

Indian Famine Commission, 1898.

APPENDICES, VOL. II.

EVIDENCE OF WITNESSES

FROM THE

MADRAS PRESIDENCY

TAKEN BEFORE THE

INDIAN FAMINE COMMISSION, 1898.



CALCUTTA :
FFICE OF THE SUPERINTENDENT OF GOVERNMENT PRINTING, INDIA.
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MADRAS FAMINE CODE.

709

FAMINE CODE

MADRAS PRESIDENCY.

MADRAS:

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1914.

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INDIAN FAMINE COMMISSION, 1898.

MINUTES OF EVIDENCE

TAKEN BEFORE

THE COMMISSION

APPOINTED TO FORMULATE FOR FUTURE GUIDANCE THE LESSONS WHICH THE FAMINE EXPERIENCE OF 1897 HAS TO TEACH.

At the Council Chamber, Fort St. George, Madras.

TWELFTH DAY.

Saturday, 12th February 1898.

PRESENT :

SIR J. B. LYALL, G.C.I.E., K.C.S.I. (PRESIDENT).

SURGEON-COLONEL J. RICHARDSON.

MR. T. W. HOLDERNESS, C.S.I.

„ T. HIGHAM, C.I.E.

RAI BAHADUR B. K. BOSE, C.I.E.

MR. W. J. H. LEFANU (*Temporary Member for Madras*)MR. H. J. MCINTOSH *Secretary*.

MR. R. H. SHIPLEY, Collector of Anantapur, called in and examined.

I put in a written statement of evidence.

A.—Departures from the Code.—I have not my notes by me, and though I have sent to Anantapur for them, they have not yet come. My recollection is that the chief particulars in which the Code was departed from were as follows :—

Section 96.—Labourers were classed A, B and C only, temporarily during the hot months, the class D being given up.

Section 106.—Fining was temporarily suspended during the hot months.

Section 107.—The tasks were altered by the Public Works Department frequently without any reference to the Collector.

Section 113.—These arrangements were invariably made by the Revenue Department, as the Public Works Department did not move in the matter, and I found it easier to get them done on the revenue side.

Sections 120, 121 and 122.—I cannot remember the details, but my recollection is that these wages and rations were not always adhered to. There was an increase in the amount. I will give details at the time of my examination in Madras.

Appendix VI, Section 23.—It was found necessary to raise the salary of the paying officer to Rs 50 on large works, as we could not get competent men on a lower salary. It was also found, I think, that one paymaster could not pay as many as 3,200 coolies.

Distance allowances were also granted, and these are not provided for in the Code.

—The degree of success which attended our relief measures was, as regards its chief objects, the alleviation of distress and the saving of human life, eminently satisfactory. I am morally convinced that no death from starvation occurred in my district. It is also nearly certain that there were comparatively few deaths directly traceable to destitution and ill-nutrition, consequent on the dearth of provisions. I have not any notes or my famine report by me, but I think I am right in saying that the death-rate in the district was either normal or showed very little variation from the normal rate. I have no reason to think that the registration was defective. The health of the workers was fair all through. As regards the relief of distress, it is hard to see what more could have been done than we did. There

was work within easy reach of those who wanted it; the wages paid were sufficient for the subsistence of the individual; there were kitchens where the very old and the very young members of the family could get their food; there was "village relief" for such as were precluded by bodily infirmities or caste scruples from using the kitchens or earning wages on the works; there was money amply available on loan to enable the land-owner to tide over the bad season and to fortify himself against future famines. We had a special staff of relief inspectors, whose duty it was to tour in the affected tracts, to supervise the distribution of village relief, and to bring to light cases in which this relief for any reason failed to reach its object.

As regards economy, I do not think that the Revenue establishment was on an extravagant scale. I do not think we could have worked effectively with a smaller staff. As regards the Public Works Department executive staff, I think that, too, was as small as possible, considering the policy we pursued of having a number of small works within easy reach of the people's homes. This policy was, and must be, an expensive one. But as regards the district of Anantapur, I for one fail to see that we could have acted very differently. In that district there are no large projects; there is no railway embankment to build, no huge reservoir or tank to dig. The only possible relief works are "repairs of existing tanks" and "road works." The number of workers on a given length of road must be limited and the number of workers that an overseer can overlook, and a paymaster pay, is also limited, and the moment that limit is exceeded, the excess has to be provided for by the appointment of an increased staff. In appearance on paper it is perhaps one work, but in practice I doubt whether the saving would be appreciable.

As regards the actual cost of the work, I can give no figures. I have not even seen the bill—as I left the district before the statistics were complete. My impression, however, is that the work was about four times as costly as at ordinary times, especially as regards the collection and breaking of metal. As regards tank work, I think the figures might work out lower. I speak from recollection only, but as regards one tank—Ravacheruvu—I believe the ordinary estimate was only slightly exceeded. We had a most capable overseer there, and he did excellent work. What is called "the personal equation" of the overseer is, in my opinion, one of the most important factors in the amount of work

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turned out. It must be borne in mind that we worked with very poor human tools, many of the overseers being temporary hands, picked up anywhere and anyhow.

C.—As regards the measures and methods that seem to me likely to prove most effective in future in respect to (i) relief, (ii) economy, I have not much to say. I have expressed my opinion above that our system of village relief worked satisfactorily, and I do not see in what way it could be improved, as far as the executive is concerned. And as regards relief works, undoubtedly, as a measure of out-door relief, the nearer the work is to the homes of those needing it, the more efficacious it is. The utility of each work depends so much on local conditions that it seems to me futile to discuss the different kinds of works here. I need only remark that tank work seems to me not only the most useful, but also the best adapted to famine relief.

As regards the question of economy, I think that the only saving possible in village relief and kitchens is in the amount of grain allotted to each individual. I am of opinion that the cheapest grain should be given, even though it is not the grain in ordinary use in the district. The human stomach adapts itself very readily to change, and I have no fear that the change, for instance, from cholam to ragi, would prove detrimental to the health of the people, "*Entbehren sollst du, sollst entbehren*" not only in the quantity, but in the kind also, in time of scarcity.

One suggestion, as regards the works themselves, I would like to make, namely, that a system of test piece-work be tried in the villages of any affected tract previous to the starting of the actual famine relief work for that tract. In every village, nearly, there is something to be done, whether in digging manure pits, drainage, clearance of prickly-pear, repairs to irrigation works, or what not. I would have a list of such works drawn up, and an estimate of their cost at, say, three-quarter of the ordinary rates framed: this estimate would provide for piecemeal work, not only for the integral work. For instance, if the work was a tank or drainage work, the bund or drain, respectively, would be sectioned into lengths. Each length would occupy x people for y days according to local requirements. There would be a periodical measuring up of the work and payment of the amount earned. The village officers would be put in charge of the work to see that it was carried out fairly efficiently. As regards the workers who would be admitted to the work, I would limit them as far as possible to the village and its hamlets. The number of workers willing to labour on the work would be registered before the work was started, and the number of blocks or lengths would be calculated on the basis of that number for, say, one month. It would be found that the numbers at first would be small. There would be a tendency to increase as the distress became more acute, and in order to meet this demand for work I would recruit fresh labour in gangs of not less than ten, who would report themselves to the village head. This functionary would be empowered to tell them off to a fresh block, and would report his action to the Inspector of the circle. I can, of course, see many objections to this scheme, but I think a scheme something on those lines would work well as a preliminary to the opening of general relief works. It would have the merit of cheapness as regards establishment, for the measuring officer might also be the paying officer, no money to be disbursed without the completion certificate of the village officers for the block for which it is paid. One officer could easily be in charge of half a dozen villages, and if the rates at which work was offered were fixed as low as would be compatible with subsistence, the test would, I think, be an infallible test.

As regards stone-breaking, I am very strongly of opinion that the $1\frac{1}{2}$ inch ring is too small a gauge. I would have it at least 2 inches. The gauge in use during the last famine worked very unfairly on the breakers. The quantity of dust was out of all proportion to the amount of metal broken. A 2-inch stone is quite good enough for our roads, and would probably look as pretty five years after the famine.

As regards classification, I think our present system worked fairly well. But I am not sure that it would not be a good thing to abolish class A. I maintain that all a worker is entitled to is a subsistence allowance, and I think a good deal of jealousy is aroused by the inclusion of some in the most favoured class, when there are many others who could equally well do the same work, but cannot be admitted because there is only room for a limited number of the higher class.

My classification would then be—

A.—For all able-bodied adult workers.

B.—For the weaker ones and those unaccustomed to manual labour of the kind exacted.

C.—For those from whom only a nominal task can with impunity be exacted.

The wages I would leave, *mutatis mutandis*, as they are now for each class.

As regards *tasks*, I will only make one suggestion here, *viz.*, that on stone-breaking and collecting work, the women be given the same task, and therefore the same wages, as men. My experience is that they do just as much work in that department as men.

As regards *children*, I would leave the minimum age as it stands now, *viz.*, 7. From that age to 12, I would pay half B class men's wage. From 12 to 16, I would pay half A class men's wage, boys and girls alike. After 16 the individual may well be classed as adult, and be tasked and paid accordingly.

D.—Among the suggestions that come under this head, I would give a prominent place to the relations between the Revenue and the Public Works Departments.

Mr. LeFanu, in his very able proceedings on this subject has said what appears to me the last word on this subject. If it be granted that the district is the unit of Famine Administration, it must necessarily follow that the head of the district should, within his district, be supreme. In fact—

Like Alexander I would reign,

And I would reign alone;

My heart does evermore disdain

A rival on the throne.

The other officers entrusted with famine work should be directly subordinate to him, and work as his assistants. The Public Works Department claims to be a highly scientific department, and therefore it objects to what it is pleased to call lay interference. My contention is that there are only a very few points in famine works which can justly be considered so technical that a Collector cannot decide upon them. A Collector, in the ordinary course of business, has to decide—as Revenue officer—upon points connected with minor irrigation tanks and channels, and—as President of the Local Board—upon points connected with road-making and repairing. He has a sufficient working knowledge of these points for famine purposes. His knowledge of the proper tasks is just as extensive as that of a superior officer of the Public Works Department. I have asked several Executive Engineers and one Superintending Engineer whether they have any knowledge of the daily task performed by coolies on their works, and none of them could tell me what the average outturn was, either in digging or stone-breaking. The fact is that their source of information on these points is the same as the Collectors, *viz.*, the experience of subordinates and of contractors.

If the Executive Engineer is regarded as the Collector's Assistant, it seems to be that the administration will work quite smoothly. It will perhaps be galling to the *amour propre* of some Public Works Department officers, but I should think that the majority of them will recognise that there is nothing especially derogatory to their dignity in such a position. The officers of the Police, the Medical and the Forest Departments do not, as far as I am aware, go about their work with bowed heads and a gnawing sense of humiliating dependence upon the Collector's whim at their hearts, and I cannot see why the Public Works Department officer should. The circumstance that one officer has received his education at Cooper's Hill, another at Woolwich, and a third at Wren's, need surely not cause strained official relations between them. "And, after all," I would say to the reluctant Executive Engineer, "what does it matter? There is another shore, you know, upon the other side"—and as soon as the famine is over, you spring back automatically in that position of independence which is so dear to your professional heart." The great objection, however, unless I err, which the Public Works Department Executive Engineer has to being placed under the Collector is that the Revenue Divisional officer also will be placed in *quasi*-authority over him. This objection is not based on very strong grounds, however, and a *modus vivendi* can easily be arrived at. I believe the point was fully discussed at the Famine Conference. I need not say anything more therefore about it here. I can only express the trust that if the bright hopes of the Public Works Department Executive Engineer that he will remain independent are shattered, *Inpavidum ferient ruinae*, and that the cataclysm will not unfavourably affect the morale of the department.

Another important question is whether the disallowance be granted or not, in future. I watched its effect

during the late famine, and, though I started with a prejudice in its favour, I ended by condemning it. The abuses to which it is open are, in my opinion, an insuperable objection to it. And I am now convinced that, with a well-managed system of village relief, we may safely abolish the allowance—provided always that proper hutting or other accommodation is available in the vicinity of the works.

It seems to me, in conclusion, that the system of accounts is far too complicated, and I cordially endorse Mr. Higham's suggestion to refer the matter to a body of experts.

(President).—You are Collector of Anantapur?—I was there from the middle of April to the end of October 1897.

When you went there what works had been started?—About a dozen; I don't remember them. They were in Tadpatri and Gooty mostly. If I have a map I shall be able to show.

What works were they?—They were all road works.

What classes of people came on the relief works when you were there?—They were mostly labourers and small puttadars, men up to about 10 or 15 and very few up to 20 rupees revenue. I don't think there were any above them.

And what was the proportion between small puttadars and labourers without land?—It is very hard to say. I don't know that I could give an answer to that.

But small puttadars you think were numerous?—Fairly numerous of course. In Anantapur, puttadars are small and they could not live on their own putta lands. They had to do work besides. I have made calculations in my report that a man can only get from an average putta three months' subsistence.

Does the rupee revenue mean two acres of land or how much?—It means a dry land of about $1\frac{1}{2}$ acres, not counting black cotton soil.

These small puttadars as a rule have no wet land in the district?—Very little indeed. They have some under wells. I cannot give you details.

Among the landless labourers what classes are most numerous?—The malas and madigas who form the pan-chama class and the boyas. The professional classes don't come in very much. They find work in digging wells. They are the Wudders.

How do these boyas and madigas ordinarily live as they have no land?—Very little land. Some of them have land, but the majority have no land. They live from hand to mouth by daily labour. They help to till fields and the women gather firewood and grass.

Are they attached to particular farmers or ryots?—The malas and madigas are. They have got their wages rated in meals.

And the others?—They get money wages. Chiefly in Anantapur as far as I know they get grain wages.

Has there been any tendency for grain wages to change to cash wages in late years?—I should think there has been a decided tendency as far as I remember in districts in which people are better off than in Anantapur.

That has been caused by a general rise in the price of rice and grain?—I fancy so.

You got there in April 1897. The distress has been caused by the failure of the preceding harvest?—The failure of the preceding winter rains following upon more or less a decided failure of the previous rains of 1896.

The winter rains of 1897 or north-east monsoon as you call it, had failed?—Yes, failed entirely.

They are very liable to failure?—Yes, very poorly off for rain.

There was more or less distress and scarcity in 1892?—In 1892 there was scarcity.

Was there any doubt about the severity of the distress?—No, sir, none at all.

You had to increase the number of relief works?—Yes, very largely, shortly after I went there. In May great cries for labour rose in six out of eight taluks—rather five.

How did the taluks which were declared distressed differ from those which were slightly affected?—Out of the eight taluks, six were affected. One was quite free, *viz.*, Madakasira, in the south-west, and Hindupur was only touched.

(Mr. LeFanu).—You say there was a certain demand for labour in the month of May. Was that a genuine demand or a fictitious one?—A genuine one.

Another witness says that the number of relief-workers in the second fortnight of April was 9,220 and in the

first fortnight of May 24,290. Was that fictitious or genuine?—I imagine it to be genuine. I do not think that any question rose about it.

You say that the number of the taluks where you found people were suffering from distress increased?—Yes.

(President).—Are you referring to G. O. No. 216 when you referred to the number of workers?—It cannot possibly be. We did not receive it. It was not brought into force till nearly the end of April owing to some delay.

(Mr. LeFanu).—It is in the first fortnight in May this witness says there was a rise in the number of distressed in the district. Do you consider that the rise in the number is due to genuine distress or to the order?—I don't think that the order had anything to do with it.

The same witness refers to the second fortnight in May, and says that the numbers had risen from 24,290 to 41,958. Do you attribute that to the omnibus order or genuine distress?—I attribute it to genuine distress coupled with the fact that we had opened works in large numbers. We opened works on account of the distress and not on account of the "omnibus order."

(President).—What were the circumstances which prevented these two taluks in the south of Madakasira and Hindupur from being affected?—They are much richer taluks and the people are better off. The rainfall is usually more favourable. I understand there was always a demand for labour in Madakasira; though prices were high the people had food and could get labour. Though the same was the case in Hindupur, yet it was not quite so favourably situated. At any rate one thing was that they had a great many wells in Madakasira, and also, I think, they went across to Mysore from Madakasira as they got work there. I think I should attribute it chiefly to the more favourable conditions of the climate and the soil.

In several of the distressed taluks the demand for agricultural labour ceased?—Ceased entirely.

Do you think that small puttadars generally had stocks of grain in their houses?—They had not when I came to the district, or very little. I think they must have exhausted it all. I know nothing about the previous condition of the district except what I have read about it.

Has it been in former times the custom in Anantapur for the puttadars to keep stocks of grain?—Yes. There were granaries in nearly every house. It was brought to my notice that they were building new houses without granaries and that was significant of the fact that they were not storing grain.

What kind of shaped granaries did they have in old houses?—They had a hole made of hard mud in the verandah.

What do you attribute the change of custom to?—I have no practical knowledge of the district; but theoretically speaking, I suppose it is due to the fact that they can more easily get rid of their grain as they are within the reach of railway. In Madakasira, which is not within easy reach of the railway, people were not distressed. Kalyandrug was not an affected taluk and only one corner of it became affected some time in July. The whole of the taluk was never affected.

Do you suppose that the landless labouring class were not accustomed to storing up any reserve grain?—I don't think they could possibly do that.

Have they ordinarily any reserve in the shape of jewels or cash?—Not in that district as a rule. They wear glass bangles and they hardly have any metal ornaments.

Did you hear whether there was much sale of jewels or cattle during this distress?—I made enquiry about jewels and was told there was not much sale for the simple reason there was no one to buy. I was rather surprised to hear it. I don't know whether native officers found out anything. As to cattle, a good many head of cattle were sold in the Hindupur market; they were brought from the surrounding parts. Elsewhere there was no sale. Cattle at Hindupur were sent to butchers in Bangalore. They were all starvelings.

How did the puttadars generally contrive to keep cattle alive?—They used to dig up roots of grass and shrubs. For working cattle, puttadars and labourers managed to pick up something; but the non-working cattle had to shift for themselves mostly.

Were there any forests within reach?—There were some forests thrown open but too late. The grass had all withered by that time.

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When were these forests thrown open?—I think it was in May.

Are there forests in the Anantapur district?—They were mere shrub jungles, not forests. They were mere reserve lands with trees and shrubs.

It has been asserted in Madras that the people on relief works won't reside on the works or go to the works at distances which preclude their sleeping at their houses. Is that your experience?—That is my experience in Anantapur. I cannot assert that any very serious effort has been made to force them to live on the works. As a matter of choice they would sooner leave the work and come back to it.

Why in the case of landless labourers were they anxious to get home?—They say generally that they have young children or old parents too old to follow them or an old cow or something like that. If they could move themselves to the works with the whole of their possessions, lock, stock and barrel and everything else, I don't think they would have had very much objection to live on the works.

Were they encouraged to bring to the works their dependants, children and old people who are not able to do any work?—No. They were not, because we would not have known what to do with them. These old people will not be able to get back to their villages, and we should have had to erect large camps or huts for them.

Was gratuitous village relief introduced in Anantapur?—Yes, sir.

When?—In the first week in May.

Did this make any difference in the numbers that came to the works?—I do not know. It is very hard to say. I have hardly got an opinion about it. It coincided with the large increase, but whether the increase is due to it or merely to any coincidence, I do not know, because there was a large increase all through May. It no doubt set free a good many people who otherwise had to stay at home to look after children.

Village relief was given in kitchens at centres?—Kitchens were on the works. We only had one or two kitchens apart from the works. Grain doles were distributed two or three times a week in the villages where they lived.

It was all grain dole, not cash dole?—No money dole was given. Grain, tamarind, salt and chillies were given.

Did you scrutinize frequently the recipients of village relief?—Yes, sir, very frequently. They were absolutely incompetent to do any work—either too young or too old or too diseased or in some way incapacitated for work.

I suppose there were a large number of children also on the relief works?—Yes, a great number.

What is the distinction between children on the relief works and children who got gratuitous relief at home?—Those children who were able to work were not given relief at home.

Did this village relief extend all over the district or to some taluks only?—It was not introduced in Penukonda, Hindupur, and Madakasira and Kalyandrug.

I see that there was a much larger number of women than men on gratuitous relief?—Yes. In all kinds of relief it was so.

How is it that people capable of working got relief?—They were all people who could not work. Of course there were some *gosha* women, who had caste scruples and would not work. Their men might have gone to the works.

I see that in the first two weeks in September the number of women on gratuitous relief was very high, at the end of August it was 3,018, on the 4th September 6,374, and on the 11th September 4,950?—I think it was a mistake in the calculation. I think there was great confusion at one time owing to some misapprehension of the Government order. They took the aggregate number of rations in the week instead of the aggregate number of people receiving rations.

(Mr. LeFanu).—You think it will be possible to dispense with distance allowances, and you put in a condition if proper housing or other accommodation is available in the vicinity of the works. What is your opinion about the provision of housing in the Anantapur district?—Is it a simple matter?—It is not at all a simple matter in Anantapur because high winds tear off all the palmyra roofing, there is no grass for thatching, and we had great difficulty in making the plague camp at Guntakal for that reason.

Can you recollect what was spent upon it?—I know the estimate for thatching for a few sheds was about a thousand rupees. They had to get all the grass from Kurnool.

Do you think housing on a large scale in Anantapur is within the region of practical politics and can be undertaken at any reasonable price?—I don't think it is. I don't know how far the economy caused by hutting would counterbalance the expenditure on hutting itself. The expenditure on hutting would be enormous.

You speak of economy. What you mean is that fewer people will be relieved?—Yes.

Would that be true economy?—No.

Do you consider that it would lead to the withholding of relief to any class of persons?—I don't know.

Do you mean to say all people who need relief will comply with the distance test and go and live in your huts?—I think eventually the majority of them would if you did not start small works at the beginning and insisted on their coming to huts as soon as large quantities of labour were available. I don't know that there will be any insuperable objection on the part of the people to come. I had no experience in the matter. I don't know if my opinion is worth anything.

The housing is very expensive?—Yes.

(President).—From taluks which were not declared distressed many people went to the works in the distressed taluks?—I am sure they did not. In fact I know they did not.

What will be the rations for gratuitous relief doles?—It was under section 122 of the Famine Code. I forget the exact quantity. It was then reduced and made equal to the D class.

Mr. LeFanu remarked:—It was as it ought to be under the Code under section 122, and Government for purposes of economy ordered the D wage to be substituted for it. Practically the difference is only a decimal point of a pie and the 122 wage is more nutritious than the D wage.

(President).—Did any class object very strongly to kitchens?—Some of them. We had very few kitchens indeed.

Why do you suppose they objected?—They gave all sorts of reasons. They said they would die if they partook of the food in the kitchen; they said it was against their caste scruples.

Who were the cooks?—The cooks were all Brahmins.

Did you suppose they really thought caste would be affected or was there any other motive?—I think the distant hope of village relief was a factor, and they did not come to the kitchens.

On works payment was always made in cash?—Yes, always.

Are there many tanks in Anantapur?—Yes, a great many small ones.

Many cattle drink from them?—They use them for irrigation purposes.

Was the cleansing of them undertaken?—We did very little tank work. I got there at the end of April. The first tank work suggested was the Alanoor tank in Anantapur. It was eventually taken up but did not attract any labour at all. Then it was given up and taken up later when labour was wanted. But others were mostly works that were not taken up on account of the rains which it was thought would stop work.

(Mr. LeFanu).—I think the answer you gave to the President conveys the idea that the Anantapur district is very well supplied with tanks. Is that roughly your opinion or is it known to be so as a fact compared with other districts which you know?—It is not like the North Arcot district.

Are you aware that in the single taluk of Wandiwash there are as many tanks as there are in the whole of the affected tracts of the different districts?—I do not know that.

It is on record. The number is 556. So perhaps after I have told you that, would you be inclined to modify what you conveyed as an incorrect impression. As a fact you did not make any statistics?—I have no statistics. I think the answer may be modified. I should prefer to say there are not many as compared to other districts.

(President).—Did you see anything of the nature of a "ring" to keep up prices?—It did not come under my

notice. There was no "ring," nor actual combination. There was a general determination on the part of grain dealers to keep up prices.

Do you think it was a reasonable determination based upon the short stocks and the chances of the future, or is there anything beyond that?—It had its basis originally on speculation. Then when they saw that crops failed they became genuinely afraid that their stock might become depleted. At first from what I have heard in November and December and in the early part of the year, it was a mere speculation.

When did prices fall?—They can hardly be said to have fallen at all. They went down very slowly in October, but I think when I left Anantapur, ragi touched something like 18 and 19 and in Hindupur it went down a good deal below that. They certainly did not go down with a jump.

Was the grain trade, you think, active in exporting and importing?—There was a great deal of life on the railway. They were running special grain trains two or three times a day between Hindupur and Guntakul.

Where did the imports come from into Anantapur?—They came at first from Mysore and after that they came from Coimbatore and the southern districts and Nellore and Venkatagiri.

