in the current D.P.

vaddam, accordingly the S. of I. says that where such is the case the objection equally arises that an "inexperienced youth is drawing higher pay than an old & approved servant, & that there is no means of rewarding good "service". I do not think this objection is of sufficient importance to outweigh the adverse considerations which I have endeavoured to point out above. Where an inexperienced youth succeeds to a hereditary village, we may take it as certain that he pays for his inexperience in employing men who know the work & will not endanger his tenure by mistakes, & the larger the village the more he has to pay. The hereditary principle forbids his commencing his career in a small village, if it is not his own by succession.

As to rewarding good service done in a small village, theoretically it is desirable that there should be opportunities for such recognition. But in the village service, the incentive

of graded pay is wholly foreign. The hereditary Karnam is content in his village & never thinks of looking beyond the emoluments fixed for the post by the State. He is quite content if he is let alone & able to do his work to the satisfaction of his superiors so as to escape public reprimand at the triennial visit & dismissal & hand on his office to his son after him. To introduce the notion of personal pay would be unknown & tend to unsettle general contentment wholly prejudicial to the public interests & would be a new element which the experience of the past has not shown to be at all necessary to secure efficient service.

The above remarks apply to the districts in which the service is hereditary. In a district like Tanjore where the Karnams are not hereditary the main objections to a personal

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do not apply, except that the bigger villages entail generally the most expense on the office holder, & that the distribution of promotion gives rise to many evils & inconveniences; But in only a district the appointments are already in the free gift of the Collector who has practically ample opportunity of rewarding good service by promoting men to better paid villages as vacancies occur; without the device of a personal scale

S.N. 26/3/98

Secy

Draft submitted accordingly

(S)

Sent on 11.9.98 for Printing W.

Printed 2/4/98.

Read

1/H 4
(1) H.E.

Draft for approval.

I put up below an extract from a leading art. in the Pioneer of 16/3/98 written after my note of 22nd Feb. Coming from the province of the Member of the Govt. C. who is pressing this scheme upon us, it is a curious commentary on the value of the principle for underlying it, & the evil it is working in other Provs.

S.H. 28/3/98

30/3/98

I accept this draft, which seems to me to put the case very clearly and forcibly.

17.4 1.4.98

Mr. Scott to see before he leaves with P.S. 1/4/98

in G.O. 5100 29.9.97

A.G. 29/3/98 31/3/98

Brings her the marginal minutes of H. Mss. & H.E. 30/3/98

13-16

Read Proceedings of the Board of Revenue, Land Revenue, No.429, dated 6th December 1897 - (C.No.1093 of 97).

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G.O. No. 207 dt 15th April 1898

The Proposition statement submitted by the Board of Revenue is approved and will be transmitted to the Government of India with the request that the sanction of the Secretary of State for India may be obtained to the introduction of the scheme with effect from the 1st April next.

S.H. 28/3/98

No 208

To the Secretary to the Govt. of India,
Revenue and Agricultural Dept.

Sir,

I am directed to acknowledge the receipt of your letter No.2079-246-2 dated 8th September 1897 on the subject of increasing the pay of Karnams in -

this Presidency, and with reference to para 5 thereof, to forward the Proposition statement required by article 57, Note 2, of the Civil Account Code Vol.I. In para 3 of the Hon'ble Mr.Stokes' letter No.475 dated 18th June 1897, it was stated that the scheme would at the commencement be introduced into thirteen districts only and that the cost would be R.12,430 a month or R.149,160 per annum. Since then the village establishments in another district -namely, Tinnevelly, have been revised and it is proposed to introduce the scheme into that district also. The result is that the additional expenditure will be raised to R.13,254-8-0 per mensem or R159054 per annum, as shown in the Proposition statement. I am directed to request that His Excellency the Governor-General in Council will be pleased to obtain the sanction of the Right Honourable the Secretary of State for India for the introduction of the scheme into the fourteen

page 6 of G.O. 1076 22.12.97

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districts with effect as from the 1st April of this year. The necessary provision has been made in the Budget Estimate of 1898-99.

2. In regard to the proposal made in para 6 of the letter under reply, that the pay of the Karnams ---- should be made personal & not local as at present, I am directed to say that His Excellency the Governor in Council has given his best attention to the matter and that although it is possible to distribute the total pay now sanctioned -- for each district or division among the Karnams within it, with reference to personal claims of long service and efficiency, there are grave administrative objections which render it altogether undesirable to give effect to the proposal in this Presidency. His Excellency the Governor in Council greatly regrets therefore as at present advised that he is unable to give the assurance asked for in para 7 of your letter.

3 In the districts of the Ors, with a few exceptions, the hereditary principle in connection with village offices is still maintained; and although villages & hamlets within a certain limit of distance apart have been grouped under one Karnam charge the principle has nevertheless been carefully observed in the selection of the person for the combined charge of a member of one of the hereditary Karnam families of the group — usually the principal village of the group. The Karnam is an officer of the village community, doing duty both for govt & for the community, & anything which wd loosen the bond between him & his village wd do great harm both to the State & the village by diminishing his influence, & cd not be regarded by the Govt as otherwise than a grave misfortune. The villages placed in a Karnam's charge are not conventional "circles" determined by a standard scale; but they are not similar in respect of the duties connected with the Karnamship in them. Some are very large & rich entailing great expense in living & in discharging the duties of the office, while others are small & poor, the living emoluments & the work comparatively trifling. It wd be contrary to immemorial custom for a Karnam to look for promotion or reward beyond the emoluments of his village; the idea wd be unusual & strange both to him & to the villagers. In derelictions of duty he is liable to departmental punishments; but the sentence wh weighs most with him in maintaining an efficient & honest standard of duty & which he considers a sufficient recompense is the prospect of preserving the office in his family the same office in the same village & handing it on to

(1) who is generally also a ryot holding ancestral lands in the village

(2) Since the pay attached to each Karnamship is roughly proportionate to the actual charges which the maintce of the office imposes upon the holder

surrender uncertain the conditions of his tenure

his children after him; for, shd. he be detected in grave or fraudulent misconduct he puts his hereditary rights in jeopardy. The prospect of the hereditary attachment to the Karnam's office & the social distinction appertaining to the position, for these considerations go far to enable the Govt. to secure the willing service of future officials on terms so economical in comparison with the value of the services rendered, services which are every day becoming more extended & more complex.

Another point remains. The average no. of Karnams in a district is over 500 & in some districts it ranges between 1000 & 1400. The regulation of all this information & the deciding upon con-

tending claims wd add greatly to the work of the already overburdened district officers; but a more serious result wd be the innumerable intrigues which the scheme wd breed among the village servants themselves, wh it would foster rampant corruption in the taluq offices, where it is easy to flourish & most difficult to check.

4. Having regard to all these considerations H.Ex.I. is convinced that the introduction a scheme of personal grading wd affect the stability of the Karnam's position this village wd not only establish conditions of unrest & discontent but wd in this Pcy be positively prejudicial to the interests both of the public & the admn, while the mischiefs of the scheme wd be out of all proportion to the advantages expected from it. In these circs H.Ex.I. trusts that the proposal may be

lowed to drop.

5. In the few exceptional cases in wh. the hereditary principle is not in force, the remains are not placed on a fixed establishment & their ~~appointment~~ succession & dismissal are entirely in the hands of the Collector who therefore has ample control over the nomination of men to the Wages for which they are found to be fitted.

S.P.
28/3/58

50/2

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