Do you suppose large profits were made?—Very large profits were made. At one time they lost very heavily I have heard. They bought when there was a rise and the rains came and prices went down and they sold out at great loss.

That was in November 1896?—Yes.

I notice on looking over your fortnightly return of prices there was sometimes a very great difference between adjacent taluks?—There was very great difference between Dharmavaram and Penukonda and again there was a difference between Dharmavaram and Hindupur. I cannot account for it at all. I thought at first Dharmavaram grain dealers had a large store of grain, and if Hindupur men had imported large quantities, they would suddenly have brought down the prices. But the fact that prices fell so slowly disproves that point.

Dharmavaram has a railway through it?—Yes, that will be a point in favour of combination. I could not actually find out there was one.

Was there any difficulty of getting grain in small village bazars?—No, sir, I don't think there was at any time any difficulty in getting grain.

At the prices fixed?—Yes.

(Dr. Richardson).—You say here in your note, "I think I am right in saying that the death-rate in the district was either normal or showed very little variation from the normal rate." Was there any complaint about the sufficiency of rations or food?—Yes, they complained regularly till the end of June.

Did you see any ill effects, from your own personal supervision, upon the health of the people employed as the result of insufficient food?—I think they kept very fair health.

(President).—They were getting the B rations?—Yes.

(Dr. Richardson).—Did any children show signs of emaciation?—There were some, very few—so few that they were particularly noticeable. In one of the kitchens it was caused by bad management, viz., at Yadiki. When I first came there, there were some emaciated children and they got well again later. The men in charge of the kitchen turned out to be a bad lot and they had been starving the people. I don't think it had anything to do with insufficiency of rations.

Were there many orphans?—No, very few.

Did not parents take care of their children?—Yes.

You saw no signs of special disease as the result of insufficient food?—No, sir.

Such as dysentery and diarrhoea? Very little bowel complaints at all.

As to scorbutic symptoms, probably you did not see anything?—I looked for it. It is rather a difficult thing to distinguish the scorbutic symptoms from the pigmentation from other causes.

You would rather leave it to a professional man?—Yes.

(Mr. Holderness).—I think you say that the process of converting kind wages into cash wages was notice-

able and that you connect it with the steady rise in prices?—Yes.

Were not prices very low before the famine? As a matter of fact up to the failure of the rains were not prices lower than normal?—I did not know. I was not in Anantapur before that.

In the Deccan?—It is the first time I have served in the Deccan. It was not brought to my notice.

Can you give any information about remissions or suspensions of land revenue?—I don't think we collected any land revenue at all in Anantapur or very little indeed. I forget the figures. They are all in the records.

You collected very little revenue?—Very little indeed. The total revenue was only seven lakhs.

Out of the whole district?—Yes, something very small for the size of the district.

You say that very little of it was collected?—Yes.

Has it been converted into suspensions or remissions?—Part of it was out-right remission and part was postponement. I think postponement will eventually become total remission.

Were advances given to cultivators to any extent?—Yes, a great deal of advances for clearing *nut* grass, advances for improving their land and digging wells, and latterly a few advances for fodder, not much, in fact they were stopped.

Were the advances made under ordinary rules?—Under ordinary and under special well rules.

Will they be recovered?—Yes, all of them.

Were they used for the purpose for which they were given?—To a very large extent. They were mostly used for the purposes for which they were taken. They were also used for subsistence.

In the majority of cases they were used for the purpose for which they were taken?—For sinking wells certainly.

Do these wells last for any time?—They are built to last a long time. I cannot say whether they will. It is only about six years ago that they started well-digging on State loans in Anantapur.

Mr. LeFanu remarked:—There was a great impulse given to digging wells in 1891-92 on account of the famine that was then prevalent. Well cultivation is a very old thing in Madras. It had its head quarters mostly in Coimbatore where a Collector, called Thomas, about sixty years ago, gave great encouragement to it, and wells had been sunk in large numbers in nearly all the red districts.

(Mr. Higham).—Advances were given in 1891-92 for wells and advances were given this year and they have been taken in other years. How is it then that the irrigation area shown here (in the map) is so very small against the district?—Irrigation area does not include wells. It is tank and river irrigation.

Do you think there is considerable area shown in the revenue returns under dry cultivation? (Witness). You mean a fairly large acreage of wet lands purely under wells? Yes.—Not very large, I should think.

Has it been increased this year on account of the advances?—It has been extended a good deal this year. I must say it was small in most districts. It was noticeable that when you went into a taluk where there was a large quantity of wells people were well off and you saw stocks of grass and a little grain. In Tadpatri you cannot have wells on account of black cotton soil.

Had you any weavers on relief?—A good many; I forget the number now. 2,000 I think or something like that.

Do you think that a special form of relief is necessary for them?—No. I don't think it is. We found at a place called Uravakonda weavers were going to ordinary works. If they do it in one place I don't see why they should not go in another. I should like to modify what I said a little. Special relief is necessary in one way, for if you don't give relief to Mussulman women and *gosha* women who do a lot of weaving in their houses, they would have no work at all, and as they won't come out to work on the relief works it is a good form of relief to them. I don't see why the men should not go to the works.

Was this special relief to weavers very expensive?—I think it will prove very expensive on account of the difficulty of getting rid of the cloth.

Approximately what is the value of the cloth you have got in store from weavers?—I cannot say. I don't

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think it had at all been valued, when I left the district. My Deputy Collector, Mr. Narayana Iyer, will know.

Do you think there will be difficulty in disposing of them?—I think there will be.

So that special relief to weavers is likely to be expensive?—I should think so.

(President).—Why did weavers come suddenly for relief in Anantapur and Bellary?—One reason is that people who usually gave them work did not give them work, as there was no demand for cloth. Cloths were sold to put-tadars and the ryot population, and when there was distress there was no demand. They did not like to spend money.

But you found weavers coming to works in some cases?—Yes. In fact they asked for relief works, and as there was delay in opening the works at Uravakonda, they came on the works.

Is the weaving of common quality or of good kind?—No, it is very ordinary, common, coarse.

Are these people injured in their special trade by coming on relief works?—I don't think they could be.

So that in your opinion it is doubtful whether special relief ought to be given to weavers?—I think so.

With regard to the omnibus order of the 30th March there were deductions given in tasks for weakness and distances. Did the deductions have the combined effect of reducing the tasks to an excessive amount?—On some works it had.

What sort of works?—On road works, one or two. It was chiefly due to the overseer when such excessive deductions were given. I don't think as a rule the deductions were excessive, not after the middle of June; but during hot weather we did deal very gently with them, but as soon as the cold weather came in, I increased the tasks before I got the Government order on the subject on the 16th July.

The task is laid down in the Code—is it not?—There is the standard task given in the Code. I doubt if it was ever adopted. It was only a typical task.

You work on that?—I believe it forms the basis of the district table. Every district has a separate task table. We have had one of our own, but the Engineer preferred to work on the Bellary task table which was more fully drawn up. For instance, the Anantapur task table has only got task for stone-breaking as such and none for collecting and none for the two combined.

You ultimately had a task book for the district?—Yes, the district task book.

Who reduced the task on the ground that it was excessive for gangs?—The overseer.

Did the overseer class the gangs?—Yes.

On what basis did he go on classing the gangs as A and B?—They all had different ideas. I do not know there was any uniformity about it. The idea was they looked at the men to see if they are fairly able-bodied; and if they were, they were put into higher class.

Ordinarily they were in B class?—Yes, the bulk of them were in B class.

And there was B district task?—Yes.

On what ground did the overseer reduce that task for the B gang, on account of its being excessive?—The easiest way to reduce it is this. The task was for stone-breaking and collection up to a lead of so and so. The task was fixed according to the quality of the stone, and the lead. The lead in black cotton soil tracts was usually long, there was special difficulty in finding stones: they had to pick up stones one by one: so that besides the length of the lead, which might be only one hundred yards, the amount of walking about in search of stones entailed much labour. So the overseers reduced the task by increasing the lead on paper. In the same way with regard to stone-breaking. Sometimes the stone is hard to break and sometimes it is not, and the overseer generally used his own discretion in classing it as hard or soft.

What is the maximum deduction he generally grants for excessive task? Will it be 20 per cent. or 10 per cent.?—On one work the deduction came to 50 per cent.

Due to excessive task?—It was the distance allowance.

I am going to take that afterwards.—If you want the deduction from the task itself under the ordinary district rates, I could not give it.

(Mr. Higham).—There was a deduction for weakness?—I did not come across an example in Anantapur.

If there was weakness in a gang, will you alter the classification?—Not the class, but the task will be reduced.

That is to say the outturn will be reduced under the gang. It will still remain B gang although it was found to be weak?—Yes.

There was deduction provided on the ground of weakness?—Yes. The heads of deduction were put down as distance and weakness. I don't remember seeing any deduction made on account of weakness. If we found a gang not turning out the amount of work as it was excessive, we reduced the task.

Was there a further deduction for distance or not?—Yes.

Was it always given?—It was always given since I joined the district.

Was it given in every case in which workers came from 2½ miles or more?—Three miles, I think, is the distance.

It was laid down originally as 2½ miles, possibly you may have altered that?—Three miles was the latter order.

How do you deal with respect to a certain gang when it comes from a certain distance?—No gang ever came from the same distance. Various members had to be asked. It had to be ascertained what villages they came from and how far these villages were from relief works. The gangs were made up of labourers from different villages.

The combined effect of all this deduction was to reduce the task. How much is the maximum?—50 per cent. That was only in respect to one work. It was a particularly bad work.

You say in your note that you are not in favour of the distance allowance?—Yes.

And you mention certain abuses: what are those abuses chiefly?—The chief abuse was that at this very work people came from places 10 miles away in order to get large distance allowance, but I stopped that by refusing to give them distance allowance. They had works available nearer, some 2½ miles from the villages, but they preferred to walk the extra 8 miles to get greater allowances. Undoubtedly there was a lot of humbug in the answers given by the coolies as to what villages they came from.

On the whole you are not in favour of having it?—Yes, granted that a proper system of village relief is introduced at the same time as the relief works. I would not have distance allowances altogether abolished unless there is also something for the labourers' dependants at home.

How many works had you opened at the time of maximum pressure?—41 or 42 in the whole district.

Were these works under the civil authorities?—They were all under the D. P. W. at the time of the greatest pressure, sometime in July.

Before that time were they under the Civil Department?—Some of them were. We could not get the Public Works Department to open works. We had to open them for ourselves.

Ultimately these were taken over by the Public Works Department in July?—Yes, they were taken over.

Who was in charge of it—Civil officer or Department Public Works officer?—The Department Public Works Executive Engineer was in charge.

Who was the paymaster?—A civil man.

Had he anything to do except to pay money?—No.

Had he any voice in the classification?—No.

Who regulated the classification and reduction of tasks?—The head overseer.

Had he to take orders from the Revenue officer?—He took orders from the Collector or Divisional officers who could order him to change the classification.

And reduce the task?—No, they did not reduce the task. In Anantapur there was a question about it.

Had the medical officers any power in the matter of reducing tasks?—They never interfered at all.

In your district the power was restricted to the Collector and Sub-divisional officers?—Yes.

Was there any difficulty in making regular payments on the works?—There was very great difficulty. In fact it lasted all through.

What is the explanation about it?—The explanation is first the incompetency of the paymaster, then there was also delay on the overseer's part in giving pay rolls, also the delay of the Tahsildar in supplying money and

there was the delay of the Treasury officer in supplying the Tahsildar with the money.

In future famines could these be got over by making better arrangements?—They ought to be got over. I don't know why there should be any difficulty. I think the whole question of accounts should be settled by a committee of experts as Mr. Higham suggested. I think the check they exercise before payment is rather too complicated and leads to unnecessary delay.

Was there any friction between paymaster and Public Works Department subordinates?—Not usually. There was friction sometimes, when the Collector wanted to know why payments were delayed. The Department Public Works officer said that it was the fault of the Civil officer and the Civil officer said it was the fault of the Department Public Works. As a rule there was no friction.

Do you think it necessary to maintain civil paymasters?—I think it is very advisable.

On what grounds?—Because it is a check upon fraud. If the overseer were allowed to pay his own men, there is no check upon the payment and the number receiving payment will be very slight.

Do you think your works were unnecessarily small? Would you prefer larger works?—I should prefer large works undoubtedly because they would give much less trouble. Two large works give much less trouble than three small ones.

Is there any difficulty in a district like Anantapur of getting such large works?—I think it is impossible. There is only one work or two in the district which can be said to be large.

What is that?—One is a scheme for bringing water from the Pennar into the Anantapur taluk. The canal is 6 or 7 miles long and the subject has been under investigation; I cannot say how long. Then there is a big tank in the corner of Tadpatri that is sanctioned.

Were your works mostly repairs to roads or the making of new roads?—Mostly repairing and the collection of stones for repairs.

When you make a new road, would you make that a large work?—Yes, you can have a long road of 7 miles as one work, but that is really not much less trouble than the same amount of small works.

If you have that instead of half a dozen small ones, will it necessitate hutting?—Yes.

And hutting is your difficulty?—Yes, great difficulty.

Is there any difficulty as to drinking water on large works?—I don't think so. We did not suffer from any difficulty in the matter of drinking water on any of our works. I don't think there will be any difficulty. It will be only a matter of going deep.

I saw in some of the papers that you had a fodder depot?—We had several.

Was it purchased with Government money?—No, with the Mansion House Fund.

Where did the fodder come from?—It came from Chingleput and from Kistna.

Was this assistance valuable?—Yes.

Did people buy fodder?—Yes, whenever it was brought to them. In Tadpatri there was a continuous demand but some depôts failed because they were opened too late. They wanted to have fodder depôts opened off the line of railway, but that could not be done.

As regards the B wage, that is the wage ordinarily paid?—That is the ordinary wage.

Do you think it is sufficient?—I think so.

Had you any experience in the lower class wages C and D?—We had C wages for the weaker people, and practically I had no experience in D wages at all. I think B wage is sufficient in itself for an individual.

I suppose you saw gangs at works for some time?—Yes.

Did they improve in their condition or the reverse?—I think they kept their condition very fairly all through. I did not see any deterioration in their condition.

Had you complaints from private employers that they cannot get labour?—I had one from a cotton man and another from the railway, but the railway complaint was frivolous. The man who made the complaint did not make any inquiries. He was told by some of the railway employees there was some difficulty in getting coolies owing

to famine works. When I pressed him for further information I could not get any answer.

With regard to the other complaint?—I don't think there was very much in that.

Did people show any reluctance to come to the works?—Not after I came to the district. They are said to have shown some reluctance at first. In my time they came very freely.

Did they come before they were hard pressed?—No, they did not come before hard pressure. From the time I came there was steady pressure on them.

How do you know they required steady pressure before they came?—It is what I heard at first.

I mean when you joined the district, did it require them to be considerably distressed to come to the works, or did they come at once?—No, they waited as shown by the way the works were opened. We opened works whenever the demand for labour rose in the locality. If they had come on the works at once we would have had to open many more works in March, April, and May. I don't think they came on a day before it was necessary to do so. There were of course exceptional individuals who ought not to have been there.

They would not have got on without works?—I don't think they would have lived.

How do you account for the fact that there are more women and so few men?—Well, on some of the works, Guntakal works for instance, men were engaged in clearing nut grass from the black cotton soil, and there were a great many of them on that work, but generally they were able to get some form of work such as chopping wood and cutting grass; and they sent their women to the works.

Did the women bring many children?—Yes. There were always many children.

(President).—Do you know what wages men got when employed in removing nut grass or chopping wood?—They got the equivalent of 2 seers of grain. It varied slightly. In wood chopping they got one anna a day.

(Mr. Higham).—With regard to children how do you class the working children?—Between 7 and 12.

What wage did children between 7 and 12 get?—They got half a man's wages ordinarily and then they each got half the sex wage.

According to the gang I suppose?—Yes, half the B class wage.

Do you consider that a sufficient wage for children?—I think so.

In the case of ordinary families with a man, woman and several children, did the joint wages of a family strike you as excessive?—I cannot say it was excessive, but it was quite ample.

You were not in favour of increasing it?—No, I would not increase it.

Do you think it might be reduced?—It could be reduced for a family but not for an individual. It could be reduced for a family of man, wife and three or four children who might earn a greater wage than they eat. I don't see how it can be differentiated. For a man, wife and one or two children it would not be large.

All children above 12 were classed as adults, was that a considerable assistance to the family?—Yes. Very great assistance.

Was that the case from the first?—I think so, before I came.

Is that laid down in the omnibus order?—I don't think it is alluded to in the omnibus order.

Were fines ever inflicted for short work?—Very few were inflicted. Latterly they became more frequent towards the end. Up to the middle of June they were not inflicted, and even after that not extensively.

A gang could do very little work and still get its pay?—Yes, it comes to that.

As a matter of fact that was the case?—In some works it was the case. I don't know that it was the case in the majority of them. I don't think they did less work than their allotted tasks as a rule.

When a task was fixed, you think they did that?—Yes.

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What is the net result of this relief to the district?—I could not tell you that. I am not in the district now. I understand that labourers in class C in your district were not tasked at all. Is that so?—No, I think that labourers in class C had to do the C task.

During hot months you had no D class?—All through we had. Whether they were classed as A, B, C or D, they had to do the task allotted to the particular class.

They had C task?—I do not quite understand you.

Do you mean those that had no special task were simply brought on the works?—I understand from you that these labourers who were in D class with no task or only a nominal task were placed in class C during several months.

Was there any task exacted from them?—They had a fixed task, that is breaking stones.

You speak of nominal task?—Yes. I refer to nursing mothers.

Were they employed on miscellaneous work?—Yes, in breaking stones, and clods.

Were there any people doing task on C and B wages?—Yes.

Task was given to C labourers?—Yes, they had task.

The proportion of men in your district appears to have been almost steadily under 25 per cent. of the whole. Is that so?—Yes, as far as I remember.

These men included all boys over 12 years?—Yes.

There are also to be a certain number of men in the C class?—Very few. These are old men.

Did it include children?—Yes, I think children get half B class wages whether they were weak or able-bodied.

There were a certain number of feeble men in your C class?—Yes.

So that the actual number of able-bodied male adults would have been considerably under 25 per cent.?—Yes, what we should call men.

That is to say, you had one digger and four C workers?—Yes. That would be about it.

What would be the character of the work in your district?—Road work.

Earth-work?—No, stone work.

Do you find women as good at breaking metal as men?—I should think that, as a rule, women are as good as men at breaking stones.

The disproportion of men was not convenient?—No, not on earth-work. That is why there was so much more breaking work than digging.

If you tried to start piece-work in a village in regard to tank digging, do you think a large proportion of men would have come on the works?—Yes, men would come.

You think that men would come, if paid by the piece?—Yes.

Why did they not come for the task-work?—I do not know. I never got at the bottom of it. There was always a large preponderance of women.

Where were the men?—When you went round the villages you did not see many men on the relief works, but they were working on odd jobs.

A good many people migrated elsewhere?—Not very many, but some undoubtedly did go to Mysore, but they all came back in August.

During the hot months did you have temporary suspension?—Yes.

What is the effect of that on the task. Was the task not performed?—No. It was performed.

Was it the result that the task became less and less or was it fully performed?—It became less. You cannot say it became less and less. It was not so fully performed as it was otherwise when we insisted upon it. It never sank to a mere nominal task.

There is no penalty for not doing the task?—Exactly, save their self-respect perhaps. As a matter of fact even in hot weather, there was always the task performed, and that task was not an absolutely low one. It might have been 50 per cent.

If you found that the full task was not performed, you did not fine the workers. Did you lower your task?—The task was reduced in the hot weather a little.

I do not think that any notice was taken of the task. It was simply a matter of minus and plus or mere plus put in the last column. I do not think that task was ever interfered with. There was no necessity to interfere with it when there was no fining.

Why did not the Public Works Department alter it?—They altered it when we began to press them.

When was it?—From the middle of June onwards.

When was the fining in abeyance?—From the end of April to the middle of June, about 2 months.

Did the Revenue officers have the power to alter the task if they found it too heavy?—I did not know if they had the power. I thought it better that they should not do it, but that they should report it to me.

At any rate it was your order that they should not?—Yes.

Was the Public Works Department authorised to reduce the task without reference to you?—They were not authorized under the Code, but they did it.

Then they had no authority to do it?—I never gave them the authority.

To what extent did they alter it?—I could not say to what extent, but in regard to every work they altered it.

Did they raise or lower it?—In some cases they increased and in others lowered it.

Who was the Public Works officer?—Mr. Romilly was the Executive Engineer.

Was it raised by his order or by his subordinates?—He raised some, but I do not think he raised very many.

Did he ever consult you before altering a task?—Not to my recollection. He used to report that he had come to the works and found the task insufficient and therefore increased it. He reported it once or twice, but not very often as far as I can remember.

Sometimes increased it without making a report?—It was increased without report.

At what intervals were your coolies paid on the works?—Every three days as far as possible.

Is that the absolute rule?—It was the order. There was a good deal of delay frequently, though it was the order that they were to be paid once in three days.

Were they ever paid once a week?—Yes, on several works.

Had the Public Works Department anything to do with payment?—Yes, the Public Works Department paid the watering coolies, the maistries, and the head coolies, who are called the staff.

Were they relief labourers?—Head coolies were special ones.

Were they returned as relief labourers?—No, they were returned as establishment and paid by the Public Works Department.

Then payments were not made by the Public Works Department?—Yes, except payments to watering coolies, etc.

Not to relief labourers?—Yes, not to these.

It was entirely made by your paymaster?—Yes.

On the muster roll I suppose?—Yes, on the muster roll supplied by the overseer.

Do you think that system of payment is better than having the men paid by their own men on the works?—I think so. I have no reason to suppose that the delay would be less if the Department of Public Works paid the coolies. Head coolies and maistries ought to have been first paid, but they were never paid for 5 weeks, and in some cases payment was in arrears for 2 months.

That was by the Public Works Department?—Yes, that was entirely due to the Public Works Department. If that delay had occurred in the payment for a small staff by the Public Works Department, I do not think that there will be less delay when they had thousands of coolies to be paid.

It is not a question of delay, but it is a mere question of payment by means of your agency, payment by the head-man of the gang. Do you think it better to have the coolies paid once a day by the head of the gang or once a week by your paymaster?—I think it is better to pay them twice a week by the paymaster. Once a week was an irregularity and was not sanctioned at all.

With regard to your remarks here under "D," I understand that you consider that, in future famines, the Executive Engineer should be placed as an assistant to the Collector?—Yes.

He would be his professional assistant in the management of all works in the district?—Yes.

Are Executive Engineers co-terminous with the civil districts?—Yes.

Each district has an Executive Engineer?—Yes.

If the Executive Engineer were placed under your orders in the management of relief works, in what relation would he stand with respect to Assistant Collectors?—I would not allow Revenue Divisional officers to give him any orders. He will take his orders directly from the Collector.

In such a system, there will be no place at all for the Superintending Engineer?—There would be, because he would have to see that the Executive Engineer is doing his professional work properly.

What is professional work?—Various officers have various ideas as to the professional part of the work. The chief professional work is the arrangement and the proportion between diggers and carriers. That is a purely professional work, as far as my knowledge goes.

He would simply go round as an advising officer?—Yes, as an advising and criticising officer. With regard to any alterations he wanted to be made he would write to the Collector and suggest them. My point is that a Collector knows whether a work is being done well or not, whether it is ordinary earth-work or road-making or metal-breaking, as well as a professional man.

In the matter of management of the works, things like measurements, etc. require an immense amount of attention which the Collector cannot possibly give?—He cannot be expected to.

Then how do you divorce the Executive Engineer from the Superintending Engineer whose duty would be to introduce uniformity in all the districts under his charge?—I would not have him divorced in that respect. What we want to see put a stop to is, that the Superintending Engineer should go round and pass orders, making alterations without reference to the head of the district.

Can you say what alterations of that sort were ordered by the Superintending Engineer?—The task was altered. It was raised 11 per cent. I think it was in August when Mr. DeWinton came to Dharmavaram and issued a circular. I got the circular a fortnight after the alteration had been introduced, for approval.

Mr. W. B. DeWinton, Acting Chief Engineer, and Secretary to Government, Public Works Department, Madras, called in and examined.

I put in a written statement of evidence and written answers to the Commission's questions.

DEPARTURES FROM THE PRESCRIPTIONS OF THE FAMINE CODE.

1. Except in the matter of tasks and the classification of relief workers, there has been practically no departure from the prescriptions of the Madras Famine Code during the recent famine. It is my firm belief that this strict adherence to the Code, especially in the matter of the relations between the Revenue and the Public Works Departments, has been the chief cause of the fact that the cost of relief per unit of outturn has been so comparatively high in Madras.

Other provinces have had the courage to throw their Code in this important matter, overboard, with the happiest results. Madras, as represented by the Board of Revenue, has stood practically alone in a rigid adherence to her Code, and in condemning proposed innovations and improvements for the sole reason that they were "contrary to the Code" and I believe most thoroughly that the attitude has cost her many lakhs of rupees.

2. The departures above enumerated were as follows:—

(a) *Tasks*.—The task-table published in form F, Appendix III of the Code, was found in the early days of famine in Bellary (i.e., in December 1896) to err, generally on the side of undue severity. I do not know on what principle the table was drawn up, nor have I ever been able to discover the names of those who compiled it. Metal breaking for road repairs being the chief form of relief work, it was in the prescribed task for metal breaking that

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About the task?—Yes. I refer to road-making. He changed entirely the length of the work that should be performed by each gang.

Without making reference to you?—Without making any previous reference to me.

Was there any objectionable order issued by him?—Not by him, not to my knowledge at any rate.

(Mr. LeFanu).—Were not your relations with the Public Works officers friendly and cordial?—Yes, friendly all the time.

I think Mr. Higham elicited from you one point that was not quite clear when Mr. Holderness was examining you, and I wish to make it clear. The omnibus order was not issued until April or May. Was it not?—Towards the middle of April.

Or in the beginning of May?—I think it was about the 20th April.

I do not think that could possibly have been before the 20th April, because it did not leave the Board's office till the 19th, so that you may take it that it did not come into full effect before the beginning of May. Now the omnibus order had full force in your district about a month and a half?—Yes, under two months certainly.

Some of these gentlemen have not had the pleasure of sharing our hot weather in Madras. Now looking back upon the months of April and May, do you consider that the concessions given to coolies were, taken all round, unreasonable?—No, I do not think they were unreasonable.

Do you think that, considering the awful climate, wind and exposure and the hard times they had to bear they generally did what may be called a fair day's work?—I think it would have been dangerous to their health if you had driven them more in the hot weather.

You said that you would dispense with all distance allowance, but insist upon hutting being provided; and owing to the difficulties in doing them, you say that gratuitous relief should be introduced synchronously with the establishment of works?—Yes.

At the same time and not six months afterwards?—Yes.

You say that gratuitous relief was started in the first week of May while the distress commenced in November?—Yes.

Then in fact for six months people had been suffering from distress without any form of gratuitous relief?—Yes.

the need for revision was most apparent. I believe this need was chiefly due to the fact that, in the distress of 1891-92, metal was broken to pass through a 2" or 2½" ring, while I, as Superintending Engineer, III Circle, ordered it to be broken in the recent famine to pass through a 1½" ring. The tables were probably founded on the experience gained in the distress of 1891-92, and hence the difference in task prescribed. Be that as it may, revised task tables were speedily issued in the Bellary district, drawn up by the Executive Engineer, and based, I think, more on what his own views of a relief worker's capabilities were than on any well-defined principle. These tables were followed by others in the adjacent affected districts of Anantapur, Cuddapah, and Kurnool, all drawn up in somewhat similar fashion, and bearing a close resemblance to each other. It is due to these officers to say that these tables proved generally suitable, and if they had been allowed to carry them out in their integrity, without deduction by all sorts of people for all sorts of causes, the results would have been sufficiently satisfactory. At a subsequent date, I, as Superintending Engineer, III Circle, drew up tables for metal breaking which were based on the principle that a woman can break 7 cubic feet *per diem* of soft stone, working in ordinary times for a contractor, and that a relief woman could therefore break approximately ½ of this amount, or 4½ cubic feet of soft stone, ¼ of it or 3½ cubic feet of medium stone, and 2½ cubic feet of hard stone *per diem*. I believe this principle is sufficiently accurate for relief purposes. I also endeavoured to obtain a change in the method of tasking for earth-work, and I solicit a perusal of my letter on the subject as Superintending Engineer, III Circle, No. 2340W, dated 13th July 1897, herewith attached.

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This proposal was negated by the Board of Revenue on the ground that it added to the complexity of existing rules but was subsequently sanctioned by Government.

3. (b) *Classification.*—For the first four months of the famine, the four classes A, B, C, and D prescribed in the Famine Code were generally adhered to. Early in April this was changed by order of Government, and all relief-workers were ordered to be placed in class A or B, with those given a nominal task in class C. As a matter of fact, classes C and D were practically abolished, and nearly all the workers were placed in class B.

4. (b) *Degree of success which attended the measures adopted.*—With reference to the relief of distress and the saving of life, there is no doubt that the departures from the Code above described were in the highest degree successful. There was practically no mortality from starvation in the Deccan districts, and comparatively little suffering as far as I could judge. As I frequently remarked and heard remarked during the famine, the people were very much in their ordinary state of health. As regards economy, however, it was a very different matter.

If the tasks set by the officers of this department had been rigorously enforced without material deduction of any kind, both the new tasks and classification would have worked economically, as far as this system of task-work ever can do so. But the tasks were interfered with by all sorts of officers of the Revenue and Medical Departments; deductions were made for distance, weakness, etc., until the required task was often whittled down to a very nominal one, and sometimes to a minus quantity, and the result was extreme demoralization, large additions to the numbers of relief workers, short outturn, great expenditure. The effect of the greater leniency ordered by Government early in April, and of the numerous deductions from tasks above described, may be seen by the figures here given :—

District.	NUMBER OF RELIEF-WORKERS.		
	April, second fortnight.	May, first fortnight.	May, second fortnight.
Bellary . . .	59,681	82,641	103,583
Anantapur . .	49,220	24,290	41,958
Cuddapah . . .	21,778	40,760	60,096
Kurnool . . .	35,584	...	81,005

*.These are for first fortnight in April.

No doubt some of this increase was due to the greater stringency of distress, but I am quite sure that some of it and of the increase of later months, was due to the great leniency with which works were administered, and this leniency was primarily due to the fact that revenue and medical officers could interfere as they pleased with works, and that many such officers in their anxiety to carry out what they believed to be the wishes of Government interfered to an unnecessary extent. The outturn of work was thus largely influenced by the personal character of the superior and subordinate revenue officials, this department was practically powerless to enforce discipline, and great demoralization ensued.

As evidence of the effect of the personal equation on the numbers of relief-workers, I give below statistics of population and maximum numbers on relief in the four districts comprising my circle :—

District.	Population Census, 1891.	Maximum number of relief workers.	Percentage of population.
Bellary . . .	9,0126	155,854	17.31
Anantapur . .	727,725	62,027	8.52
Cuddapah . . .	1,272,072	93,184	7.72
Kurnool . . .	817,811	162,095	19.82

I toured through all these districts, and saw most of the works in progress when I was in the neighbourhood, and I could see little difference in the condition of the people. The Collector of Cuddapah was the senior of all the Collectors and his judgment sounder, and I believe the small proportion of the population relieved was directly due to his personal influence, and that if he had taken a needlessly

lenient view of the situation, the numbers of relief-workers would have been quite as great in proportion to the population as in the other districts. Yet I believe I am right in saying that his conduct of the famine was looked upon with less approval than that of any other Collector in the Deccan districts. The large proportion in Kurnool was greatly due to the fact that the medical officers were allowed a freer hand there in reducing tasks on account of weakness. I firmly believe that if the Public Works Department had been allowed full control of relief works, and full power to exact tasks rigorously, the proportion of population relieved would have in no case exceeded 10 per cent. and the people would have been in just as good condition at the present moment as they are now.

With regard to the relations between the Public Works Department and the Revenue Departments I can add nothing to the admirable remarks made thereon by Mr. Higham in paragraphs 25 to 31 of his notes of inspection of the relief works in the Madras Presidency, for which the officers of the department in this Presidency are most deeply grateful to him. I, however, append an extract on the subject from a letter I wrote as Superintending Engineer, III Circle, for the information of Government, in May last :—

Organization of relief works.—The great blot on the system of relief works, under the present Famine Code, is the subordination of this Department to the Revenue Department in matters other than professional. I presume that the principle of placing all relief works in charge of the Public Works Department was borrowed from the North-Western Provinces; but, if that is so, I think, in fairness to the department, the whole system should have been adopted and not only a part. In those provinces, I believe, I am correct in saying that relief works are entirely in the hands of the Public Works Department. The Famine Commissioner is a Superintending Engineer, and the staff of the department has to look for orders to no one but its own officers. And this, I most respectfully submit, is as it should be. It would be intolerable, as I think every one will admit, if the Revenue Department could interfere with the ordinary operations of this Department, and I can see no difference, nor reason why any should be made, between ordinary and relief works. They both involve the organization of large numbers of workers, in which we are experts, and the Revenue Department amateurs. They both involve the setting of tasks, in which we are experts and the Revenue Department amateurs. They both involve questions of sanitation, tools and plant, shelter, payments and accounts in which we have daily training and the Revenue Department no training at all. Why, therefore, should we be placed under their orders in such matters? If the answer be that the Collector is the officer responsible to Government for the saving of life in his district, I reply that he has already fulfilled this duty when he has selected the proper time and place to open a relief work. As explained in paragraph 3 above, I believe the whole secret of saving life in times of distress to lie in the commencement of relief works before the people become too weak to work. This duty should, of course, be left to the Revenue Department, and if it is properly performed, the welfare of the people who come to the work may safely be left in the hands of this department, and once a work is started I would place it, and all connected with it, in our hands and allow no interference from any one else. Organization, tasks, work, water, shelter, sanitation, tools, even kitchens and payments, should be placed in our hands, though with regard to the two latter only so far as to make the kitchen superintendent and the paymaster subordinate to the overseer in charge of the work—the food for the people. I have since altered this the one and the money* for the opinion. other should continue to be supplied by the Tahsildar and neither should pass through the overseer's hands.

I ask permission to enumerate some of the evil results which attend this dual control of relief works.

(1) *Endless friction.*—With the best intentions in the world to do their duty and obey orders, it is excessively galling to my officers to have to take orders from officers of another department, whom they feel to be incompetent to give them, because such officers have had no previous experience of the questions they are called upon to decide. There would be nothing more incongruous in my being asked to decide a magisterial case than in a Collector being asked to say whether a task-table is correct or not.

Wherever I go, I hear the same tale from my officers; that they receive little or no assistance from the Revenue Department, but only a considerable amount of interference and somewhat captious complaint and criticism. It is, I believe, absolutely certain that a relief work runs smoothly in

inverse ratio to the amount of interference it receives from the Revenue Department.

(2) *Destruction of discipline.*—My subordinates have now to serve half a dozen masters, and receive orders from Collectors, Head Assistant Collectors, Deputy Collectors, and Tahsildars, as well as from their own officers. And though I have endeavoured to prevent orders being issued to them except through their own superior officers, Collectors claim that they have a right, under the Code, to issue orders to them direct. This is a privilege I do not claim for myself as I never issue orders concerning ordinary works to subordinates direct, except in case of emergency, and then I invariably send a copy of the orders to their divisional officer. Yet this privilege is claimed by the Revenue Department now and our subordinates sometimes receive conflicting orders and do not know whom to obey.

(3) *Want of uniformity.*—Under the present system, all sorts of matters connected with relief works depend on the character of the Collector. One thinks that shelter is unnecessary and the workers in his district have to toil in the sun. Another thinks that nursing mothers should be classed as 1½ units or that adult boys should be classed as 2 units in one district, and 3 in another, and they are classed accordingly. One thinks that the reduction for distance of villages from the work should be calculated as two miles per hour, another at 2½, a third at 3 miles per hour. All such differences, for which there is no reason whatever, would vanish if all relief works, once they are started, were placed under the Superintending Engineer of the Circle, in respect of all matters connected with them.

(4) *Neglect of the proper work of the Revenue Department.*—The proper duties of the Revenue Department in connection with famine relief, which no other Department can possibly fulfill, are enormous and sufficient to employ all its energies. I take them to be—

- (1) the careful observation of the condition of the people and the selection of time and place for opening relief works;
- (2) relief to weavers and other special classes;
- (3) gratuitous relief, for which there is much larger scope, I believe, than the present operations in that direction admit of;

*I now consider that this should be done by the Public Works Department.

(4) *providing paymasters on relief works and seeing that they are kept in funds.

But the department is so engaged in interfering needlessly with our work, that there appears to be some danger of their neglecting their own, and this is especially true with regard to the fourth item above given, and possibly the third also.

With a punctual and normal monsoon, I trust that our troubles will soon be over, and I do not wish for any alteration to be now made in the organization of the famine-relief works, except that it would greatly facilitate harmonious working, if Collectors were directed to interfere with relief works as little as might be. In the very unfortunate event of another failure of the monsoon, I beg that you will be good enough to urge Government to place relief works entirely under the control of this department. We bear practically the whole of the very onerous burden connected with them, and we ought to be allowed to be our own masters.

5. (c) *Advice as to the measures and methods of working which seem likely to prove most effective in future in these two respects.*—On this subject, I solicit the perusal of

†No. 168C, dated 11th a memorandum† I have lately written, for the information of Government, on the subject of the recommendations made by Mr. Higham in paragraph 41 of his general report. It will thus be seen that I am a strong advocate for piece-work pure and simple on large concentrated works, supplemented, if necessary, by gratuitous relief to dependants in their villages. On this subject, I append an extract from Madras G. O., No. 267W., dated 18th June 1877, which shows how successful piece-work was on the Buckingham Canal in the big famine of 1876-78. The extract is from a report by Lieutenant Henderson, R.E., the Executive Officer in charge of the Isakapalli division :—

"The system of working I have introduced has answered well. The rates for earth-work are below the estimate and compare favourably with what would be given to a contractor in ordinary years. Each family has a separate task marked out, the size of the task depending on the number of diggers in the family, and it is arranged to occupy them from 16 to 24 working hours. As soon as the task is excavated to one yard in depth, it is measured and paid for. The Nellore

coolies are well satisfied, and on moonlight nights they may be found hard at work.

"When the number of coolies in a sub-division increases beyond the powers of the staff, contractors are appointed; they take up a few chains' length of the canal at a time and they are obliged to treat their coolies fairly to prevent them from deserting to the adjacent piece-work. A good overseer can manage from 2,500 to 3,000 coolies on piece-work; unfortunately but a few of the overseers can level or know any native language.

"The sappers have been very useful in setting out work and in petty superintendence. They are perhaps too careful and anxious to make the slopes look neat.

"Cooly camps have been established along the line at intervals of four or five miles. When cholera was about, the camps were not popular; they are now fully occupied.

"At the south end of the line supplies failed, and grain payments were made; elsewhere the local markets have been sufficient and only cash has been paid.

"The Cuddapah coolies sent to the canal have not proved of much use. They are most difficult to manage, and as soon as they get paid, they run away. Few of them belong to the labouring classes, and they have an invincible dislike to working in water. Bellary coolies do better, but they are very quarrelsome. The Cuddapah coolies seldom earn the value of the subsistence allowance issued to them. Some of the immigrants have taken to piece-work and have earned good wages. The majority do as little as they possibly can."

There are two points in this report specially worthy of notice :—

- (1) The coolies worked on moonlight nights, which is what they always do in ordinary times, and it would save much hardship and exposure to sun if the system adopted allowed them to do so in famine times. The only system under which night work is possible is piece-work.
- (2) The coolies imported from other districts gave much trouble and were very idle and discontented.

This is proof of my contention that work should be found for them, in their own district, and if possible, in their own taluk. It is only professional diggers who will work well far away from home.

I understand that the coolies on this Buckingham Canal piece-work were fed on first arrival and given an advance of pay. This is what they always receive from contractors, and I think the practice might well be adopted on all famine piece-works.

6. I have written these notes very hurriedly, at short notice, and in the midst of a press of work and with the impressions of the famine rapidly fading from my mind in the presence of other duties. But if I wrote for a year, I could say no more than I have done.

It is my most sincere conviction that the principle of famine relief works lies in a nutshell.

The more nearly it approaches to the ordinary operations of the Public Works Department, the more likely is it to effect the saving of life at least cost to the State, and to the morale of the people.

- (1) Concentrate relief works;
- (2) Put the Public Works Department in sole charge of them;
- (3) Let the Revenue Department send all able-bodied coolies to the works and see to the welfare of the dependants in their homes; and the result will be effective and economical relief.

ENCLOSURES.

Letter from W. B. De Winton, Esq., Superintending Engineer, III Circle, to the Chief Engineer, Public Works Department, dated 18th July 1897, No. 2340-W :—

I have the honour to forward, for your information, a copy of Proceedings of the Board of Revenue, No. 415A., dated 3rd June 1897, which has been forwarded to me by the Collector of Cuddapah. Otherwise I should not have seen a document of vital importance to the proper organization of the professional part of famine-relief work.

2. The Resolution of the Board is an instructive instance of the manner in which my endeavours to do my duty thoroughly, and introduce improved methods of employing

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Mr. W. B. DeWinton. famine labour in this Presidency are rendered absolutely null and void by the necessity of submitting my proposals to a Board of amateurs on engineering questions.
12th Feb. 1898.

3. The position is this—

- (1) I read the account printed with G. O. No. 515 W., of 22nd February 1897, of the method of carrying out earth-work by famine labour in force in the North-Western Provinces, where they have had far more experience of such work than we have.
- (2) I am greatly impressed with the merits of the system and decide that it would vastly improve matters in this Presidency to introduce it here.
- (3) I therefore take the first opportunity of doing so.
- (4) My efforts are rendered entirely futile by the action of the Board of Revenue in refusing to stir a foot outside the covers of the Madras Famine Code.

4. I must, in the first place, absolutely deny that my instructions to the Executive Engineer contained anything of a non-professional nature. If the methods of laying out and executing earth-work are not "professional", I do not know the meaning of the word. The Executive Engineer was wrong in submitting my instructions to the Collector on those grounds.

5. Secondly, I must record once more a most emphatic protest against the Board of Revenue and the officers of the Revenue Department having anything whatever to say to the setting of tasks on relief works.

6. I have no authority to speak on Mr. Higham's behalf, but I think, I may say, without fear of my words being proved untrue, that he will show in his report how that—

- (1) In the Punjab, North-Western Provinces and Bengal relief works have been left entirely in the hands of the Public Works Department.
- (2) That, as a result, they work with admirable smoothness and cost the State far less than in Madras.
- (3) That those Provinces have arrived at this desirable state of things by throwing their Codes (which contained practically the same provisions as the Madras Codes) overboard, and placing implicit confidence in the only department which is competent by experience and training to organize and execute famine relief works.

7. But Mr. Higham's report will take months to appear, and I know not what, if any, action will be taken on it. I, therefore, most earnestly beg that the system which is working so admirably in the North may be introduced in this Presidency, and the whole organization of relief works placed in our hands. What have we done in Madras that we should be placed in the false position we now occupy, unable to do justice to ourselves or to Government?

8. I have no objection whatever to the Collector and his divisional officers inspecting a relief work and writing notes in the order book on any matters connected with the health and comfort of the relief workers. But the carrying out of their suggestions should be left entirely to this department and they should have nothing to say to tasks, fining or payments.

9. With regard to this latter point, you are aware that complaints are numerous of delays in payments. The overseer blames the paymaster, and the paymaster blames the overseer, and the workers suffer. In Northern India all this is avoided by the following system:—

- (1) There is a pay office on each work with an accounts clerk in charge under the "officer in charge of the work" (generally up there a Deputy Tahsildar).
- (2) There are "jamadars" in charge of ten gangs, somewhat corresponding to our sub-maistries.
- (3) There are "mates" (our head coolies) in charge of each gang.
- (4) Payments are made daily. The muster rolls for the day are sent to the pay office by 4 P. M.

They are there abstracted for each gang, and the amount for each gang put (all in small coin) into a bag.

- (5) At noon next day (the commencement of the rest hours) every jamadar comes to the pay office and receives ten bags, one for each of his gangs, counts their contents (amounting to between

R4 and R5 each), gives a receipt for them in a book, and takes them to his ten gangs; gives a bag to each head cooly and superintends the payment, which takes about ten minutes for each gang, and, as all the payments proceed simultaneously, any number of gangs can be paid.

- (6) When the payment is finished, if any money is over, owing to absence of coolies or errors, it is put back in the bag and returned with the payment sheets to the pay office.
- (7) These arrears are kept in a separate account and paid to coolies at the pay office whenever they present themselves.

This system works, I understand, with admirable smoothness, and if any peculation is attempted, it is easily detected. Coolies get their pay daily in small coin. There is no dual control, consequently no friction, and, above all, no delay.

Is it too much to hope that this system also may be given a trial in this Presidency?

No. 166 C.

MEMORANDUM.

It will be convenient to take Mr. Higham's recommendations in the order given in paragraph 41, page 25 of his general report on the management of famine relief works.

(a) I quite agree with this. The famine-relief programmes of this Presidency need immediate revision in the direction proposed. The Public Works Department should be directed to select at once not less than three works in each taluk likely in the future to be affected by famine, each work being sufficiently large to employ 10,000 people for twelve months. These works should be either—

- (1) Irrigation | (2) New road | (3) New railway

the above being the probable order of their relative importance and utility. No. (3) will perhaps not often be possible, but it certainly is so in the Kurnool and Cuddapah districts. It may be difficult to find such works in every taluk, but I am convinced that, with careful investigation, this difficulty may be overcome, and this investigation should commence at once. I would exclude all other works from the relief programme, as tending only to hamper and confuse it with a number of small works which are generally useless for famine relief purposes.

(b) I also agree with this. At the commencement of distress I would open one or more of the above-mentioned selected works and force all able-bodied people in the taluk needing relief to go to them. There has been no difficulty in making them do this in Bombay, Punjab, North-West Provinces and Central Provinces, and I can see no reason why there should be any difficulty in Madras. Hutting, of course, would be needed, but it should only be put up as required. It cost 8 annas per head in Bombay.

(c) I agree. The most remunerative of the selected works in the taluk should be opened first irrespective of its distance from the most affected villages. If it is, as I propose, within the taluk, the people will not need help in going there either in food or money, provided that the work is opened in good time.

(d) I fully agree. I would place the above-selected works entirely under the control of the Public Works Department. The Collector of the district, his Divisional officers and Tahsildars should have free access to the work and be empowered to write in the inspection note-book such remarks on the health and comfort of the workers as they deem necessary. It would be the duty of the officer in charge of the work to pay prompt attention to these remarks, or, if he considers them unsuitable or impracticable, to obtain immediate orders upon them from his superior officer. A copy of the remarks could, of course, be sent at once by the officer making them to either the Sub-Divisional officer, Executive Engineer or Superintending Engineer or to all of them. I am quite sure that this system would work with absolute smoothness, and is the one best calculated to ensure the attainment of the object of all famine relief, viz., to effectively relieve from distress the largest number of the people at the smallest cost to the State.

(e) I fully agree. I would have piece-work on all the works above described, and I would prohibit any other form of work on these works without the express sanction of Government. My reason for this is that I am convinced that, if the distress is taken in time, piece-work is the proper form of work for famine relief, because—

- (1) it raises the standard of morality of the people instead of demoralising them;

(2) it keeps useless people off the works;

(3) it needs far less supervision, and therefore gives room for far less dishonesty.

I would prohibit any other form of work on the large relief works, because piece-work might never otherwise have a fair trial, and it is absolutely essential that it should have. I would undertake, with the utmost confidence, to run every large relief work in a district on piece-work lines with the best results both to the workers and the State.

(f) As stated above, I would force only the able-bodied people to attend the large relief works under the charge of the Public Works Department, i.e., adult men and women, and children over 12 or perhaps 10. All their dependants, i.e., old, young and infirm, all nursing mothers and women in an advanced stage of pregnancy, should remain in their villages to look after houses and cattle. I would either pay the able-bodied people a rate for work as much in excess of normal rates as the rise in prices demanded and allow them to support their dependants, or I would pay them the normal rates and feed all their dependants in kitchens in their respective villages. If the latter was the case I would make all who could work, do light work about the village, such as clearing prickly-pear, filling holes, cleaning up and sweeping in return for the food given them. In any case this village relief and all dependants should be entirely under the Revenue Department; the village authorities being responsible for those needing relief in their village and also for sending those who are able to work to the relief work. I quite agree with what Mr. Higham says about the duties of Civil officers in supervising village relief. This system would prevent all that weary walking to and fro of old and young, infirm and sickly, to a work on which they were useless when they got there, which was often such a distressing sight during last hot weather, and the distance of the relief work from their homes would keep those who do not need relief off the work. The greatest difficulty would be the fixing of the "able-bodied" standard, but the village authorities know every man and woman in the village, and their ordinary avocations, and should be able to select those capable of a good day's work without difficulty. The Revenue Department should see to this drafting, and to the care of the dependants at their homes: the Public Works Department should be solely responsible for the people on relief works. I would give the latter four successive days in every month, wherein to return to their homes, and see their families if they so desired, otherwise their work should be continuous.

(g) As will be seen above, I deprecate any other form of work except piece-work for able-bodied people, but as Government may not approve of this, and as it may, in any case, be necessary to adopt task-work instead in certain cases, I give below my views on the subject:—

I am not, of course, competent to decide on the sufficiency of the D wage for the large majority of relief workers, but I do not think it necessarily follows that because it has apparently sufficed in North-West Provinces and Bengal, it would also suffice in Madras. The habits of the people and their staple food introduce large elements of uncertainty into this question, and I am not at all disposed to agree with Mr. Higham in this matter unless the local medical authorities consider that the D wage may be given a trial. I also object to his classifying all carriers and metal-breakers in the D class, because except in the case of earth-work for roads and for small irrigation channels, it is always possible to give both carriers and metal-breakers a sufficiently hard task to entitle them to the same wage as diggers. I would therefore abolish C and D classes altogether, and retain only A and B—A class to include head coolies, quarrymen and rammers and such other persons with specially hard or important work as may be decided; B class to include everyone else on the relief work. I would set the task for average earth-work and average metal-breaking, i.e., moderately hard earth and moderately hard stone, at half the amount usually turned out by able-bodied people accustomed to such work, and I would fine rigorously for any deficiency from this standard as soon as the work had been fairly started, because the original task given is a light one, and any reduction of it would mean that the work was only a veiled form of gratuitous relief. Thus, supposing the man's wage for 110 cubic feet of medium earth-work was 1 anna 9 pies, I would reduce this to 1 anna 6 pies if he did no more than 100 cubic feet, to 1 anna 3 pies if he did only 90 cubic feet, to 1 anna if he did only 75 cubic feet and to 9 pies if he did only 60 cubic feet, and the women and children in proportion. But for the first week I would give him full wage for 100 cubic feet or over. Thus, short work would be

punished by reduction of wage, and not by reduction of class, which latter system demoralises the people and vastly increases the cost of the work. If the work was a remunerative one, and it was desired to complete it during the period of distress, an additional incentive to work might be given by offering one pice more for 20 per cent. additional work, but this should only be done under special sanction.

I do not think that any elaborate tables of reduced leads are necessary. The old custom of allowing 10 yards additional lead for every yard of lift is simple, adequate and "understood of the people" and should continue.

I have drawn up tables on the above principles, which are nearly complete, and will be sent if necessary, showing the tasks for metal breaking in various descriptions of stone and the number of diggers and carriers required for various leads and various earths, which would give every officer in charge of a work all he wants to know in a simple and intelligible form. In the above-mentioned exceptions, i.e., earth-work for roads and small irrigation channels, where the carriers' task must always be unavoidably light, I would reduce their wage for full task by one pice.

If only A and B classes are provided as above proposed, I would abolish the Sunday wage altogether. The above is only an outline of my views on the matter. If desired I will draw them up in greater detail.

It may be said that this system of putting all people virtually into one class and fining rigorously will bear very hardly on the weakly ones. My reply is that the original task is light and if works are opened, as they always should be (this being the most important point of all in famine relief) before people become weak, it should be within the powers of all and the great loss of morale which ensues when people are given a nominal task would be avoided. It should be an axiom of famine relief that a nominal task should never be paid for in money.

(h) I agree. Whenever distress is anticipated Public Works officers should be called upon to report what expansion of ordinary operations is possible, and they should be given funds for the more rapid prosecution of all remunerative work. I do not see why these funds should be debited to famine relief.

(i) I fully agree. It ought not to be necessary to open such works at all except for the employment of those who are being fed gratuitously in kitchens.

(j) I agree, but the necessity for such works should be rare.

(k) (i) I agree.

(ii) and (iii) I agree. The piece-work should be unlimited, and on the pit-gang system if by that is meant a number of small bodies of people under a ganger or piece-worker chosen by themselves. No dependants should be allowed on the work. They should be fed in their villages if the piece-workers get only normal rates; if the piece-workers receive enhanced rates, no relief should be given to dependants.

(iv) I do not think this combination is workable—it would lead to great confusion. Simplicity should be studied before everything on relief works.

(v) and (vi) If task-work is necessary it should be given to all who are capable of doing any work at all, those who are not being fed in kitchens. All, except special people, should be placed in B class, fined heavily for short task, and only allowed to do more than full task by special sanction. No Sunday wage should, under the above circumstances, be given.

(7) Relief of dependants should always be given in the form of cooked rations. It should be always under the charge of the Revenue Department, except when kitchens are opened on works carried out by task-work under the Public Works Department, when it should be under that department.

(m) On works carried out by piece-work I do not think any Civil officer is needed. On work carried out by task-work under the Public Works Department, I think it would be well to place them in charge of a Civil officer, lent by the Revenue Department, but entirely under the control of the Public Works Department. He should have a sub-overseer to assist him in all technical details.

(n) Payment for piece-work should be made as often as the piece-workers demand it.

Payment for task-work should be made daily in full pice, on the system adopted in the North-Western Provinces. In

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either case payments should be entirely under the Public Works Department in all works conducted by that department.

(o) On piece-works the Collector should be furnished with a weekly report of the number of men, women and adult children on the work, with such other information regarding their health and comfort as may be deemed necessary.

On task-works the same information should be supplied daily.

All working statistics should be rendered in the Public Works Department only, by whom abstracts should be forwarded to the Collector or the Board of Revenue, at such intervals as may be deemed necessary. Once a month should be ample. The present number of forms to be filled daily is inimical to all effective supervision on the part of "officers in charge of works."

(p) I agree. Funds should be provided and accounts rendered in an exactly similar manner to the ordinary practice in the Public Works Department. If the affected area is extensive a special examiner with adequate staff should be appointed for supplying funds and auditing famine relief accounts only.

2. I have confined my remarks to Mr. Higham's recommendations because that is all I have been asked to give my views upon, and I do not know whether Government desires any further information from me on any other points connected with famine relief.

3. I would, in conclusion, earnestly urge that piece-work may be given a genuine trial during the next famine. It will be difficult, no doubt, to popularise at first because the people have been greatly demoralised by the huge system hitherto in vogue of what is virtually to a large extent, gratuitous relief, and they will be loth, without compulsion, to turn to sterner work, even with the prospect of higher gains; but I am convinced that if persevered with it will succeed, and be the means of not only saving life at least cost to the State, but of improving instead of lowering the morale of the people, and of adding a number of permanently useful works to the Presidency, so that famine, if unfortunately inevitable periodically, may at least be turned to good account, and be almost a blessing in disguise instead of the curse it now is.

Answers to the Commission's questions.

*8. Much slighter.

9. I think the degree of distress was over-estimated in the Ceded Districts and the relief given, both in character and amount, was often unsuitable and excessive.

10. I think 15 per cent. should be the maximum for all relieved. The proportion varied in Ceded Districts from $\frac{7}{8}$ to 20 per cent. as a maximum, but in individual taluks, e.g., Alur in Bellary District, it was sometimes much greater. I believe with proper management of relief works the proportion might be kept down to 10 per cent.

11. In Kurnool District the medical officer's action in classing all workers as in 'fair' or 'low' condition, and reducing their task accordingly, certainly accounted for some of the increase over Famine Commission's estimate.

12. Yes, I think so, both in Bellary and Kurnool. I am sure that many persons were relieved who were not really in need of it. This was due to works being always within five miles of villages and to leniency in tasking.

15. Yes.

16. C and D classes abolished in April 1897. Fining practically stopped. Distance deductions increased. These changes certainly had the effect described in the concluding words of this question.

18. I do not think a test-work is any real criterion of distress unless it is a considerable distance from the villages affected. The test being fallacious, the answer to the question is "No." I believe the price of the staple grain can always be taken as a true test of distress, and that none other is needed.

19. Yes, but the task was often a nominal one.

20. Yes.

21. Small in Madras because works were close to villages and everyone was taken on them.

22. The original task given was a good, I would not say stringent, test of necessity; but it was so often whittled down to a mere nothing by various deductions that it became no test at all. The wages earned in Ceded Districts were a full subsistence wage.

23. The relief works in Ceded Districts have been much too numerous, and workers have seldom resided at them. I think residence is disliked, except by such wandering tribes as Lambardies, and constitutes an effective and fair test of necessity.

39. Only the task-work system supplemented by kitchens came under my notice.

40. As Superintending Engineer of 3rd Circle, which comprised all four affected districts in the Deccan, I toured round constantly from November 1896 to September 1897 inspecting relief works.

43 to 45. *Vide* my notes.

46. The particular combination I favour is piece-work pure and simple on large concentrated works, for all able-bodied people, and nominal task-work round the villages for all dependants, in return for food.

48. No doubt the classes relieved prefer task-work. Intelligent natives were, I think, very much of the opinion that relief was excessive.

49. *Vide* my notes. My chief objection is to the prescribed relations in Madras between Public Works Department and Revenue Department, which, I believe, increase the cost of relief enormously.

52. We did no unmetalled roads.

(ii) 1,500 day units for metal collection and 1,700 day units for spreading and consolidation will complete a mile of metalled road, with metal 15 feet wide and 6 inches deep and gravelled in a month of 24 working days.

53. I think most of the new roads will be of permanent service. It depends on District Boards to properly maintain them.

54. There is room for new roads still in Ceded Districts. I cannot give length.

55. It is very well adapted for famine task-work, or piece-work, being simple and easily learnt.

56. I believe that most of the metal collected has been laid. With this object I ordered collection to cease long before the close of the famine.

57. Except in so far as dependants can be employed on them, I think village tanks are unsuitable for the early stages of distress, and should only be resorted to when it becomes very acute. Their value is certainly greater than road-mending.

61. A few small tanks have been restored in Ceded Districts, and one or two new tanks made by famine labour.

62. I have not the least shadow of doubt that the impounding of water is far and away the best form of famine relief, as being most certain to benefit the people and assist, at any rate, in preventing future famines.

63. There is great difficulty in finding suitable sites for impounding reservoirs in the Ceded Districts because of the scanty rainfall, but I am sure, on the assumption contained in the question, that there are several places still where such reservoirs can be made. I know of some myself.

67. Yes, and more can be found by patient investigation.

69. (a), (b), (c). Yes, to all three.

70. They will be found in paragraphs 3 to 9 of Chapter I of Madras Code. The programmes contained a large number of small works very unsuited for famine relief. Many estimates were not ready because Public Works Department officers have so much to do in ordinary times that they postpone the preparation of estimates for a famine in the future as long as possible.

71. (a) I consider 5 miles should be the maximum, but I have known them come 7 or 8 and return daily.

(b) 40 to 50 miles.

72. I do.

73. If a large and useful public work can be found anywhere in a district I would force all able-bodied people in the district to go to it in preference to employing them near their homes. I do not think they ought to be forced to go outside their district. If they go willingly I would certainly take them. If a suitable work can be found it is best to employ people either in their own taluk or in an adjacent one.

74. The exception.

76. (1) Indirectly induce it by concentrating works.

(2) I was frequently told so on works in the last famine, and have seen workers evidently well-to-do. A high

* The numbers refer to the questions drawn up by the Commission.

INTRODUCTORY.

THE proximate cause of a famine in time of peace is the failure of harvests resulting from insufficient or untimely rainfall. The loss of a single harvest over a restricted area, after a year of normal plenty, will not, of necessity, produce famine, or even such a degree of scarcity as to call for State intervention, the food outturn of an ordinary year being usually more than sufficient to meet the wants of those dependent on it for their subsistence until the next harvest, but, when two or more harvests in succession fail over a large extent of country, the probable result will be severe distress among the smaller landholders, the landless classes and field and other labourers, and petty artisans, who, having no stores of grain, are dependent on their labour, the demand for which slackens at such seasons, for the means of purchasing their daily food. Should the drought continue, the distress becomes more widespread; the reserves of grain laid by for domestic consumption by even the better classes of landed proprietors are gradually exhausted; the grain dealers keep their stocks back from the market, prices rise rapidly, private charity becomes contracted, and the pinch of famine is sensibly felt by all but the wealthy.

2. In such circumstances it having been recognised that it is the duty of the State to take steps to avert, so far as may be possible, the disastrous consequences to human life which must ensue if means of subsistence are not afforded to the classes affected, it becomes necessary to lay down a plan of action beforehand, so that when famine is imminent there may be no doubt or hesitation as to the measures to be adopted by all departments of the Administration, on whom will devolve the duty of mitigating the distress consequent thereon.

3. In conducting a campaign against famine it must be laid down as a first principle that the object of State intervention is to save life, and to this end all other considerations must be subordinated. The success or failure of a system of relief at such a crisis cannot be subjected to a financial test; the bills of mortality will furnish the only true criterion. But if in such an emergency it be necessary to set aside the financial considerations, by which the scope of administration is usually regulated, it follows that official routine in all departments, whenever it may prove obstructive, must be similarly relaxed to meet the abnormal requirements of the situation.

4. On the other hand, the fact must not be lost sight of that the necessary funds have to be drawn from the public purse, and, while it is essential that there should be no such stint as would defeat the object in view, it is equally necessary to guard against a reckless expenditure to recoup which would impose a heavy financial burden on the general tax-payer, and which, by the exercise of proper precautions, might be avoided. Profuse expenditure (which experience has shown does not always prevent suffering and death) is the inevitable consequence of the State being brought face to face with the calamity before arrangements have been made to meet it, whilst a scheme of relief administration carefully devised beforehand will certainly secure more satisfactory results at a less outlay. It is in view to all concerned being prepared to combat successfully any future visitation, that the following code of rules has been compiled, and the endeavour made to indicate therein the duties devolving on all departments of the State, and the mode of action to be adopted in every phase of a widespread famine. The instructions laid down are based on the experience of the past, gathered from the narrative of the Famine of 1876-78 published by the Madras Government, and the voluminous evidence collated during the inquiry of the Indian Famine Commission as well as from the experience gained during the famine in Ganjam in 1889, and during the distress in the Central, Deccan and Carnatic Districts in 1891 and 1892. It is thought that they will be found to indicate, with sufficient clearness, the general principles on which the administration of relief should be conducted.

PART I.—PREVIOUS TO FAMINE.

CHAPTER I.

GENERAL INSTRUCTIONS IN ORDINARY TIMES.

1. Weekly reports on the state of water-supplies, the progress of cultivation, the condition of the standing crops and the outturn of the harvested crops, and the health condition of the villagers and their cattle are submitted by the Revenue Inspector of every circle or range to the Tahsildar. Monthly statements of the progress of cultivation are also submitted through the Revenue Inspectors by the village accountant of every ryotwari village. Abstracts of these returns are submitted to the Collector and by him to the Board of Revenue in the Department of Settlement, Land Records and Agriculture. Prices and rainfall are registered at a large number of select stations where there is a Tahsildar, Deputy Tahsildar or some responsible Government official and are reported both weekly and monthly to the Collector and by him to the Board. It is the duty of the Board of Revenue in the Department of Land Records and Agriculture to collect and maintain, corrected up to date, information as to the general agricultural condition of every district or group of districts similarly circumstanced, which will include minute but compendious analyses of tracts peculiarly liable to drought and famine; the statistics thus collected and maintained should give full particulars as to the normal material condition of the ryot and the labouring population, the agricultural practices of the ryots, the average rainfall of normal seasons, the efficiency of communications in the tract, and the extent of its dependence on food supplies from without. The monthly and weekly reports referred to above, together with the standing information maintained by the Department of Land Records and Agriculture as regards the general agricultural condition of precarious tracts, afford the materials necessary to enable the Collector, the Board and Government, to gauge the condition of every portion of a district and to say when any failure of crops and consequent scarcity may be apprehended.

System of crop and weather reports.

2. It is at all times an essential part of the duty of Collectors and their Divisional Officers to carefully scrutinize the returns of cultivation, rainfall and prices, and to bring promptly to the notice of the Board in the Department of Land Records and Agriculture whenever there is any general failure of crops or abnormal rise in prices shown in the register of retail prices. Any serious deficiency of rainfall or cultivation and any extensive mortality among cattle should at once be reported to the Board, as also any increase of over 25 per cent. in the case of rice or 33 per cent. in the case of other grains above normal prices, together with an explanation for such variations. As a rule it is to be understood that a rise to the 'scarcity rate,' from time to time, fixed by Government, in the staple food grain or grains of the district is a sure indication of the existence of severe scarcity calling for the immediate introduction of relief measures. The Board will, from time to time, under the orders of Government, revise and notify to Collectors the rates which are to be regarded as normal prices for the staple food-grains of their districts.

Collector to watch the season and course of prices.

3. It is the duty of the Member of the Board of Revenue in charge of the Department of Land Records and Agriculture to keep himself thoroughly informed of the progress of the season in all parts of the Presidency, to keep a watchful eye over tracts which are in any way in a critical condition either through deficiency or unseasonableness of rainfall, and to see that such tracts are duly inspected by Collectors and Divisional Officers, and timely and reliable information obtained as to the degree and locality of any apprehended distress. It will also be his duty to see that adequate programmes of relief works are maintained by Collectors and that all the precautionary measures which this Code prescribes, with a view to prompt and efficient administration of relief, are duly given effect to. He will be the advising officer of Government on all

Duties of the Department of Land Records and Agriculture.

matters of relief administration, and all operations under this code will be carried on under his direction and control.

Relief work
programmes.

4. The Collector of each district is responsible for the maintenance for his district of a programme of works suitable for famine relief and adequate to the requirements of the district. This programme should include all works in the district on which famine labour can be suitably employed, whether works for which professional agency is required or simple works that can be executed by the ordinary district staff.

Public Works
Department works.

5. It is essential that the Public Works Department should constantly maintain in its several budgets a number of major works (*i.e.*, each estimated to cost over Rs. 2,500) and repairs for each district, the execution of which, in ordinary seasons, would occupy at least four years and as much longer as may be found feasible. These works are of such a character as to ensure their execution in ordinary years irrespective of famine, the budget entries being supported by definite estimates and sanctions under proper authority. The major works form Part I of the several Public Works budgets and are usually divided into A and B works, the first being those for the execution of which specific assignments of funds are made in the current year, while the second are held in reserve, without assignment, for execution either in the next or following years, as may be determined by the available means and the pressing nature of the demands.

Other works.

6. Similarly, for works falling under the following heads, lists of sanctioned projects should be prepared and maintained by Collectors in communication with the Presidents of the District Boards and the Chairmen of the Municipal Councils concerned :—

(1) All Local Fund and Municipal works falling under Acts IV and V of 1884 (Madras).

(2) All Special Fund works falling under the Cattle Trespass Act I of 1871.

Local Fund and Municipal projects should be prepared by the Presidents of the District Boards and the Chairmen of the Municipalities concerned on the same lines as those laid down in regard to Public Works Department works, a budget covering the operations of four or more years in advance being maintained in all cases; but for much of the work falling into these classes—metalling and gravelling roads, and other similar works—the formalities in regard to the framing of detailed estimates may be more safely relaxed than in the case of Public Works Department works. Collectors will carefully consider the financial position of the Boards and Municipalities concerned, in view to selecting only such works as can be maintained when completed.

7. Collectors should also maintain projects for works such as repairs to minor irrigation works usually executed by Civil officers; repairs of buildings; and original minor works specially intended for famine relief, such as the digging of fields and other agricultural works calculated to improve the outturn of the ensuing season.

Amount of works
required.

8. The entire scheme of these works will form the programme of relief works for the district; but the programme should aim at including all useful works in the district, and no important work that is needed in any taluk should be omitted from the programme on the ground that its construction would not be required in the first three months of a famine. It is essential that the programme should show works capable of giving employment to 20 per cent. of the population for three months; but if the maximum number of persons for whom relief may be required (column 3 of the abstract statement prescribed in section 11) exceeds 20 per cent. of the population, the programme should provide works capable of giving employment to that number for three months.

Preparation of
programmes.

9. The programmes should be drawn up by taluks in the form of statement I, given in appendix I, and should be accompanied by an abstract in the form there given.

(1) In the preparation of the programmes the rules and instructions printed at the foot and back of statement I should be carefully attended to.

(2) In calculating the amount of employment that any large work is capable of affording, particular attention should be paid to the instructions appended to the abstract form. The average pay of a labourer on a relief work may be taken at $1\frac{1}{2}$ annas.

(3) The estimates for works for which professional agency is required will be prepared either by the Public Works Department, or, in the case of Local Fund and Municipal works, by the Engineering establishments maintained by those bodies. In the case of other simple works usually carried out by the Revenue Department, the staff of maistries at present employed for carrying out the repairs to minor irrigation works should prepare rough estimates which will be sufficiently accurate for all practical purposes. In special cases, when the Collector considers that the estimates prepared by any department should be scrutinised by the professional officers, he can consult the Superintending Engineer of the Circle for such advice and assistance as may be required.

(4) In the selection of works, attention should be given in the first place to the irrigation works. As Provincial funds can most profitably be spent on these works, it is desirable that the circumstances of every irrigation work in each taluk should be considered and a sufficient sum provided for putting each into thorough repair. A statement (No. II, appendix I) should accordingly accompany the annual programme giving detailed information regarding all irrigation works.

(5) No railway works or other works requiring Imperial sanction should be included by Collectors in their programmes—*vide* section 10.

(6) The programme should be revised annually and should be submitted punctually so as to reach the Board by the 1st April in each year.

(7) If, through paucity of 'sanctioned works' under large works, the number of persons for whom employment can be provided under such sanctioned works is small in proportion to the total number for whom provision is made under other works, measures should be taken to bring more large works under sanction as soon as possible, and information should be given in the column of remarks to show what steps are being taken for the purpose.

10. The following special rules for railways are applicable also to other works requiring Imperial sanction :—

(a) A railway project should not, except for grave reasons, be included in a programme of relief works in view—

(1) of the small ratio which the expenditure on unskilled labour bears to the total cost of a railway,—about one-third of the whole cost being incurred in England, and of the balance only a small percentage being spent on unskilled labour;

(2) of the large financial liabilities which the commencement of railway works involves;

(3) of the loss which may be incurred if, after being commenced as a relief work, the project or alignment may be subsequently abandoned or condemned.

(b) When, for reasons considered sufficient, it is desired to include a railway project in the programme of relief works, a report should be submitted to the Government of India in the Revenue and Agricultural Department, showing—

(1) the liability of the districts, through which the railway passes, to famine;

(2) the advantages of the railway as a permanent protection of the districts affected by it against famine;

(3) the number of persons for whom it is requisite that relief works should be provided in the event of serious famine;

(4) the number that can be provided for by works other than the railway;

(5) the reasons why the railway is required as a relief work in supplement or preference to other works;

Railways &
relief works.

- (6) the number of persons for whom work of suitable kind can be provided for by the railway;
 (7) the proportion of the cost of such relief work to the whole cost of the line.

(c) If the railway or any part of it is accepted by the Government of India as admissible in the programme of relief works on general grounds, the necessary reconnaissances or surveys should be undertaken and the alignment submitted to the Government of India in the Public Works Department and their approval obtained to the project before it is finally entered in the programme of relief works.

(d) If the alignment is approved, measures should be taken to secure the land required for the railway.

(e) If, after the inclusion of the project in the programme, it should at any time be, in the opinion of the Local Government, desirable that the railway should be utilized as a relief work, a report should be submitted to the Government of India in the Revenue and Agricultural Department, setting forth the reasons why the work should be commenced.

(f) In the event of such sanction being accorded, the Local Government should transmit punctually and regularly to the Government of India in the Public Works Department the ordinary monthly and quarterly 'Narrative Progress Reports' together with a memorandum showing the maximum, minimum and average number of labourers employed and the total cash issues during the month, and should also communicate with that department upon all professional and engineering questions and submit all the usual estimates, accounts, &c., as in the case of a railway in progress under ordinary circumstances.

Abstract of programmes to be submitted to the Government of India.

11. An abstract of the district programmes in the subjoined form shall be submitted by the Board to the Government of India not later than the 1st of June of each year, a copy of the statement being submitted to the Local Government:—

Famine Statement C to be submitted to the Government of India.

District.	Population.	Maximum number * of persons for whom relief may be required daily in the event of serious famine.	Number * of persons provided for by relief works daily for three months.				Remarks.
			Large works.		Small works.		
			Sanctioned.	Not sanctioned.	For relief of agricultural population in neighbourhood of villages.	Others.	
1	2	3	4	5	6	7	8
							A brief description without details of the general character and utility of work under each head, of the progress, if any, made in the execution and of the prospects of their completion either within or soon after the period of scarcity should be given in this column.

* Numbers to be shown in 'thousands.'

NOTE.—If, through paucity of sanctioned works, the number of persons entered in column 4 under head of 'sanctioned' works is small in proportion to the total number for whom provision is made in other columns, measures should be taken to bring more large works under sanction as soon as possible. Information should be given in the column of remarks to show what steps are being taken for the purpose.

The abstract of the district programmes submitted to the Local Government should be accompanied by a statement, to be furnished to the Board by the Chief Engineer, Public Works Department, showing the quantities of tools stored by the Public Works Department for famine purposes and localities where they are stored.

CHAPTER II.

GENERAL INSTRUCTIONS WHEN SERIOUS SCARCITY IS IMMINENT.

12. When the Collector of a district apprehends the approach of scarcity, he will at once report his anticipations to Government, through the Board of Revenue in the Department of Land Records and Agriculture. At the same time he will direct his Divisional Officers to inspect their respective charges personally, and especially to visit those localities where the failure of the crop is reported to have been, or is likely to be, greatest, and where the population is known to be poorest. These officers will submit to the Collector specific information as to the degree and locality of the distress, including the fullest possible information as to the stocks of food-grains existing and as to the classes and numbers who are likely to need relief. They will also keep the Collector informed of any special mortality, and movement or migration of any class of the population, and will take steps to secure special accuracy in the preparation of the price lists.

Duties of Collectors when scarcity is apprehended.

13. As soon as it is apparent that scarcity is becoming severe and deepening into famine, the Collector will submit a special report to Government, through the Board of Revenue in the Department of Land Records and Agriculture, giving the fullest possible particulars in regard to the condition of the affected area; showing its resources in respect to the supply of food-grains and its accessibility as regards the operations of trade; the probable number who will require relief; the contingencies on which the probable duration of distress depends; and generally such further information as may enable the Government to form an accurate opinion as to the degree and extent of pressure which may be anticipated, and the amount of expenditure likely to be required for relief purposes, as well as for advances to the landed classes.

Special report of imminence of famine.

14. The Collector will arrange, where possible, to inspect personally all localities in which the opening of relief works is likely to be necessary.

Special inspections.

Distressed districts should also be visited by the Member of the Board of Revenue in charge of Land Records and Agriculture, who will, where possible and desirable, arrange to visit the distressed tracts in company with the Collector.

15. The programme of relief works should be specially examined to see whether the works included in it for the tract likely to be affected are sufficient, or whether the programme needs modification or enlargement, and the quantity, and class of tools likely to be required in the event of relief works being opened should be determined as well as the particular famine tool depôt or other source from whence they are most easily obtainable.

Selection of works.

16. An increase of the ordinary works may generally, with advantage, be recommended at or before this stage, so as to give employment to greater numbers than usual. The manner in which these ordinary works are to be carried out should be carefully considered, and it may be desirable that the ordinary contract system should be so modified as to admit of the works giving employment to the largest number possible,—contracts for small works, or, where possible, for portions of large works, being given to such heads of villages as can be relied on to give employment to their most needy fellow villagers; but in such cases, Collectors should make the necessary arrangements in communication with the officers of the Public Works Department.

Propriety of increase in ordinary works to be considered.

17. The Collector should use his discretion in determining whether there is scarcity or whether famine is imminent. The proper course is, with the first indications of distress, to open one or more test works, according as the area which seems affected is small or large, regulating them strictly according to the provisions hereinafter contained as to relief works. Ordinary

Test work to be opened to determine scarcity or famine.

works in progress or required under the Public Works Department, Revenue Department, or the District Board, should be opened and should be utilised as test works, wages and the quantity of work to be done being regulated according to the rules for relief works. Employment should be offered to the needy on the strict condition that the labour is paid for at task-work rates, not daily rates, and the wage given does not exceed the famine wage according to the Code. If such test works attract labourers in large numbers, then it may be considered proved that distress exists.

Necessity of careful crop inspection where remission likely to be large.

18. Where the failure of crops is likely to be so complete and so extensive as to necessitate large remissions or postponements of revenue, early arrangements should be made for such careful and detailed inspection of the villages or tracts affected, additional establishments being applied for where necessary for the purpose, as will ensure that all claims for suspension or remission shall be properly considered, and that where remission is granted it shall be confined to those actually entitled to it. Harvest operations should not be interfered with on the ground that the inspection of the tracts affected has not been made. Proposals for large remissions or postponements of revenue should show distinctly the extent to which the proposals are based on the personal inspection of superior officers.

Concessions to holders of wet land.

19. The propriety of granting to the holders of wet land, the supply of water to which is deficient owing to the drought, such concessions as will admit of their growing a dry crop at dry rates should be carefully considered.

Advances for Land Improvements.

20. Every endeavour should be made to encourage the taking of advances under the Land Improvement Loans Act for useful land improvements and to ensure the prompt disposal of applications for such advances and the proper utilisation of the moneys advanced.

Protection of cattle.

21. The best means of preserving the cattle during the drought should be considered, and the Collector should report what action he proposes to take for this purpose under chapter X of the Code.

Duties of Police and Medical officers.

22. The attention of the Superintendent of Police should be drawn to the special duties imposed on him and his department by chapter XI and that of the District Medical and Sanitary Officer to the provisions of chapter XII of the Code

PART II.—DURING FAMINE.

CHAPTER III.

DUTIES OF SUPERIOR OFFICERS.

23. The Member of the Board of Revenue in charge of the Department of Land Records and Agriculture will ordinarily be responsible for the direction of all branches of famine relief, subject to the orders of Government. He will exercise constant supervision with a view to securing uniformity and efficiency in the manner in which this Code is being followed. He will be ready to move at any moment to any place where his presence is called for, to originate measures of relief, to correct errors, or to meet unforeseen difficulties; and, by aid of suitable reports by letter or telegraph, will keep himself thoroughly informed of the whole course of events; all orders issued by him relating to expenditure and other important matters being promptly communicated to Government.

If no Famine Commissioner is appointed.

24. The district will be the unit of relief administration, and the Collector will be the agent of Government for carrying out the measures of relief which may be determined on. He will exercise general supervision over all works and arrangements for giving relief within his district, and will be responsible to Government for their efficiency. His decision should be accepted in all matters relating to the employment and wages of the labourers, the opening or closing of works and generally in all matters which are not of a merely technical nature. Officers of all departments employed on famine duty within the limits of his district will take their orders from him on all points not strictly professional.

Position of Collectors defined.

25. As soon as it has been decided to administer State relief in a district, a Civil Officer who has been in independent charge of a division may be appointed as Special Assistant to the Collector. His station will be at the head-quarters of the district, where he will be the Collector's *locum tenens* to carry out the routine work of the office, conduct the ordinary correspondence, and generally to perform such other duties as may be assigned to him by the Collector.

Appointment of Special Assistant to Collector.

26. In like manner Divisional officers will, when necessary, be relieved of their ordinary work by the appointment of officers invested with full magisterial powers, and similar assistance will be given to Tahsildars. The appointment of such additional staff of accountants and subordinates as circumstances may require, will also be sanctioned on the application of the Collector. Where the supervising agency thus provided is insufficient, a Taluk Relief Officer may be employed to supervise the work in a taluk.

Increase to District Revenue staff.

27. The Government will, when necessary, sanction such increase to the strength of the Accountant-General's department as may be required, so as to ensure the monthly audit of all civil famine expenditure. It will be the duty of the Accountant-General to take such special measures as may be necessary to ensure the prompt local audit of famine expenditure incurred by any Local Board.

Increase to offices of Accountant-General and Examiner of Public Works Accounts.

The office of the Examiner of Public Works Accounts will similarly be strengthened by extra accountants and clerks.

28. The Government will, at an early period of famine distress, give District Medical Officers such assistance in their routine duties at head-quarters as will enable them personally to inspect all the localities in which relief operations are proposed to be conducted, and to give their whole time and energies

Increase to Medical staff.

to the supervision of the sanitary and medical arrangements connected with famine relief within their respective districts.

29. Such increase to the staff of the Police and Jail Departments will also be made as the circumstances may require.

30. When, in consequence of the apprehension of imminent and serious scarcity, application is made by the local officers for the immediate strengthening of the district staff, the Local Government is empowered to sanction the employment of such additional staff as may appear to be necessary, provided that all such appointments as ordinarily require the sanction of the Government of India or the Secretary of State are reported at once to the Government of India for confirmation.

31. All interference with the action of private trade in the supply of food in time of scarcity is to be avoided; care should be taken that every possible facility is given for the free action of the trade, and that all obstacles, material or fiscal, are, as far as practicable, removed. Further, the utmost publicity should be given to the fullest information available regarding local prices for the guidance and encouragement of traders.

32. In districts, however, in which communications or the means of transport are defective, or to which access by railways or by water cannot be secured at all seasons, and generally in the event of well-ascertained slackness on the part of the local traders, Collectors should apply to Government for permission to give assistance in improving the transport and in encouraging and stimulating trade, by guaranteeing a price for grain laid down at the more distant and inaccessible localities, or by advancing money to merchants or other persons to lay out in trade; and also for sanction to import grain when local dealers refuse to sell, or combine to sell at prices unduly raised above the rates of neighbouring markets. Much caution, however, will be required, lest interference should have the effect of preventing traders from entering the market while it is being operated on by the officers of Government.

33. Local and Municipal bodies are expected to devote their funds, so far as the law allows, towards famine relief. Local resources which can partially be utilized for famine relief in the distressed districts consist of—

- (a) Local and Municipal Funds.
- (b) The Pound Fund.

(a) cannot legally be applied to gratuitous relief, but are available for relief works, such as construction and repair of roads, the improvement of village-sites, or supply of drinking water, and the construction, improvement, repair, maintenance and extension of channels and ferries. District Boards must be regarded as forming an integral part of the administration, and it becomes their duty, as it is that of other departments of Government in times of serious scarcity, to subordinate the ordinary objects and methods of expenditure to the special consideration of saving life. District Boards are the primary agency available for coping with famine and must be expected in such crises to direct their whole resources, subject only to the maintenance of absolutely necessary works in non-affected tracts, to affording relief. The primary obligation having been carried out, it remains for Government to supplement the resources of Boards, if necessary, so as to enable them not only to combat famine, but also to perform their ordinary functions connected with the upkeep of district communications. Before, then, an appeal is made by the Boards to Government for funds, all possible expenditure beyond that absolutely necessary for bare maintenance and establishment charges should be diverted from non-affected to affected areas, and on the opening of relief operations, the district budgets should be remodelled with this object.

(b) can be devoted to the construction, improvement or repair of the pounds where needed, and also to the construction and repair of roads and bridges, and to other purposes of public utility, at the pleasure of the Government.

Increase to Police and Jail Departments.

Powers of Local Government to sanction increase to district staff.

Interference with trade generally to be avoided.

Such intervention sometimes necessary.

Local resources defined.

34. If there be reason to believe that Provincial funds will prove insufficient to meet the exigencies of famine, a special report should be submitted to the Government of India as prescribed in section 48. But should any additional grant of funds applied for be delayed from any cause by the Government of India, and should the Government be convinced that immediate further expenditure is essential for the preservation of life, or the prevention of suffering dangerous to life, they will make such further assignments of funds as may be requisite, at the same time informing the Government of India by telegraph of their proceedings. All such grants of funds as would ordinarily require the sanction of the Government of India or the Secretary of State, must be reported at once for confirmation.

35. The Accountant-General, to whom the orders in each case will be communicated, will keep a register * of all sanctions for expenditure accorded by Government in the different departments, as well as of all charges incurred by District Officers in anticipation of sanction, and will submit monthly to Government an account showing the charges sanctioned up to the previous month for each district.

36. It is essential that when relief is necessary it shall be tendered promptly and before the people have begun to lose strength from want of food, and the heedful steps should be taken to induce all destitute persons able to work to come, as early as possible, to the places where employment is offered them. In selecting works from the district programme, preference should, as far as practicable, be given to those which are calculated to increase the outturn of the forthcoming crops, and which are most easily accessible to the distressed population, and capable of employing large numbers of persons for a considerable time.

37. It will be the duty of the Collector to recommend the opening of such works in the programme of his district as may appear necessary, and he will take timely measures to obtain funds and sanction for expenditure, specifying approximately what portion of the total grant applied for is required for works and what for gratuitous relief, &c. Pending sanction to the opening of relief works, he will take care that no sanctioned expenditure in any department which will give employment to labourers remains unutilised, the wages, if necessary, being reduced to such an extent as will exclude all but the most needy.

38. Funds required by the Collector should be particularized as follows:—

- (1) Amount required for the Public Works Department, for works proposed for execution out of the district programme.
- (2) Amount to be placed at his own disposal—
 - (i) For minor irrigation works.
 - (ii) For repairs—Civil Buildings—ordinarily included in the civil budgets.
 - (iii) For Local Fund and Municipal works.
 - (iv) For Special Fund works.
 - (v) For other minor works specially intended for famine relief.
 - (vi) For loans to be granted for land improvements.

39. Any charges incurred by the Collector under pressing emergency or under general instructions from Government, should be forthwith intimated to them, as well as to the Accountant-General for inclusion in his statement—see section 35.

40. The appointment of Paymasters, Kitchen Superintendents, Village Relief Circle Inspectors, Poor-house Superintendents, &c., may be made by the Collector. Subject to the general sanction of Government, rates of salary not exceeding the following, may be allowed to the officers specified:—

	RS.
Paymasters	30 per mensem.
Kitchen Superintendents	20 do.

* Vide appendix II, form C.

Special assignments on Imperial funds when to be made.

Sanctions for expenditure.

Nature of relief to be given at commencement.

Collector to recommend opening of relief.

Application for funds.

Charges incurred in anticipation of sanction to be reported.

Appointment of special establishments.

Village Relief Circle Inspectors...	RS.	70	per mensem (inclusive of travelling allowance).
Poor-house Superintendents	...	50	do.
Do. Storekeepers	...	20	do.

The Collector, however, should utilise, as far as is practicable, the executive agency of Local and Municipal bodies.

Special Rules for the guidance of Officers of the Public Works Department.

Increase of Public Works Establishments.

41. It will be the duty of the Chief Engineer to submit to Government proposals for such increase of the staff of the Public Works Department in any district as may be required for the carrying out of such relief works as are under the control of the Public Works Department.

Provision of tools and treasure chests.

42. The timely and ample provision of tools and treasure chests to hold large amounts of small coin for all works under the Public Works Department should receive the earliest attention on the part of the Superintending Engineer, who, on receiving intimation that relief works have to be commenced in his circle, must, at the earliest practicable moment, submit indents for the same to the Superintendent, Public Works Stores, with clear instructions as to means of transport, and the localities where the deliveries are to be made. He should also see that all executive officers are provided with adequate imprests to admit of wages being paid as provided in section 102, and that early arrangements are made for the necessary guards, and for the supply of rough materials needed for the shelter of labourers in cases where the special provision of shelter is necessary.

Provision of funds for wages.

Reports to higher authority.

43. Wherever a Public Works Officer has reason to believe that a reference to, or through, the Superintending or Executive Engineer would cause delay which would be injurious, he may address directly any Government Officer who is in a position to fulfil his immediate requirements; at the same time he must, without delay, report his proceedings to his immediate departmental superior for the information or orders of the Superintending Engineer.

Reports and Returns.

Weekly Relief returns.

44. Whilst relief is being administered in his district, the Collector will note in his weekly season reports the total number of relief workers and of persons on gratuitous relief in each taluk, without regard to sex or age, explaining briefly any violent fluctuations from week to week; and the amount of the loans granted and disbursed under each Act, as well as the number of wells on which work has been completed or is in progress.

Weekly telegrams.

45. In the case of those districts from which the weekly season reports are telegraphed, Collectors will note in their telegrams the information specified in the preceding section.

Fortnightly narrative.

46. On the 15th and last day of each month, Collectors must submit to the Board in the Department of Land Records and Agriculture, a fortnightly narrative under the headings of form K in appendix II.

Monthly returns—see appendix II.

47. At the end of each month the Collector will submit to the Board—
 (1) a map of his district in which affected tracts should be approximately indicated by a blue colour in two shades—light blue signifying slightly affected, and dark blue seriously affected, tracts;
 (2) a progress report of relief works in operation during the month—form D (1), accompanied by
 (a) an abstract of the expenditure on all relief works since the commencement of distress—form D (2);
 (3) statements of numbers on gratuitous relief for each taluk, viz.,
 E (1) a statement showing the numbers fed at kitchens and in poor-houses; and where necessary;
 E (2) a statement of village relief, when that form of gratuitous relief is being given; also

E (3) a statement of gratuitous relief to relief workers' children on relief works;

(4) a statement of advances made under the Loans Acts—form F;

(5) a statement of advances made to weavers—form G;

(6) a statement of appointments made in the district for famine duty—form H;

(7) a statement of the amount of grain purchased and issued during the month—form I;

(8) a statement in form L showing the number of relief workers of each class (see section 96) on the last day of the month;

(9) a table in form M showing the monthly death-rate in each taluk and the deaths due to starvation compared with the normal death-rate for the month, accompanied by as clear an explanation as possible of any increase over the normal death-rate, showing how far it is directly or indirectly due to famine;

(10) a statement showing the amount of revenue suspended in each taluk from the current to the succeeding official year, if any;

(11) a statement for transmission to the Accountant-General, in form N showing the audited expenditure and advances, accompanied by a detailed statement showing the expenditure on works, compared with the value of the work turned out up to date on each class of work alluded to in form D (1).

Reports to be submitted to the Government of India.

48. The following rules relate to the reports to be submitted to the Government of India, when the season and rainfall reports indicate the approach of scarcity, and during the continuance of measures of relief:—

Reports to the Government of India.

I.—The first indication of failure of harvest or scarcity in a province should be communicated to the Government of India in the weekly telegraphic 'weather and crop' reports. Whenever the state of affairs becomes so strained that the opening of test or relief works appears likely to be necessary, the fact should be distinctly stated in the weekly telegraphic reports.

Weekly Reports.

II.—When apprehension arises that relief measures may have to be undertaken, the telegraphic reports should be supplemented by monthly written reports.

III.—When relief measures have been actually commenced, the weekly telegrams should state the aggregate number of persons, without details of age or sex—(1) on relief works, (2) on gratuitous relief on the last day of any week for which district reports have been received.

IV.—Although statistics are not required under rule III for each district but only for the province as a whole, it will be convenient that when distress occurs in entirely different parts of a province, affected districts in each part should be grouped together and separate statistics telegraphed for each group.

V.—The inclusion of a district for the first time in the affected area, whether of a province or group, and similarly the exclusion of a district from the affected area, should be communicated in the weekly telegrams.

VI.—The monthly report should ordinarily consist of two tabular statements in the forms A and B of appendix II.

Monthly Reports.

VII.—The statements should be accompanied by a map* in which affected tracts should be approximately indicated by a blue colour in two shades—light blue signifying slightly affected, and dark blue seriously affected, tracts.

VIII.—In the page of remarks attached to the monthly statement A, the wages prescribed on relief works and the data on which they have been determined should be noted; any changes should be recorded and explained in subsequent reports. It should also be stated what proportion of relief works are approximately well, tank and other irrigation works, and what loans have

* Skeleton maps of uniform size and character will be supplied on indent by the Imperial Survey Department for the purpose of this rule.

been given for works of this class. A statement should be appended showing the monthly death-rate in each district and the deaths due to starvation, compared with the normal death-rate for the month, accompanied by as clear an explanation as possible of any increase over the normal death-rate, showing how far it is directly or indirectly due to famine.

IX.—The report for each month must be despatched to the Government of India, whether complete or incomplete, in the first half of the next month by the Board of Revenue in the Department of Land Records and Agriculture. Deficient information may be subsequently submitted either in the next monthly report or in a separate letter.

General Reports.

X.—As soon as the information is available, a general report should be submitted, giving an account of the economic condition of the affected districts or groups of districts in ordinary times, and indicating the crops affected and the extent to which they have suffered; the contingencies on which the probable duration of distress depends; the position of the affected area as to local trade, food-supply and communications; and any other general information likely to be instructive. A fresh general report is required for all new districts or groups of districts which may become affected subsequent to the submission of the first general report.

Special reports.

XI.—The following matters should be separately represented, as occasion may require, in special reports, which should be submitted in sufficient time to enable the Government of India to make any provision of funds or establishments which may be necessary :—

A.—If there is any reason to believe that the Provincial funds will prove insufficient to meet the exigencies of famine, the extent to which Imperial aid is likely to be required.

B.—The extent to which the suspension or remission of land revenue may be considered necessary.

C.—The extent to which the Provincial staff requires to be increased by drafts from Imperial departments or otherwise.

XII.—Any reports other than those required by these rules which may be prescribed by the Local Government for their own information need not be submitted to the Government of India otherwise than for exceptional reasons.

Corrections in programme during distress.

49. When relief works have been opened in any district, statements should be submitted to the Board by the Collectors concerned before the 1st July, 1st October, 1st January each year during the continuance of relief operations, showing (1) the works exhausted on the list of relief works (statement No. I, appendix I); (2) new works which may be added to the programme during the quarter. This should be accompanied by a revised abstract in the form given in appendix I.

Supplementary programme to be submitted to the Government of India—Famine statement D—vide section 11.

50. When relief works have been opened in any district, a supplementary programme shall, while such works are open, be submitted to the Government of India and the Local Government at the beginning of every quarter, that is to say, on the 1st September, 1st December, and 1st March, showing—

(a) to what extent works on the original programme are exhausted;

(b) what new relief works, if any, are added to the programme;

accompanied by a revised abstract in the form given in section 11 above, amended in accordance with supplementary programmes prescribed under section 49.

Historical report of famine.

51. As soon as practicable after the conclusion of the famine, the Board will prepare a report for submission to the Government of India and the Secretary of State showing the causes and extent of the loss of crop according to the latest and best estimate, the statistics of the number relieved throughout the famine and the cost of relief, the mortality compared with the normal rate, together with the conclusions regarding the success or failure of the relief measures, and as to any modification in the Famine Code which experience may have shown to be advisable.

CHAPTER IV.

DIVISION OF DISTRICTS, CIRCLE ORGANIZATION AND DUTIES OF CIRCLE OFFICERS.

52. On the Divisional Officers will devolve the duty of organizing and administering the different kinds of relief measures in the taluks respectively under their charge, subject to the general control of the Collector. To them Collectors will look for information and advice as to the necessity for opening, continuing, or closing any branch of relief operations in their divisions. They will select and recommend all works required to provide employment and will take all steps necessary to procure the requisite tools. They will watch the fluctuations in prices, and will see that prices are notified,* as often as may be necessary, to all officers concerned in their divisions, in view to the rates of wages and of gratuitous relief when given in money being adjusted thereto. They will be responsible for the check and audit of the famine expenditure under all heads, excepting outlay on those works the audit of which rests with the Public Works or Local Fund Departments. Detailed instructions in regard to the audit by Revenue Officers will be found in chapter XIII.

Duties of Divisional Officers.

53. Taluk Relief Officers, where such officers have been appointed, will frequently visit every part of their charges and examine the kitchens, poor-houses and works, and will also exercise a careful supervision over the work of the Village Circle Inspectors, satisfying themselves by personal inquiries that the gratuitous village relief registers in each circle are carefully maintained and revised, and that all persons whose names are therein inscribed receive the relief to which they are entitled. They will be responsible that the Inspector's accounts and returns are carefully kept and regularly rendered to the Tahsildar, and will, in every possible way, endeavour to ensure the successful administration of all forms of relief. Taluk Relief Officers should submit, through the Divisional Officer, to the Collector diaries of their movements, as nearly in the form of the fortnightly narrative prescribed for Collectors in section 46 as possible. The Tahsildar will be subordinate to the Taluk Relief Officer and will assist him in all matters of relief administration in his taluk. If no Taluk Relief Officer be appointed the Tahsildar will discharge the duties of that officer. Where village relief circles have been formed under section 75 *infra*, they should be utilised not only for purposes of gratuitous relief, but also for general purposes of famine administration and the circle Inspectors will be liable to serve for all such purposes.

Duties of Taluk Relief Officers.

54. The duty of compiling the statistics of famine relief for the whole taluk will devolve on the Tahsildar, to whom statements showing the numbers relieved on the last day of the week, or on such other day as the Collector may prescribe, shall be forwarded from every relief-work, relief-kitchen, or poor-house, and by the officers, if any, administering village relief. The returns should correspond with those specified in section 47; and should be prepared in triplicate, one copy being sent direct to the Collector and the others respectively to the Divisional and the Taluk Relief Officers for their information.

Duties of Tahsildars.

55. On all large works or groups of works, the Collector may appoint a Special Civil Officer to receive the applicants when they arrive, to draft them on to the work, to provide a bazaar when necessary for the labourers, to see that it is well supplied; to see that the current prices are written up and notified in the bazaar, that the weights and measures are according to a given standard, and that the articles exposed for sale are fit for human food; to inquire into all complaints, to frequently inspect the hospital attached to the work, and to remedy or report any defect in its arrangements; to take care that any non-working children at the work are duly provided for.

Special Civil Officers on large works.

* See appendix III, form G.

CHAPTER V.

NATURE OF RELIEF MEASURES TO BE ADOPTED.

Relief operations,
how divided.

56. In this Code relief operations are divided into three branches—
(1) Relief on works, (2) Gratuitous relief, (3) Other measures of relief.

Nature of works.

57. Works will be primarily distinguished as 'ordinary' and 'relief.'

Ordinary works are those on which labourers are employed in the ordinary manner at the rates prevailing in the labour market, and which are not brought under the rules of this Code. Although it may be desirable to expand, as a temporary measure, the ordinary works in tracts where distress is commencing, the additional works thus undertaken must not be confounded with relief works. When it has been decided that relief works should be opened, the whole or part of an ordinary work may be converted into a relief-work and brought under the provisions of this Code.

Relief works are those on which wages are given at special rates and which are brought under the rules of this Code. The main distinction between an ordinary work and a relief work is that on the former unlimited piece-work is permitted at ordinary rates, whereas on the latter only limited tasks at reduced rates are allowed.

Duty of professional
officers on works.

58. The first duty of all professional officers in charge of Famine Relief Works is to realize that for a time new duties are required of them and that the system on which works are conducted in ordinary years must give place to that prescribed for famine relief. They will remember that, whereas ordinarily the primary object is to get the work done as cheaply and as effectually as possible with no special regard for the well being of the labourer, the principal object in time of famine is to keep him alive.

Classification of
relief works.

59. Relief works will be divided into two classes—

- (a) Large works, or works calculated to provide simultaneous employment for three months to at least 1,000 persons.
- (b) Small works.

Gratuitous relief.

60. Subject to the rules and conditions hereinafter laid down, gratuitous relief will be distributed in villages, in kitchens, or in poor-houses to persons who are physically or otherwise unfit for labour, and may also be granted on works to relief workers' children who are too young to work.

Other measures of
relief.

61. 'Other measures of relief' include advances for land improvements, assistance to weavers, to gosha women and to indigent members of respectable families for whom suitable employment cannot be found, and also the suspension or remission of land revenue.

CHAPTER VI.

GRATUITOUS RELIEF.

62. In order to prevent the aimless wandering of the poor, which is one of the principal causes of famine mortality, it is essential that Collectors should be in a position to bring into operation immediately on their becoming necessary, adequate measures for the grant of gratuitous relief to the destitute poor who are unable to work. Gratuitous relief is admissible to all such who are idiots, cripples, blind, or so old or decrepit that they are not able to support themselves; and generally to those who are physically incapable of, or unfit for, labour and who have no well-to-do friends or relatives on the spot on whom their support would ordinarily and rightly devolve, as also to destitute pregnant women or young children and to persons whose attendance on incapable adults or young children in their own homes is absolutely necessary and who are unable to support themselves.

63. Gratuitous relief may be given :—

- (a) In the shape of cooked food distributed in kitchens or in poor-houses;
- (b) In the shape of grain doles distributed in villages; or,
- (c) In the shape of money doles to children of labourers who are too young to work.

(a) *Gratuitous Relief in Kitchens.*

64. In the early stages of distress, unless otherwise directed by the Government, relief for all who cannot earn wages on relief works and are otherwise unable to support themselves shall be restricted to the grant of cooked food at central kitchens established for the purpose. Persons relieved at a kitchen will be subjected to no restraint and will be free to come and go.

The kitchen will consist of a small hut or huts for cooking and storing the cooking utensils in, and may have attached to it a few shelter sheds if no trees are available. Sleeping accommodation will not usually be provided.

In the management of kitchens, officers will be guided by the rules in appendix IV.

65. The villages should be grouped into circles not more than five miles in diameter, so as to admit of all persons dependent on the kitchen coming or being brought daily to the central village in the morning, and returning to their homes in the evening. In the most central village of each circle should be erected a kitchen and feeding sheds; if necessary, sheds may be erected in the vicinity of the kitchen to afford sleeping accommodation to homeless persons.

66. Kitchens shall also be provided in connection with large works for the feeding of non-working children, and of any persons temporarily disqualified for work. If accommodation is available, the kitchen may be used for all entitled to gratuitous relief in villages in the vicinity of the work.

67. The kitchen ration shall be that prescribed in sections 122, 124 and 125.

Gratuitous Relief in Poor-houses.

68. Poor-houses are intended for the housing and maintenance of destitute wanderers unfit for employment on works and who have no homes, or who have cut themselves adrift from their homes, and cannot be satisfactorily looked after in ordinary kitchens. Persons capable of work but refusing to labour should also be sent to poor-houses. The inmates of poor-houses will be supplied with raiment when absolutely necessary.

69. The site selected for a poor-house should, if possible, be on sandy or gravelly soil, within easy reach of the cusbah of the taluk or of the Deputy

Tahsildar's head-quarters; it should be near a highway and be accessible to carts. An ample supply of water for drinking and bathing purposes should be secured, there should be facilities for drainage, and the immediate neighbourhood of villages should be avoided.

Maximum number to be accommodated.

70. As in many localities there may be a difficulty in procuring materials for the construction of buildings beyond certain dimensions, as the area available as a site may be limited, and as the general management and discipline of a poor-house cannot be efficiently carried out where the number of inmates is excessive, it is to be understood that, as a general rule, the maximum number to be accommodated in one poor-house is twelve hundred persons.

Hospital.

71. A hospital is to be attached to each poor-house, the site of which should be selected with due regard to sanitary considerations. It will be placed in charge of a Medical officer, whose duties and responsibilities are defined in chapter XII.

Rations.

72. The rations admissible to those receiving gratuitous relief in a poor-house are those prescribed in sections 122 to 125.

Establishment required and their duties.

73. The strength of establishment required for a poor-house containing 1,200 inmates is as follows :—

- 1 Superintendent.
- 1 English Writer; 1 Hospital Writer; and 2 Storekeepers.
- 2 Orderlies; 2 Gatekeepers and 12 Warders.
- 1 Head Constable and 4 Constables.

The duties of each member of the establishment, and the rules laid down for the maintenance of discipline and order, will be found in appendix V.

Precautions as to supply and distribution of food.

74. The utmost vigilance should be exercised to see that the store of food required at a kitchen or a poor-house does not fall short, that it is properly cooked and distributed, and that no fraud or mistake is allowed by which the ration can be reduced below the authorised quantity. The size of measure to be used for measuring an adult or a child's ration of cooked grain shall be prescribed by the Collector for each kitchen or poor-house after careful inquiry as to the manner in which the grain composing the ration is customarily cooked in the locality. The ration of each person shall be measured out before issue.

NOTE TO SECTION 74.—The form of measure introduced by Mr. LeFann, Collector of North Arcot, for measuring cooked ragi where it is eaten in the form of a stiff porridge, was one similar to that used in moulding bricks, and was found very suitable in that district as well as in districts where cholam or cumbu is similarly cooked.

(b) *Gratuitous Relief in Villages.*

Formation of circles.

75. In districts or taluks where the administration of village relief is decided to be necessary, the taluks will be divided into village relief circles, regulated with reference to area and population, so as to admit of every village in each circle being visited at least once a week by the Inspector, whose position and duties are defined below.

Register of those eligible.

A register shall be prepared for each circle giving on the first page the name, population and area (roughly) in square miles of each village contained in the circle, and showing for each village in the succeeding pages the name, caste, sex, and age of all persons entitled to gratuitous relief. The register should be in the form appended. Information as to those in need of relief in each village will be furnished in the first instance by the Village officers, the information being checked by the Revenue Inspectors.

FIRST PAGE.

Taluk	Name and number of circle.	Names of villages in circle.	Population.	Approximate Area.
Chingleput	No. 1, Chingleput.	A. B. C.	1,000	50 square miles.

SECOND PAGE.

Particulars of persons entitled to gratuitous relief in the village of					
Name	Caste.	Sex.	Age.	Why eligible.	Remarks.

76. The Collector may appoint an Inspector to each village circle within the affected area whose duty will be to examine the registers, and after careful inquiry into the circumstances of each individual case, to strike off the names of any persons who, in his opinion, are not entitled to this form of relief. He will inquire into the condition of all residents in the villages in his circle, and if they are in want and have not applied for assistance, will enter such persons on the register and send a copy of the revised register to his Taluk Relief officer, and will attest all alterations made by him in the original register prepared by the headman of the village. Relief will be distributed in accordance with the register as revised by the Inspector at his first and subsequent weekly inspections.

Appointment and duties of Village Circle Inspectors.

77. He will offer to persons who are struck off the register as capable of labour, employment on the nearest relief works, and will give to each applicant for employment a ticket which the latter will present to the officer in charge of the relief work to which he is sent. A day's ration should be given for each day which must be spent in joining the relief work. The form of ticket may be as follows :—

What persons to be sent to relief works.

Name of person sent.

Village.

Work to which sent.

(Dated)

(Signed) A. B.,
Village Circle Inspector.

78. He will submit to his immediate superior weekly reports showing the names and number of villages inspected by him, the reasons for failing to inspect any of those in his circle and the general results of his observations. He will report whether the relief measures are working successfully or otherwise, whether there is much wandering, whether villagers capable of labour go willingly to the works, what are the prospects of the crops, if any, on the ground, whether the prices of food grains are rising or falling, the extent to which the markets are supplied, and the activity of trade. He will also carefully examine the mortuary returns of each village, and will notice in his reports the chief causes of death.

Village Circle Inspector to submit reports.

79. The Village Circle Inspector will keep himself supplied with funds from his Taluk Treasury. Besides the money required for the current week's expenditure, he must always arrange to have a stock sufficient for another week's expenditure. In indenting on the Tahsildar he should specify the numbers to be relieved in each village in his circle—see form A, appendix III. The reserve money should be secured with the headman of the village where the Inspector has his head-quarters, or in the nearest Police station.

Indents for funds.

80. The Inspector will keep up two weekly returns—one showing his receipts and expenditure for the week, the other showing the number relieved. Specimen forms are given in appendix III—see forms B and C.

Statements to be kept.

81. It will be the duty of the headman of the village, assisted by the village accountant, to render every assistance to the Village Circle Inspector

Duties of Village Headman and of Accountants.

in the correction and maintenance of the registers, and in particular to report to him the names of those who die, or leave the village, or who have so improved in strength as to be capable of labour on the relief works.

Their remuneration.

82. Where circumstances seem to require it, a suitable remuneration to these village officials for the services required of them in connection with famine relief administration, should be recommended by the Collector to Government.

Relief to be by grain-doles.

83. As a general rule gratuitous relief in villages should be given in the shape of grain-doles. The grain-dole shall be the ration prescribed in sections 122 and 124.

When money-doles may be given.

84. When for any special reasons the dole is given, with the sanction of Government, in money, the sum should be sufficient to secure to the recipient the minimum ration prescribed in section 120. Payment should be made periodically, as circumstances may require.

Mode of distributing grain-doles.

85. When the relief is given in kind, the following rules should be attended to :—

Committee.

In each village, the Tahsildar will nominate a committee of five respectable villagers, whose duty it will be to prevent fraud in the distribution of the doles, and to see that the intentions of Government are rightly carried out.

Distribution.

The dole prescribed will be weighed out by the grain-dealer daily or not less than twice a week and given to each person on the register, in the presence of the village headman or karnam (accountant) and at least two respectable villagers. If any person cannot attend by reason of illness, the headman, or, in his absence, the accountant, should receive and deliver the dole to that person.

Supplier.

The grain-dealer or other person authorised for the purpose by the Taluk Relief officer may receive an advance (for which a receipt will be taken) sufficient to enable him to purchase the food required for three or four weeks' consumption. He should keep an account showing the weekly distribution of food to each village.

Checking accounts.

86. The account will be tested at each inspection of the Taluk Relief officer, by comparing the rations distributed with the number of persons on the register of each village supplied, and care must be taken to recoup expenditure so that funds may always be in hand. At the option of the purveyor, periodical payments may be made to him, either by the Village Circle Inspector himself, or at the Taluk Cutcherry, on presentation of vouchers for expenditure, duly signed by the Head of the Village and the Inspector.

Payments to contractor.

Starving wanderers and migrants.

87. Migrants should not ordinarily be interfered with, except (1) when they are too weak to carry out the journey they propose, (2) when it is known that the place to which they propose to go is unable to support them and (3) when they are wandering aimlessly. On routes where emigration is large, rest-houses should be provided. In treating applicants for relief, no distinction should be made between those who come from British Territory and those who have migrated from Native States. Starving wanderers shall be provided with the ration prescribed in section 122 and, as soon as possible, be passed on either to their own homes, or to the nearest kitchen, or poor-house, or relief work, according to the circumstances of the case. Heads of Villages will receive small advances of money to enable them to deal with such cases.

Circle Inspector to supply funds.

88. The Village Circle Inspector will see that the stock of money left with the village headman for assisting starving travellers is properly accounted for and duly replenished; that the grain-dealer is paid for the grain distributed gratuitously; and that proper arrangements are made for obtaining a continuous supply.

Gratuitous relief in towns.

89. The above rules for the distribution of gratuitous relief should be followed in towns as well as in villages, *mutatis mutandis*, and when there is no responsible headman, the task of correcting the relief register will fall on the Government officials, with whom may be associated some of the respect-

able inhabitants of the town. In the case of Municipalities, the work will be performed by the Municipal authorities. If necessary, the town should be divided into sections and lists prepared and relief distributed on the same system, and at the same rates, as in the villages.

90. Children abandoned by their parents or guardians should, if old enough, be sent to a suitable relief work, and if too young to work, should be admitted to the nearest kitchen. Registers should be kept in which all the information procurable as to the parentage and villages of the children should be entered, in order to facilitate the tracing out of their parents or natural protectors, and the future restoration of the children to them.

Treatment of children abandoned by their parents or guardians.

If at the end of the famine there remain in the village kitchens or poor-houses any children without relations, or whose relations cannot be traced, or cannot be compelled to support them, they shall be sent to an orphanage which ordinarily shall be established at the head-quarters of the district. This institution will, as far as possible, be managed like the poor-house; it should be placed in charge of a Superintendent, and be periodically inspected by the District Medical officer, and when practicable also by a Committee of Native gentlemen. Efforts should be made to induce respectable persons to adopt the children, preference being given to a co-religionist, but it will be understood that orphans are always reclaimable by near relations who may have a right to demand the care of them.

Orphans.

(c) *Gratuitous Relief on Works.*

91. The allowances admissible to labourers' children unfit to work are prescribed in sections 114, 122 and 124.

Allowances for labourers' children.

92. Infirm persons unfit to work, who apply for relief, shall receive the minimum wage prescribed in section 120, and, if dependent on labourers employed on the relief works, shall be allowed to remain on such works so long as such labourers are so employed.

Treatment of infirm persons applying for relief.

CHAPTER VII.

FAMINE RELIEF WORKS.

Admission of applicants.

93. When relief works have been opened in a district, all persons applying for work, however weakly, and those who may be drafted on to works, shall be received by the officer in charge. It is important that persons who desire to be employed should know where to apply for admission to the works, and should not be subject to delays and uncertainty. A place should be fixed (which may be marked by a flag) to which all new comers should resort, and this place should be visited twice a day, morning and evening, by the Civil officer if any, or if there be none, by the Engineer officer in charge, or a subordinate deputed for the purpose, who should examine the physical condition of the applicants, class them accordingly, and draft them on to the work.

Position of officer in charge of works.

94. The officer in charge of the works will generally be an officer appointed by, and under the control of, the Collector. In cases where a Public Works officer is in charge, both of the construction and of the general arrangements, he will, as regards the latter, be under the orders of the Collector.

System of working.

95. All relief labourers shall, as far as possible, be employed on task work. The employment of contractors and middlemen on relief works is prohibited.

Classification of relief workers.

96. Persons on relief works will be classed as—

- (A) Able-bodied persons accustomed to labour of the kind required on ordinary works.
- (B) Able-bodied persons accustomed to labour, but not to labour of the kind required on ordinary works.
- (C) Able-bodied persons not accustomed to labour.
- (D) Persons not able-bodied, but fit for light employment on relief works.

Or more briefly as—

- (A) Professional labourers.
- (B) Labourers, but not professional.
- (C) Able-bodied, but not labourers.
- (D) Weakly.

Only A labourers are, as a rule, employed on ordinary works and they receive wages according to the state of the labour market. On relief works, labourers of all four classes will be employed, and will receive the wages fixed for each class. The general term for persons employed on relief works will be 'relief workers.'

Formation of gangs.

97. The labourers of the different classes shall be formed into gangs in which relatives and inhabitants of the same or associated villages shall, as far as possible, be kept together. To each gang a task shall be allotted apportioned to its capabilities, and on the performance of it in whole or in part, each member of the gang shall be entitled to the wage prescribed for his class in whole or in part in proportion to the amount of the work performed by the whole gang. A relief worker or a gang of relief workers may, at the discretion of the officer in charge of the work, be transferred from one class to another.

Nominal

98. A nominal roll, in the form prescribed in appendix III (form D) shall be maintained for each gang showing the name of each man, woman and child employed. The roll will be called daily in the morning, those then present being marked with a X and those absent with a O. On the work sheet of the nominal roll will be shown the task allotted to the gang on each day, the work turned out and the proportionate deduction (if any) to be made from the standard wage. The nominal roll shall be kept at the site of the work by the head of the gang and shall be produced at the request of any superior Inspecting officer. The nominal roll is the most important of all vouchers for expenditure on relief works and its correct maintenance is

a matter of imperative necessity. Printed forms of nominal rolls should invariably be used in view to saving time and labour.

99. A statement of the numbers of men, women and children, employed on the last day of the week, on each relief work shall be forwarded by the officer in charge to the Tahsildar of the Taluk for compilation and communication to the Collector. The form prescribed is given in appendix VI, rule 22. On the last day of the month, the officer in charge of each work shall also forward to the Tahsildar a statement showing, without regard to sex or age, the numbers of each class of relief workers employed on the work.

Weekly return to be sent to Tahsildar.

100. The task for class A labourers will be equal to the amount of work usually performed by able-bodied labourers on ordinary works. The task for class B will be 25 per cent., and that for class C about 50 per cent., below the class A task. The task for class D will be determined by the local authorities according to circumstances, but should be such as to give weakly relief-workers a reasonable amount of healthy employment.

Tasks.

101. The wages to be paid to relief workers shall be those prescribed in section 120, chapter VIII—*vide* also form H, appendix III.

Wages.

102. Labourers on task-work should in the beginning be paid daily, and after a time twice or thrice a week. Payments shall be made according to extracts from the nominal rolls furnished by officers in charge of the works—*vide* form E, appendix III.

Frequency of payment.

103. Labourers on task-work should be paid individually or in small groups. It will not be sufficient to pay the gangman and leave him to distribute the wages to the members of the gang.

Who should be paid.

104. All payments must be made in cash so long as grain is procurable in the bazaar provided for the labourers, or in the adjoining markets. Where the local supply fails, or the local dealers refuse to sell except at prices unduly raised, the wages should, with the sanction of the Collector, be paid partly in kind and partly in money, the latter representing the value of the difference between the grain equivalent of the whole wage and that of the items supplied in kind. The money values to be assigned to the different items of the total ration for the purposes of this section will, from time to time, be determined by the Collector under the orders of the Board of Revenue.

Nature of payments.

105. Relief workers will be allowed one day of rest in a week and for that day will receive the minimum wage prescribed in section 120. All labourers may, on first arrival and before being sent to work, receive a similar amount. For days occupied in classifying and hutting the labourers, as well as for days when work is stopped by rain, the minimum wage is also to be given.

Payments under special circumstances.

106. The pay of each gang shall ordinarily, as prescribed in section 97, bear such proportion to the full pay of the class as the work turned out bears to the sanctioned task, but no deduction of pay shall be made where the officer in charge of the work is satisfied that the failure to work was due to weakness or was not due to any neglect on the part of the labourers. Fines are meant to meet short work due to wilfulness and not to weakness. Contumacious characters, however, will be liable either to have their wages reduced below the minimum or to be sent to the poor-house. As a general rule, the effect of fines must not be to reduce the wages below the minimum wage prescribed in section 120.

Fining for short work.

Any action taken under the preceding sentence of this section shall be reported to Government in the fortnightly report.

The wage of a nursing mother shall in no case be reduced below the value of 2 lbs. of grain a day.

107. The tasks to be exacted from labourers shall be as nearly as possible those prescribed in the task table (appendix III, form F). Modifications, wherever necessary to suit particular circumstances, or to meet excessive hardness of material or varying lengths of lead and lift, may be made by the Engineer officer in charge of the work, subject to the sanction of the Collector.

Task table.

For descriptions of work not provided for in the task table, the task shall be fixed by the Engineer officer in charge of the work, subject to similar sanction.

The Execution of Works.

Estimates for works. **108.** Except in cases of great emergency, to be at once reported, no work is to be undertaken without at least an approximate estimate of the cost, which must be submitted to, and approved by, the proper authority, a distinct appropriation for executing the same being made by the proper authority.

Execution of works. **109.** All relief works other than Local Fund works, whether they are major works which the Department of Public Works would undertake in ordinary times, or minor works such as would in general be executed by the Revenue Department, will ordinarily be executed in times of famine by the Public Works Department. Local Fund works will, as a rule, be executed under the supervision of the Local Fund Engineer and his staff.

Position of executive officers. **110.** All officers of the Department of Public Works posted to affected districts for famine duty will be placed under the Executive Engineer of the division, through whom the Collector should issue all orders relating to the management of relief works. The former will be subject in purely professional matters to the general supervision ordinarily exercised by the Superintending Engineer.

Subordinate staff. **111.** The subordinate staff required for the execution of works will be provided in the Department of Public Works, except that required for Local Fund works, which must be provided by the Boards concerned.

Special duties of Engineer officers. **112.** On all works the special duties of the Engineer officer in charge will be—(1) to see that the nominal roll and all other necessary forms of account are duly maintained; (2) to see that the works are properly set out and measured up, and that they are fully up to specification; (3) to provide tools for the labourers; (4) to maintain discipline on the works; (5) and to take measures to ensure prompt receipt by labourers of the wages due to them. Pending the appointment of a special Civil officer on large works, the duties described as attaching to him will devolve on the Engineer officer.

Preliminary arrangements. **113.** When a relief work is ordered to be opened, the Engineer officer will make the necessary arrangements for carrying it out, getting together the requisite staff and tools, and, if necessary, preparing hutting materials and accommodation for bazaar, hospitals, and children's kitchens. For all assistance that he requires in procuring hutting materials, in the provision of paymasters, in superintending children's kitchens, and in arranging for the supply of food, he should apply to the Revenue authorities.

Treatment of non-working children and infirm adults. **114.** Experience having shown that starving parents cannot safely be entrusted with the means of relieving their children in time of famine, the non-working children of the labourers will ordinarily be fed in kitchens specially provided for their accommodation—*vide* section 66. They will be put in charge of nurses, while their parents are employed on the work. About thirty children may be placed under one woman, selected for her special fitness. The kitchen should be at such a distance that the children of mothers belonging to the gangs cannot interfere with the work, but will be within easy access of their mothers. When the grant of relief in the form of a money dole is sanctioned by Government for relief-workers' children, it shall be paid at the rates prescribed in chapter VIII to the parents and guardians of the children. Similarly, infirm adult dependants who cannot work may either receive relief at kitchens under section 66 or be granted money doles. When the number of non-working dependants and children for whom allowances are granted, exceeds 10 per cent. of the number of persons employed, a special explanation should be submitted by the officer in charge of the work.

Management of works. **115.** The constitution of the supervising and paying staff, the organization of the labour, the composition of the gangs, and other matters of a kindred

nature, depend much upon local circumstances and the character of the works, but, so far as may be, the rules laid down in appendix VI shall be followed.

116. Village officers will ordinarily be employed under the Tahsildar to carry out petty works; for larger works of this description, special supervising staff should be made available from the following classes, when Engineer officers are not available :—

Tahsildars, Deputy Tahsildars, Taluk Sheristadars, Revenue Inspectors, Taluk Gumastas, Tank Inspectors or such other officers as may be in charge of Minor Irrigation Works under the control of Collectors. Special Superintendents when none of the above officers are available.

117. Completion certificates for all works not carried out by the Public Works Department, may be granted by any competent officer whom the Collector may designate for the duty. These certificates should be submitted to the Divisional officers for audit and eventual submission to the Collector, who will deal with them in the manner laid down in chapter XIII.

118. All arrangements for the presence of bazaar-men, grain dealers, and of food supplies generally at relief works, will devolve on the Officers of the Revenue Department, to whom all requirements in these respects should be early notified, and who must be kept fully informed by the Engineer officer in charge as regards the condition and rates of the bazaar supplies, and also of any needful changes in quantity or quality. Should special circumstances require it, a departure from this principle may be made with the full cognizance and sanction of the Collector.

CHAPTER VIII.

WAGES AND RATIONS.

Adjustment of wages.

119. The wages payable to the different classes of labourers should be adjusted from time to time by the officer in charge of the work with reference to the notices * of prices received from the Revenue officers, and in accordance with the scale laid down in the next section. For the purposes of this Code, one pound shall be taken as equal to 40 tolals.

Rates of wages.

120. The wages to be paid to relief workers shall be the money value of the quantities of grain shown below:—

					Adult.				Children.
					Males.		Females.		
					Lb.	Tolals.	Lb.	Tolals.	
<i>Maxima for classes</i> ...	A	...	...	...	2½	105	2½	95	"Wages will vary, according to age, powers of work and requirements, from ¼ to ¾ of those for adults."
	B	...	...	...	2½	95	2½	90	
	C	...	...	...	2	80	1½	75	
	D	...	...	...	1½	70	1½	65	
<i>Minimum for all classes</i> ...									

The maximum wage in class A includes 18 oz. of grain, and the minimum wage 12 oz. of grain, to cover the cost of the following ‘other items’ included in the relief-worker’s ration:—

	Max.	Min.
	oz.	oz.
Pulse	4.0	2.00
Salt	0.5	0.33
Ghee or oil	1.0	0.33
Condiments and vegetables	1.0	0.50

In cases where the grain allowances are unduly above or below the actual cost of these articles, the amount of money necessary to purchase them at current rates may be given.

Should however, at any time the actual cost of these ‘other items’ differ considerably from the money value of the grain-equivalent, the wages may be calculated on the money value of each item of the ration.

The minimum wage of a nursing mother shall be equal to the value of 2 lbs. of grain a day. All persons of 12 years of age or upwards will be treated as adults. No work is to be taken from children under seven years of age.

Definition of ‘grain.’

121. By grain is meant grain of medium quality and of the description in ordinary use at the time of payment. The price to be taken is the retail price of the grain ruling at the cusbah of the taluk during the previous week, or if the work is distant from the cusbah, at the nearest market. A table showing the money equivalent of the above wages when grain sells at different prices, is given in appendix III, form H.

Ordinary ration in kitchens or poor-houses.

122. The following is the ration allowable to an adult person receiving gratuitous relief:—

							Per diem.		
							OZ.	DRS.	TOLAHS.
Raw grain	...	...	...	...	...	...	20	0	50
Pulse	...	...	...	...	...	...	2	0	5
Salt	...	...	...	...	...	...	0	12	1.75
Tamarind	...	...	...	...	...	...	0	8	1.25
Chillies	...	...	...	...	...	...	0	8	1.25

The proportion of chillies and tamarinds may be varied within the total weight of 2½ tolals by the local Relief officer, according to the kind of grain used and the habits of the people.

In the event of gratuitous relief being granted in the shape of a money dole, the amount of the dole shall be sufficient to buy the minimum ration prescribed in section 120.

123. To persons receiving special treatment under medical care in poor-houses, the following rations may be issued:—

Special ration in poor-houses.

							Per diem.		
							Z.	DRS.	TOLAHS.
Raw grain	...	...	...	...	...	...	4	0	60.00
Vegetables	...	...	...	...	...	...	4	0	10.00
Pulse	...	...	...	...	...	...	2	0	5.00
Meat or fish (three times a week)	...	...	...	...	...	...	3	0	7.50
Salt	...	...	...	...	...	...	1	0	2.50
Tamarind	...	...	...	...	...	...	0	8	1.25
Ghee or oil	...	...	...	...	...	...	0	8	1.25
Curry-powder	...	...	...	...	...	...	0	7	1.00
Onions	...	...	...	...	...	...	0	8	1.2
Garlic	...	...	...	...	...	...	0	4	0.5

124. The grain rations prescribed in sections 122 and 123 are common to both men and women, as well as to children above 12 years of age. The ration for children below that age will vary from one-fourth to three-fourths of that for adults. No person shall in any case be admitted to a higher scale of diet except under the written order of a Medical officer, and no meat or fish, ghee or oil, onions or garlic, or vegetables should be allowed except to persons under special treatment.

Regulation of diets.

125. In the case of children less than four months old, who are deprived of their natural nutriment, wet-nurses should be provided; the names of the nurses being entered on the kitchen rolls.

Special diet for young children.

In the case of children from 4 to 12 months old, a pint or 20 fluid ounces of milk should be provided, if available.

In the case of emaciated children of from 1 to 3 years of age, half-a-pint, or 10 ounces of milk may, under the written orders of the officer in charge of relief operations, be issued to be mixed with the cooked food instead of water.

Under the written order of the Medical officer, or, where no Medical officer is present, on the written order of the Relief officer, one-third of a tolah of gingelly oil may be issued to children of from 3 to 7 years of age, and two-thirds of a tolah (4 drachms) to children of from 7 to 12 years of age.

* See appendix III, form G, and section 52.

CHAPTER IX.

OTHER MEASURES OF RELIEF.

Land Improvement
loans.

126. Experience has shown that one of the most beneficial methods of affording relief and one of the best systems of providing the people with employment near their homes during a season of distress is to encourage in every possible way the carrying out of land improvements, such as well-sinking, removal of *nuth* grass, &c., by the aid of State loans under Act XIX of 1883. When distress occurs in any district, Collectors should, therefore, take immediate steps to bring to the knowledge of the ryots in all localities the advantages of the rules; should invite applications for loans; and make special arrangements for disposing of the applications with despatch. For the latter purpose they should apply as soon as may be necessary for the appointment of extra Revenue Inspectors to conduct the necessary inquiries, and for additional allotments of funds.

Agriculturists' loans
for—

127. Loans may also be usefully distributed to enable ryots to purchase fodder for the maintenance of their cattle, and for the purchase of cattle or seed-grain.

Fodder.

Fodder loans should only be granted when there is a reasonable certainty of their being properly utilized.

Cattle.

Loans for the purchase of cattle should only be granted when they are likely to lead to an increase of the tilling force of a locality, and not merely to induce the transference of cattle that are wanted in one village to another under the offer of higher prices.

Seed-grain.

When the season improves after a period of drought, advances may also be necessary to enable ryots to purchase seed-grain. Ordinarily seed-grain is not to be purchased by Government officers for distribution, but advances must be made in money to the agriculturists, who will doubtless be able, if provided with the means of buying, to procure a supply of suitable seed. In estimating the amount of advance to be given under this head, it may be calculated that one ton of seed-grain is generally sufficient for 120 acres of dry, and 40 acres of wet, land.

Advances to
weavers.

128. The case of weavers who, by the practice of their profession, are unsuited for hard manual labour, may require special treatment, if their condition is not merely the result of a temporary pressure arising from high prices. When these classes are congregated together in considerable numbers, either in the same village or in a group of contiguous villages, employment in their own craft should be given to those who are in need of relief. This should be done by advances made through a supervising official appointed expressly for the purpose, who will work in communication with the head of the guild in each village.

Procedure.

129. The first step is to draw up a list of weavers who are unable to find a market for their goods, and who, though willing to work, are in danger of falling into a state of starvation for lack of employment. The list should show the name of the head of the family, the number of members of the family, and the number of looms in the house.

Sanction required.

130. No advances should be made to weavers without the sanction of the Board, and in submitting proposals for making such advances, full details of the description and sizes of cloths proposed to be woven should be reported, together with information as to whether they are ordinarily in demand locally.

Kind of work to be
given

131. Weavers to whom advances may be made should ordinarily be restricted to the manufacture of articles that can be utilized by Government in jails and other departments, or to the manufacture of coarse cloths, such as

are worn by the lower classes, and are likely to meet with a ready local sale. The kind of work to be given having been decided on, the time and labour required for turning out each cloth should be settled in communication with experienced persons. The materials required for each cloth, or if necessary and advisable, their value should then be given out and when the work is completed the woven cloth should be paid for partly—

- (1) in materials, required for making such a cloth, or the value thereof; and partly
- (2) in money, at the rate of wages prescribed for labourers of class C, for the estimated period required for the making of the cloth.

The general principles for the administration of relief in this manner are indicated in the 'Salem Rules' printed in appendix VII.

132. Those members of the weavers' families who, from physical causes, are incapable of work, and non-working children will be fed gratuitously at the kitchens. Relief to children and dependents.

133. As a rule bricklayers, masons, carpenters, and blacksmiths will find suitable employment in their respective trades on the public works. It will, however, generally be found impossible to employ entirely in their own line all petty craftsmen (such as tanners), and these will have to resort to the ordinary relief works. Artisans.

134. In the case of respectable women who, by national custom, are unable to appear in public, endeavours must be made to gather all the necessary information from those residents in the village or its vicinity, who have personal knowledge of the circumstances of the families concerned. Gosha women.

135. When the list has been drawn up containing the names of the women and children entitled to relief, tickets should be issued authorising them to receive weekly the ration prescribed in section 122, and in return for the relief given they may be required to perform some suitable work, such as grinding grain for use in kitchens, spinning cotton or winding silk; and, having regard to their state of seclusion, such arrangements should be made as will insure the dole reaching the persons for whom it is intended. How relief should be distributed.

136. Persons of this class who possess able-bodied male relations not in receipt of relief should not be admitted to gratuitous relief unless the Inspector is satisfied that special circumstances warrant such indulgence, and care must be taken to prevent such relations throwing on the State the burden of supporting those who are entitled to look to them for help. Caution.

137. Collectors should endeavour to find suitable employment for persons of good, but decayed families who are physically able to work, but who, from habit, caste, tradition, or other cause, are incapable of labour, and who are ashamed to beg. These persons may usefully be employed as gangers, supervisors, clerks, &c., on relief works. When suitable employment cannot be found for them, they should be admitted to village relief. Relief to respectable persons of decayed families.

138. All expenditure on the objects mentioned in sections 132 and 134 to 137 should be classed in the returns as gratuitous relief. Classification of such expenditure under gratuitous relief.

CHAPTER X.

MEASURES FOR UTILIZATION OF FORESTS AND THE PROTECTION OF CATTLE.

Protection of cattle
and utilization of
forests.

139. When it appears to the Collector that there is likely to be a serious failure of the pasture of the district or of any portion of the district, he should, in communication with the Conservator of Forests, report to the Forest Member of the Board of Revenue what forest lands should—

- (1) be entirely closed against grazing ;
- (2) be open for grazing on payment of a low fee ;
- (3) be open to free grazing ; or
- (4) be opened for the cutting of boughs and leaves.

The Forest Member will then, in consultation with the Director of Land Records and Agriculture, take the necessary action.

The management of pasture reserves and the control of the cattle admitted to them shall be in the hands of the Forest Officers. The opening of the reserves should be widely notified.

Water-supply.

140. If water is deficient on routes largely used by cattle on the way to the forest reserves, the Collector, in concert with the District Boards, shall make such arrangements to supply the want as may be practicable.

Forest produce as
human food.

141. In localities where forest produce is utilizable as human food, every facility should be afforded by the Forest Officers to persons seeking such food in forest reserves.

Utility of prickly-
pear as fodder.

142. In localities where pasture fails, the prickly-pear plant may be found useful as fodder. Experience has shown that the most successful method of preparing the leaves of this plant is to remove the thorns with pincers and to cut the leaves into small pieces, which should then be half sun-dried and mixed with a small quantity of salt and bran, or oil-cake. The preparation of this fodder may afford suitable employment for paupers who are not able to labour on relief works. All that is required for the preparation of the leaf is a knife to cut the leaf, a forked stick to hold it, and a pair of pincers to pluck out the thorns. The whole may be supplied at a cost of $1\frac{1}{2}$ annas.

CHAPTER XI.

DUTIES OF POLICE OFFICERS.

143. It will be the duty of the District Superintendent of Police to apply for such additional officers of his department, superior and subordinate, as may be required for special duty in famine districts, and to obtain sanction to enlist from time to time such extra force as may be necessary to meet all requirements. Supply of additional staff.

144. It will be the duty of District Superintendents to keep District Magistrates fully informed of all signs of approaching distress that may come to their notice, and at once to send special reports of any increase of crime that may be attributed to a general rise in prices or a scarcity of food. They should also immediately report any tendency of the people to wander, and any great immigration or migration of people into or from any parts of their districts. When famine is imminent, they should consult the District Magistrates as to what extra force is likely to be required for duty at relief works and poor-houses, for the escort of treasure required for the payment of labourers, for duty at railway stations and general duty on the line of rail, and after such consultation to take the necessary steps to obtain the sanction of the Inspector-General of Police to enlist the extra number of men required. The method of dealing with migrants is laid down in section 87. Increase of crime and wandering to be reported.

145. They should also organize a system of patrol to visit the lanes and bye-ways of towns and villages, and the main roads, in order to bring distressed wanderers to the nearest relief work, kitchen, or poor-house, or, if unable to go so far, to the headman of the nearest village in view to relief being given to them. System of patrol.

146. Superintendents should also obtain funds sufficient to enable them to give a small advance to every Police officer in charge of a station for the purchase of food in urgent cases where immediate relief is absolutely necessary. They will also indent on the District Medical officers for a supply of cholera and fever medicines. Advance of funds.

147. In time of famine, the Police will take extra precautions to protect markets and all places where grain is stored ; extra patrols must also be sent out on all lines of communication, so as to give general confidence to the importers of grain. Protection of markets, &c.

148. It will be the duty of the Police to see that persons found dead by the roadside are properly buried or burnt by the village authorities ; they will also open registers of such deaths, and report the extent of such mortality to such superior authority as the District Magistrate may direct. Disposal of corpses.

CHAPTER XII.

MEDICAL AND SANITARY RULES.

I.—General.

Surgeon-General to supply additional staff.

How additional assistance to be obtained.

Supply of medicines.

Instructions regarding diet.

Numbers treated, mortality, &c., to be reported.

Inspection.

Final report.

Duties of Sanitary Commissioner.

Scrutiny of returns of mortality.

How to estimate additional officers required.

149. It will be the duty of the Surgeon-General with the Government of Madras to supply such additional officers of his department, superior and subordinate, as may be required for special duty in famine districts.

Should the establishment at his disposal be inadequate to meet the requisitions aforesaid, he will apply to Government in the Public Department for such additional assistance as may be required, and failing a sufficiency of aid from this source, will entertain temporarily such qualified Medical officers as may be available from the classes of Pensioned Medical officers of the War-rant and Hospital Assistant grades. Should local sources fail to supply the required number of Medical officers, the Surgeon-General will promptly inform the Government, in order that the needful supply of superior officers and subordinates may be obtained from other provinces.

150. The Surgeon-General will take timely measures for complying with district requisitions for medicines, instruments, and hospital appliances, necessary for the treatment of the sick in famine camps and hospitals. Such requisitions will be prepared under the instructions and countersignature of the Civil Medical officer of the district in which relief operations are in contemplation.

151. The Surgeon-General will issue instructions in regard to hospital diets and use of extra food or drink for the various classes of patients, and will obtain from District Medical officers, and tabulate month by month for the information of Government, a return of the sick, of in-patients and out-patients treated in poor-houses, relief-works, and hospitals attached thereto, showing the number admitted, treated, and the mortality in special famine hospitals, and the chief causes of mortality.

152. The Surgeon-General will personally inspect, and supervise the medical arrangements for famine relief in any district which, in his opinion, requires special care and observation.

153. At the end of famine the Surgeon-General will submit a general report on the operations of his department in connection with famine relief.

154. It will be the duty of the Sanitary Commissioner to inspect, under the orders of Government, poor-houses and camps on relief works, and to report on their sanitary arrangements, the physical condition of the inmates, the general management of the health of the affected population, and the size, position, and control of relief works in connection with the public health, and will further take measures for testing the adequacy of the rations prescribed for labourers and for those who receive gratuitous relief.

II.—District Medical and Sanitary Officers.

155. In times of scarcity and anticipated famine, it is the duty of District Medical officers to scrutinize the district returns of mortality with extra care, and to bring to the notice of the Collector any instances of distress from privation coming under their personal observation, or indications of famine distress noted in the mortuary returns of the several taluks of the district.

156. In estimating the number of additional Medical officers required in connection with famine relief, it will be proper to take into account the existing establishments allotted for Provincial, Local, or Municipal service, and, with the approval of the Collector, and consent of the Local Bodies concerned

to redistribute these, so as to utilize their services to the best advantage in the relief of famine distress. If, after such distribution of existing district medical establishments, it should appear that additional aid is necessary, District Medical officers will forward to Collectors timely requisitions for the number of Medical officers and subordinates likely to be required.

157. The District Medical officer will be entrusted with the administrative arrangements for medical relief, and will be held responsible for all needful sanitary and medical provision for the sick in poor-houses, in kitchens and on works instituted for the relief of labourers. He will make it his special duty personally to supervise and direct the Executive Medical officer and subordinates.

District Medical officer responsible for provision for sick.

158. He will bring promptly to the notice of Civil or Public Works officials all matters relating to the health of labourers, or to the welfare of the sick that require immediate notice, and will see that the rules laid down for the sanitary and medical management of poor-houses and hospitals are obeyed. He will understand that in all matters connected with the general administration of famine relief he is to act under the authority of the Collector, and will, on all professional and departmental points, be guided by the orders of the Surgeon-General, to whom he will report fully and freely on all matters connected with the medical administration and progress of famine in his district, collecting and submitting such returns and reports from Executive Medical officers as may be called for.

Report of matters relating to health of labourers, &c.

Position in regard to Collector.

159. The District Medical officer is authorized to deal with misconduct on the part of Medical subordinates on the permanent establishment by suspending them from duty, reporting the circumstances, with the explanation of the accused, for the final orders of the Surgeon-General; and persons temporarily entertained may, with the sanction of the Collector, be summarily dismissed.

Power over subordinates.

160. A Medical officer, or a subordinate competent for independent charge, shall be attached to every poor-house and large relief work.

Medical officer to be attached to poor-houses and large relief works.

161. The District Medical officer, in communication with the Collector, will, so far as possible, place a competent Medical officer at the head-quarters of each famine division, to aid the Civil authorities in the selection of applicants for relief on works, or for gratuitous relief in poor-houses or in villages.

Medical officer to assist civil authorities in selection of applicants for relief.

III.—Duties of Executive Medical Officers on Works.

162. It will be the duty of the Medical officer appointed to a famine relief work frequently to inspect the various gangs of labourers, and to attend to simple cases of injury or illness during his daily inspections.

Inspection of labourers.

163. He will promptly report to the officer in charge of works the cases of any labourers, who in his judgment are physically unfitted for the work on which they are employed, and will take measures, in communication with that officer, to have such persons put on lighter work, or on gratuitous relief. Patients unlikely to recover in a reasonable time shall be sent to the nearest hospital or poor-house.

Labourers unfitted for work to be reported.

Patients to be sent to hospital or poor-house.

164. He will daily inspect the conservancy arrangements, latrines, and sources of water-supply of the relief work, and bring to the notice of the officer in charge any defects he may observe.

Inspection of camp and latrines.

165. He will arrange with the officer in charge of the work for the provision of such hospital accommodation as may be required, and will admit to hospital and attend to all cases of acute illness or injury amongst the labourers. Special wards should be set apart for reception of contagious diseases, and in the arrangements of the hospital, care should be taken as far as possible not to offend the caste prejudices of the people.

Provision of hospital accommodation.

166. The Medical officer will be held responsible for the maintenance of order and discipline in the hospital, and for the proper discharge of duty by the menial establishment attached thereto.

Maintenance discipline in hospital.

Differences of opinion between Medical officer and officer in charge of works.

167. If any dispute arises between the Civil or Public Works officer in charge of a relief work and the Medical officer attached to the same, regarding any matter connected with sanitation, or the health of the people on the works, the Civil or Public Works officer may, if he thinks fit, refer the matter in dispute, through the Collector of the district, to the Surgeon-General with the Government of Madras. But pending the reference, he shall be bound to act in accordance with the Medical officer's opinion.

Superintendence of issue of food.

168. He will superintend the issue of food to the patients, and will be responsible that each person gets the diet prescribed for him. In communication with the officer in charge of the works, he will arrange for a proper supply of mats, blankets, and clothing for use in the hospital.

Report of condition of gangs and quality of food supplied.

169. He will bring to the notice of the officer in charge of works any deterioration in condition of the gangs of labourers, will frequently inspect the supplies in the bazaars, and report if these be wholesome and fit for use.

Maintenance of nominal registers.

170. He will also keep a nominal register of sick received as in-patients, and submit every week to the officer in charge of the works, and a duplicate copy to the District Medical officer, an abstract showing the numbers remaining from the previous week, admitted, died, and remaining in hospital at the date of the return, with the diseases and cause of death.

Record of daily expenditure of food, &c.

171. The Medical officer will keep records of daily expenditure of food and extra articles of diet or stimulants in the hospital under his charge, and submit the same as may be required to the officer in charge of the works.

Report of epidemics.

172. The outbreak of epidemic cholera or small-pox in the working camp must be immediately reported to the officer in charge of the works, to the Taluk Relief officer, and to the District Medical officer.

Record of all orders received, &c.

173. The Medical officer will keep a record of all orders he may receive from superior authority, and all official correspondence connected with his duties. In case of doubt or difficulty in connection with his professional or departmental duties he will refer to the District Medical officer for orders.

Hospital visitors' book.

174. Every hospital in connection with famine relief is to be provided with a book, in which all visitors will be requested to enter their remarks. This book will be called for by the District Medical officer in the course of his inspection, and the subjects of complaint or comment will be fully investigated by him.

IV.—Duties of Executive Medical Officers in Poor-houses.

Applicability of above rules to poor-house hospitals.

175. The rules for Medical officers in charge of hospitals on famine relief works are applicable also to those in charge of hospitals attached to poor-houses.

Provision for sick in poor-houses.

176. It is to be remembered that the inmates of poor-houses are mainly persons who are too weak to undergo any labour test, and that the proportion of such persons requiring medical care and supervision, will be much larger than in gangs employed on public works. It will be essential therefore that provision for 50 per cent. of the total number of inmates to be received into a poor-house be made in the hospital department attached thereto.

Site for hospital.

The site of the hospital should be as near the poor-house as possible, due regard being had to sanitary considerations. It should contain sufficient provision for the accommodation of different classes of inmates, male and female, with detached wards for skin and contagious diseases.

Sheds and latrines.

Hospital sheds should be dry and well ventilated, with latrine accommodation in close proximity for cases of a serious nature.

Applicants for admission how to be dealt with.

177. All applicants for relief, whether they come voluntarily or are sent by Relief officers or brought by the Police, will be received in an enclosure outside, and near to, the door of the poor-house, and the Medical officer in charge shall daily attend at fixed hours to examine the applicants, and to relegate them to suitable relief-works, or admit them into the poor-house or hospital according to the circumstances of each case.

178. The Medical officer will not only have the charge and responsibility of the hospital establishment, but he will daily inspect the inmates of the poor-house and have transferred to the hospital all such cases as in his judgment need special diet and medical treatment. He will bring to the notice of the officer in charge of the poor-house any irregularity in connection with the quantity or quality of the food issued to the inmates or with the sanitary condition of the poor-house, and will advise that officer in regard to the admission or rejection of applicants for relief, or for the transfer of those who have recovered to working gangs, and will see that the work exacted is not too severe for any of the paupers.

General duties of Medical officer.

179. He will keep records and furnish returns as laid down for Medical officers in charge of working parties, will consult the District Medical Officer in regard to any difficulties arising in his charge, and will be guided by the rules laid down for the maintenance of discipline in poor-houses.

Records and returns.

180. The sources of drinking water should be carefully guarded to prevent their being in any way polluted. No bathing or washing of clothes should be allowed in or near them. If filtering is considered necessary, the ordinary charcoal and sand filters will be found most convenient. Filters should be cleaned once a week under medical supervision.

Sources of water-supply to be guarded.

An adult requires at least four pints of drinking water, and two pints for cooking per diem. Two children may count as one adult in this calculation.

Quantity required.

181. Latrines should be placed to leeward of the prevailing winds, and not in the vicinity of any source of water-supply. The dry-earth system should be very stringently carried out, and the floors of all latrines should be well rammed. Simple enclosures on the temporary latrine principle will be found the most easily managed and kept clean.

Latrines.

CHAPTER XIII.

RULES FOR AUDITING FAMINE EXPENDITURE.

Rules for auditing
cash expenditure.

182. The following rules should be observed in accounting for famine expenditure:—

I. Expenditure on account of famine comes under one or other of the following heads:—

- (1) Charges on account of salaries of officers and establishments specially entertained in the Civil Department on monthly salaries for famine duty, including travelling allowances and batta (but excluding petty accountants and such like servants entertained solely for, and during the execution of, any particular relief work); also famine batta of ordinary Civil establishments.
- (2) Charges on account of works and salaries of officers and establishments specially entertained in the Public Works Department on monthly salaries for famine duty, including travelling allowances and batta.
- (3) Charges on account of works carried out by Local Fund or Municipal Boards, and salaries of officers specially entertained for carrying out such works.
- (4) Other charges.

Salaries, &c., of the
Civil establishment.

II. (1) will be paid as usual from Government Treasuries supported by bills in regular form. The usual batta of ordinary establishments will be taken to the same minor head of account as the pay is taken, but famine batta will be shown separately as famine batta of establishment. Other charges will be taken against the head 'Famine Relief' in the Treasury Accounts. All will be audited by the Accountant-General.

Salaries, &c., of
the Public Works
Establishments.

(2) will be paid from funds placed at the disposal of the Examiner of Public Works Accounts by Credit Orders in the same way as ordinary Public Works charges. All outlay on works executed by the Public Works Department will be dealt with in the manner indicated in sections 185 to 192. Such of the charges as are in excess of the ordinary Public Works establishment will be debited by the Examiner to the Civil Department in his Exchange Accounts and will be taken by the Accountant-General to a separate head under Famine Relief to be called 'Special Public Works Charges.' Any other charges which may be incurred by Public Works Officers out of funds placed at their disposal in the ordinary course by Public Works Credit Orders, and the adjustment of which as Famine Relief may be ordered by competent authority, should be similarly dealt with.

Local Fund, &c.,
charges.

(3) will be paid from Government Treasuries, in the case of Local Funds, upon bills drawn in regular form, and, in the case of Municipalities, upon cheques. The expenditure will be subject to the same audit as the ordinary charges of these departments.

(4) other charges 'are divided into two principal divisions':—

Direct payments
from Treasuries to
contractors, &c.

(a) Those finally disbursed from Government Treasuries, for specific purposes, as payments to a contractor for grain, or for the conveyance of grain; cost of grain purchased for gratuitous relief; purchase of tools; grant-in-aid sanctioned by competent authority and the like.

(b) Those paid from advances made either to Government officers or to private individuals. Advances for outlay on works and gratuitous relief, &c.

(a) should be charged at once to one or other of the appropriate heads, one or more monthly bills for each district for such charges, properly vouched, being submitted for the orders of Government; these bills on being passed by Government will be forwarded to the Accountant-General, who will then remove the charges from the 'awaiting final clearance' column of his Objection Book.

(b) This division relates to charges incurred by Revenue officers both on works and gratuitous relief, &c. It is desirable that all expenditure incurred by Revenue officers on such works should, as far as possible, be disbursed by the Revenue Department; but when it is necessary that the Public Works subordinates transferred to the Revenue Department should themselves disburse funds placed at their disposal, they can do so, but should account for the same to the Revenue authorities, it being clearly understood that the only funds which they should obtain from the Public Works Department are for their salaries, travelling allowance and batta, which should on no account whatever be obtained from the District Revenue officers.

All sums advanced will be taken to the Debit head 'Famine Advance Account,' which will be cleared by bills to be submitted as hereinafter described. Every officer who receives such advances will keep a daily account

How famine
advances should
be dealt with.

* Appendix VIII.

of receipts and charges in form No. 1,* and an individual account in form No. 2.* The bills to support the charges in the individual accounts will be either in the form which has been heretofore in use or in such other form as the Collector or Divisional Officer may think best calculated, with reference to the circumstances of each case, to secure a control over the expenditure and to enable him to prepare the bills in the form hereinafter described.

183. Every month, each Divisional Officer will submit a bill, in form No. 3* appended, to the Collector for all the charges billed for during the preceding month by persons to whom he has made advances and for the charges which he has himself incurred in the same month. He will certify at foot that "the bill has been prepared with reference to charges incurred by subordinate officers from the bills received from them, the accuracy of which he has taken all reasonable means of testing, and that the charges incurred by himself are correct." The bill will be countersigned by the Collector, by whom it should be submitted to the Accountant-General for 'charge to Famine' and 'credit to Famine' Advance Account. The Collector will prepare a similar bill for charges incurred by persons to whom he has made advances or from advances received by himself, which will be similarly treated. Each bill should be accompanied by a statement of particulars of Famine Relief Work expenditure in form 4 and a memorandum of advances and of bills submitted in form 5, appendix VIII.

Audit bills to be
submitted every
month.

184. In the foregoing accounts no expenditure of grain will be shown. There will merely be charges incurred for the purchase of grain. The following rules should be adopted for the checking of grain expenditure. Rules for checking
grain expenditure.

(i) Every officer entrusted with the receipt and expenditure of grain (other than small quantities purchased out of money advances by officers superintending gratuitous relief) should keep an account of quantities received and paid out (form 6), and also a statement of individual account (form 7), so that he may be able, at any moment, to state the quantity expended, and the persons responsible for accounting for the same. All officers who finally expend grain must submit a bill for it to the officer from whom they received the grain, who, after entering the quantity as accounted for in the individual account, will transmit it to the Divisional Officer, unless needed for support of

Stock accounts to be
kept. See appendix
VIII.

his own account to be rendered to an officer from whom he has received grain, when it should be forwarded through such officer.

(ii) The forms Nos. 6 and 7, kept at each grain depôt, will constitute the grain stock accounts. Stock should be taken at each such depôt once a fortnight, and for wastage then ascertained separate bills should be sent in form 8, as well as for quantities wasted on minor consignments of grain to officers for expenditure. It is left to the Collector or Divisional Officer to decide what are regular depôts at which stock should be periodically taken; and it is the duty of these officers to see that grain stock accounts are properly kept, and that all grain expended is duly accounted for. Wastage must be specially admitted by order of the Divisional Officer or Collector.

(iii) The Divisional Officer will keep a special ledger of works (form 9) undertaken in each taluk, in which the works should be numbered in regular series. As reports, bills, or accounts for outlay either in grain or money are received and passed, the particulars should be posted against the work in the ledger, so that the expenditure to date may be ascertained at any time, as well as the balance requiring clearance. When the work is completed, a bill for it should be made out, and a completion certificate obtained. The bill should show the outlay in cash and grain, and the equivalent of the grain in money, arrived at as prescribed in the next rule, and the total cost; and as regards cash outlay, should furnish particulars of the amounts included in the monthly bill sent to the Accountant-General.

(iv) For making out this bill and for comparing the cost of works with the estimate and with the certified value of the work done, the outlay in grain entered against the work must be converted into money. Collectors will keep themselves informed of the quantity and cost of all purchases of grain made in their districts, and as regards grain sent from Madras or elsewhere on account of Government, the cost may be taken at the actual value paid plus the approximate cost of carriage to the districts which Collectors must estimate as nearly as they can. To the sums so obtained, the sums debited in the accounts under the head Cost of Carriage of Grain (one of the details of the Service head Famine Relief) should be added, and the total, divided by the quantity, will give the average cost to be taken for the purpose in question. It is left to Collector's discretion whether to strike averages for the District, the Division, or the Taluk; but it should be done promptly with reference to cost and charges to date, and the rate fixed intimated to the Divisional Officers, and to the Executive Engineer of the District.

(v) Completion certificates must be according to form No. 10, appendix VIII. Bills and completion certificates for all works should be sent to the Collector by the Divisional Officers. Those for works of which the actual cost has been Rs. 1,000 or less will be retained by the Collector; others will be sent on to the Accountant-General.

Public Works Department Accounts.

185. The initial accounts of all outlay on relief works in charge of the Public Works Department will be in accordance with the ordinary procedure laid down in the Public Works Code, so far as it is applicable to task works. It is essential, however, that a daily nominal muster roll should be maintained to show the numbers working each day, and also a statement to show the task given to each gang, and the actual work turned out during each period for which payment is disbursed.

186. The muster rolls will show the number of labourers of each class as laid down in section 96 employed daily, in addition to ordinary work details. Each work will have its own roll, and the daily results will be collected as usual for monthly totals. These several results will then be cast into one general statement by each disburser for his individual charge for each week, as may be directed by the Superintending Engineer, and the statement forwarded to the Executive Engineer, when they will be collected in a statement for the division.

187. The several weekly initial statements will be filled in by the subordinates in charge of the works for current month's transactions only, and will be completed for the previous months and up to date by the Executive Engineer, who will furnish details for the monthly progress report and prepare completion reports for the Superintending and Chief Engineer in the usual manner. The primary statements, after being posted by the Executive Engineer into a general statement for his division, will be sent to the Examiner as a work-voucher; the divisional statements or a clear abstract of them, as may be directed, shall be forwarded to the Superintending Engineer for a similar statement for the circle to be sent to the Chief Engineer. Whenever practicable, it will be necessary to keep the accounts under sub-heads of the abstract of the estimate, but Superintending Engineers may, when necessary, lump all minor or unimportant sub-heads (each not exceeding Rs. 500) so as to make the accounting as simple as may be needed under the special circumstances of each work.

188. All outlay on famine relief works will be charged in the books of the Examiner of Public Works Accounts, and will be debited in the first instance to a suspense head 'Famine Relief,' under Imperial or Provincial as the case may be. The outlay shall, month by month, be cleared by the Examiner in auditing the divisional accounts from that suspense head and charged partly to Public Works and partly to the Civil Department under the final head 'Famine Relief.' All the original assignment for these works having been reduced from the Public Works grant, that grant will now be increased month by month by the aggregate of the sums audited and passed as the normal value of the work executed in the previous month for each head of service.

189. The outlay must, in all cases, be classified under 'Normal' and 'Famine,' to allow of the latter being charged off against the proper head of account in the monthly audit, by 'normal' being understood the rates of the work as given in the abstract of the sanctioned estimate. Explanations as to abnormal rates should be given by Executive Engineers based on the high commutation rates for grain and other circumstances which may have contributed to enhance them.

190. The Examiner will forward to Government monthly statements of booked outlay against all relief works in each executive division, and will be responsible for bringing to the notice of Government promptly all delays on the part of Executive Engineers in the submission of their accounts.

191. When grain supplies are required for works carried on under Public Works Officers, the funds may, at the discretion of the Superintending Engineer, be advanced to officers entrusted with the purchase, or to the dealer, and the disbursements dealt with as though for stock. All such supplies will be dealt with under a special sub-head of stock, 'Famine Supplies.' Advances will be debited to 'Stock Purchases' in the first instance, the value of supplies as received in respect of such advances being credited to the Purchase Account and debited to 'Famine Supplies' as stock. Food expended as payment in lieu of wages must be charged off directly to the works on which it is issued. The issues from stock will be at a rate pre-arranged and fixed by the Collector of the district which may, or may not, be the actual rate on the stock books. This issue rate being determined, only quantity need be shown in primary accounts both of works and of stock, the value being worked out at the local head-quarters office. The issuer (storekeeper) will account for the quantity issued, but the Executive Engineer should keep a 'Dr.' and 'Cr.' account, also by quantities, showing the issues from stock on one side, and on the other issues to work-people each month.

192. Surplus grain, &c., which has been debited on first supply to 'Famine Supplies' should, on close of the relief works, be sold under orders of the Superintending Engineer, after consultation with the Collector, the proceeds being credited to 'Famine Supplies;' the balance (value) which will

Initial statements how to be filled in by subordinates and Executive Engineers.

All outlay how to be charged.

'Normal' and 'Famine' classification.

Examiner to submit monthly statements of booked outlay to Government.

Advances of funds for supplies.

How to be debited.

Sale of supplies on close of relief works.

Vide Section 9.*

196. Immediately on the termination of the famine, the Chief Engineer will submit to Government a clear and concise history of the operations of his department.

In this list the works should be entered separately for each taluk and classified in the following order :—

1. Irrigation works —(a) new; and (b) repairs.
2. Forest fencing-works.
3. Road works—
 - (a) Breaking and staking metal and storing gravel along the sides of existing roads.
 - (b) New roads.
4. Miscellaneous works.

The large works to be entered in columns 3 and 4 should be classified into works 'sanctioned' and 'not sanctioned.'

Separate totals of the cost of the works included under each class should be entered.

Irrigation projects which are not in a forward state of preparation should be shown in the programme as additional to those available for famine relief, together with a note of the latest correspondence regarding each project.

In columns 4 and 6 the cost of works for which detailed estimates are ready should be entered. Their amounts will appear also in columns 3 and 5 respectively.

* *Vide* also instructions on the back of this statement.

(9) Provision for the erection and repair of buildings, which is not work of a character to afford employment for large numbers of unskilled labourers, should, as far as possible, be avoided as unsuitable in a list of works designed for famine relief.

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NOTE.—Special care should be taken to see that the number of works in and out of repair is correctly ascertained. The Public Works Department officers should be consulted as regards all irrigation works under their control.

APPENDIX I.

[illegible]

NOTE.—1. Entries in column 5 should be based on calculations similar to that given in the following example :—
If a large work is estimated to provide labour for 12,000 men for nine months at the ordinary rate of progress, the estimate for the purpose will be 12,000.
If under pressure it can and is intended to be completed in six months, the estimate will be $\frac{2}{3} \times 12,000 = 18,000$.
If it can and is intended to be completed in three months, the estimate will be $\frac{3}{4} \times 12,000 = 36,000$.

2. In the case of small works it will suffice to divide the estimated cost of the works by the estimated wages for a relief worker for three months.

3. As it is desirable that in the event of serious famine those to whom relief is given should be concentrated as far as possible on large works, care should be taken that the entries of large works should be materially larger than those of other works.

4. The entries in column 6 should be the percentage for each taluk of the totals of the figures in column 5 for that taluk on the population shown in column 2.

5. If, through paucity of 'sanctioned' works, the number of persons provided for under such works is small in proportion to the total number for whom provision is made under other works, measures should be taken to bring more large works under sanction as soon as possible and information should be given in the column of remarks to show what steps are being taken for the purpose.

Form A.

APPENDIX II.

Vide Section 48, Rule 6.

* Monthly FAMINE STATEMENT A for the _____ weeks ending Saturday evening the _____

(To be submitted to the Government of India within the first half of the next month.)

[illegible]

Remarks to accompany Famine Statement A for month ending

On the back of the above form should be recorded, very briefly, information as to private relief, village and poor-house relief, general character of relief works, physical condition of people, deaths (if any) from starvation, food-stocks, importation of grain, general condition, and prospects of affected area, changes in rates of wages, and other matters which will not delay the despatch of the statement beyond the 15th of the following month.

* The statement will relate to the period between the last Saturday of the previous month and the last Saturday of the month under report.

* Monthly FAMINE STATEMENT B for the _____ weeks ending Saturday evening

(To be submitted to the Government of India within the first half of the next month.)

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Numbers for whom relief was provided in programme of relief works.			Numbers for whom relief can be provided by works remaining on programme on date of report.†		Expenditure since April 1st, 189 , up to the latest day for which figures are available.§			Advances since April 1st up to end of month under			Revenue suspended beyond the current official year.
		Date of Programme.†	On large works.	Others.	On large works.	Others.	Date up to which expenditure is known.	Rupees omitting 000s.		Land Improvement Loans Act.	Agriculturists' Loans Act.		
								On relief works.	On gratuitous relief.				
1	2	3	4	5	6	7	8	9	10	11	12	13	

... .. between the last Saturday of the previous month and the last Saturday of the month under report.

* The statement will relate to the period between 1.1.1968 and 31.12.1968.

† That is, date of G.O. sanctioning programme.

† That is, date of G.O. sanctioning programme.
 ‡ Some relief works will have been more or less exhausted since the date of the last programme, and others will have been provided for entry in the programme next to be sanctioned. The net total should be shown in columns 6 and 7.

It should be shown in columns 6 and 7.

Form C.

Vide Section 35.

Statement of SUMS SANCTIONED on account of Famine Relief in the various districts of the Madras Presidency.

[illegible][illegible]

Progress Report of RELIEF WORKS in the District for the month ending Saturday the 189 of

Taluk and Names of works.	Estimate or amount sanctioned. If no estimate, approximate cost.	Number of relief workers on the last day of the month.					Deaths in the month among relief workers from				Wages.					Outlay.		Remarks.
		Men including boys above 12 years of age.	Nursing mothers.	Other women including girls above 12 years of age.	Working children between 7 and 12 years of age.	Total.	Cholera.	Other causes.	Total.	Name of grain.	Price. Quantity per rupee in Imperial seers.	Amount disbursed to labourers in			In the month.	To the end of the month.		
												Class A.	Class B.	Class C.			Class	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
Communications.	RS.											RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	
(a) New 																		
(b) Repairs 																		
Irrigation.																		
(a) New 																		
(b) Repairs 																		
Miscellaneous.																		
District Total 																		

NOTES.—1. Works should be classified for each taluk separately under the sub-heads shown in column 1, separate totals being given under each column for each taluk.
2. All works on which it is expected that less than Rs. 1,000 will be expended should be lumped together as minor works for each taluk, the number of works grouped being noted.
3. Works under the Public Works Department should be separately shown for each taluk.
4. 'Miscellaneous' includes 'Improvement of village sites,' 'Digging and cleaning of wells,' &c.
5. An abstract, talukwar, of the expenditure incurred on each class of work should be appended in the annexed form D (2).

Form D (2).

Abstract Statement showing the Number and Description of, and Expenditure on, RELIEF WORKS in the District of up to the month ending Saturday the 189 of

Vide Section 47.

Taluk.	Communications.										Irrigation works (tanks and channels including canals).										Miscellaneous (digging or cleansing wells, improvement of village sites, &c.).				Total outlay on works since the commencement of distrs., &c.	Total of cols. 6, 11, 14, 17 & 20.	Remarks.
	New works.					Repairs.					New works.					Repairs.											
	In progress.	Number.	Length in miles.	Completed.	Expenditure on commencement of distrs.	In progress.	Number.	Length in miles.	Completed.	Expenditure on commencement of distrs.	In progress.	Number.	Length in miles.	Completed.	Expenditure on commencement of distrs.	In progress.	Number.	Length in miles.	Completed.	Expenditure on commencement of distrs.							
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22						
Works under the P.W.D...					Rs.					Rs.						Rs.					Rs. A. P.						
Works under District officers																											
District Total ...																											

NOTE.—The expenditure in each taluk should be entered separately for works being carried out under the supervision of the Public Works Department, and for works under execution by the district staff, including the District Board staff.

Form E (1).

Vide Section 47 and Chapter VI.

Statement of GRATUITOUS RELIEF at Kitchens and in Poor-houses in the
for the month ending Saturday the of 189 .

District

Particulars.	Names of taluks.					District Total.	Remarks.
<i>AT KITCHENS.</i>							
Number fed—	{ Men	...					
	{ Women	...					
	{ Children	...					
Total	...						
<i>IN POOR-HOUSES.</i>							
Number relieved—	{ Men	...					
	{ Women	...					
	{ Children	...					
Total	...						
Total number relieved or fed	{ Men	...					
	{ Women	...					
	{ Children	...					
Total	...						
Deaths	...	...	{ In kitchens.	...			
			{ In poor-	...			
			houses	...			
Total	...						

NOTE.—As many columns should be provided as there are taluks in the district.

Form E (2).

Vide Section 47 and Chapter VI.

Statement of GRATUITOUS RELIEF in villages in each taluk of the
for the month ending Saturday the of

District

Particulars.	Names of taluks.					District Total.	Remarks.
Total number of villages in the taluks, including inam, &c., villages.							
Number of inspection circles ...							
Number of villages in which relief was given.							
Number relieved in villages { Men ...							
{ Women ...							
{ Children ...							
Total ...							
Expenditure ... { In the month Rs.							
{ To the end of the month ... Rs.							
Deaths among those on { In the month ...							
{ To the end of the month.							
Total ...							

NOTE.—As many columns should be provided as there are taluks in the district.

Form E (3).

Vide Sections 47 and 114.

Statement of *GRATUITOUS RELIEF* to Relief Workers' Children on relief works, in the District for the month ending Saturday the _____ of _____ 189 .

Names of Taluks and of works.	Number of relief workers on each work.	Children to whom money doles given.		Expenditure on money doles				Remarks.
		Number.	Rate of dole.	During the month.		Up to the month.		
1	2	3	4	5	6	7	8	9
			A. P.	RS.	A. P.	RS.	A. P.	
District Total ...								

1. This form is only to be used when doles under section 114 are given.

2. In column 1, each work on which this form of relief is given should be specified, the works being grouped under the different taluks.

Form F.

Vide Section 47.

*Abstract of LOAN TRANSACTIONS in the
Saturday the of*

District for the month ending
189 .

Purpose of loans.	Taluks.	Applications accepted up to the month.		Loans disbursed up to the month.		Wells	
		No.	Amount.	No.	Amount.	Constructed or repaired.	Under construction or repair.
<i>Land Improvement Loans.</i>			RS.		RS.	NO.	NO.
Repair and construction of wells	{ *						
	Total for District.						
Other Improvements ...	{ *						
	Total for District.						
Total Land Improvement Loans ...							
<i>Agriculturists' Loans.</i>							
For purchase of Fodder.	{ *						
	Total for District.						
For purchase of cattle and seed grain ...	{ *						
	Total for District.						
For other purposes ...	{ *						
	Total for District.						
Total, Agriculturists' Loans ...							

* Here enter names of taluks in which loans have been granted and against each the particulars required for the remaining columns.

APPENDIX II.

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Form G.

Vide Section 47 and Chapter IX.

Statement showing the *ADVANCES* made to *WEAVERS* and the amounts recovered in the District of _____ for the month ending Saturday the _____ 189 .

[illegible]

NOTE.—If the cloths are transmitted to Government depôts or other places outside the district for sale or issue, the fact should be stated in the remark column, and the number and approximate value of the same entered in columns 16 to 19.

Vide Section 47.

(a) APPOINTMENTS MADE BY THE COLLECTOR.

(b) APPOINTMENTS MADE BY GOVERNMENT.

(c) LIST OF SUBORDINATE APPOINTMENTS MADE BY THE EXECUTIVE ENGINEER OF DIVISION.

Name.	Designation.	Salary.			Qualifications.	Date of Appointment.
		RS.	A.	P.		

Statement (b) should show all officers specially appointed to the District for Famine duty and include Gazetted officers transferred from other provinces,

Statement of GRANT purchased and issued in the

Form I.

[illegible]

Form K.

Vide Section 46.

FORTNIGHTLY NARRATIVE for the
ending ofDistrict during the period
189 .

STATE OF THE COUNTRY.									
Rainfall and water-supply. (Note rainfall, if any, as compared with average expected in and up to the period; also supply of water for irrigation and for drinking purposes.)									
Agricultural operations and condition of standing crops.									
Supply of fodder and pasture and condition of cattle.									
General remarks on above subjects.									
FOOD SUPPLIES AND THE STATE OF THE MARKETS.									
Prices of principal food-grains at principal markets in the affected tracts, in seers of 80 tolahs per rupee, for the period ending of 189 .									
Stations.	Rice.		*		*		*		Remarks.
	End of last fort. night.	End of current fortnight							
									(* The price of 2nd sort rice should always be given, as well as quotations for the other principal food grains on the market at different stations; in the remark column should be noted whether and where prices are rising or falling.)
District average ...									

Form K—continued.

FOOD SUPPLIES AND THE STATE OF THE MARKETS—continued.

Activity of trade. (1) Private trade active or not; whether in rice or dry staple food-grains. (2) State the imports by rail or sea; of rice or other staple food-grain.												
CONDITION OF THE PEOPLE. (1) On works. (2) In villages.												
Sickness and Mortality. (All deaths from want of food should be reported with a note of the circumstances.)												
Remarks.												
MEASURES OF RELIEF—ON WORKS.												
In what taluks open, and comparison of numbers.												
Taluks.	Number employed.		Remarks.									
	Last fortnight.	This fortnight.										
GRATUITOUS RELIEF.												
Numbers relieved at kitchens and otherwise.												
Taluks.	Number relieved						Number of villages in which relief was given.		Number of relief workers' children, infirm dependents (if any) receiving money doles.		Remarks.	
	At kitchens.		In poor-houses.		In villages.							
	This.	Last.	This.	Last.	This.	Last.	This.	Last.	This.	Last.		
Total ...												
Private charity.												
Remarks.												

Form L.

Vide Sections 47 (clause 8) and 96.

Statement showing the *CLASSIFICATION OF LABOURERS* employed in the District
on the last Saturday of 189 .

Taluks.	Number of relief workers in				Estimated number employed on loan works.	Total employed.	Remarks.
	* Class A.	* Class B.	* Class C.	* Class D.			
District Total ...							

* Vide Section 96 : numbers to be given without regard to age or sex, but total should agree with that given in form D(I).

Form M.

Vide Section 47 (clause 9).

Statement showing the *NUMBER OF DEATHS* during the month of in the District,
compared with the average for the preceding five years.

* Taluks or Divisions.	Number of deaths.				Remarks.
	Average for the five years ending		Current year.		
	During the month of	From 1st April to	During the month of	From 1st April to	
District Total ...					

* Each administrative sub-division, that is, all taluks and zamindari divisions, including in each any towns situated within their borders, should be entered separately in this column.

Form N.

Vide Section 47 (clause 11).

Statement showing the details of *EXPENDITURE INCURRED* on Relief Works, Extra Establishments, Allowances, &c., in connection with Famine in the District, from to

Heads.								Up to		In		Total.	
CLASS I.								RS.	A. P.	RS.	A. P.	RS.	A. P.
LOCAL FUNDS—													
Works	...	...	...	...	...	...	...						
Establishment	...	...	...	...	...	...	...						
Tools and plant	...	...	...	...	...	...	...						
Total	...	...	...	...	...	...	...						
CLASS II.													
33. FAMINE RELIEF—													
Famine Establishment—													
Salaries	...	...	...	...	...	...	...						
Establishment	...	...	...	...	...	...	...						
Travelling allowance and tentage of officers	...	...	...	...	...	...	...						
Travelling allowance of establishment	...	...	...	...	...	...	...						
Contingencies	...	...	...	...	...	...	...						
Gratuitous Relief—													
Purchase of food in bazzars	...	...	...	...	...	...	...						
Money doles	...	...	...	...	...	...	...						
Grain doles	...	...	...	...	...	...	...						
Petty establishments	...	...	...	...	...	...	...						
Sundries	...	...	...	...	...	...	...						
Miscellaneous—													
Transport of Coolies	...	...	...	...	...	...	...						
Irrecoverable advances written off	...	...	...	...	...	...	...						
Total	...	...	...	...	...	...	...						
CLASS III.													
* 43. MINOR WORKS—													
Works	...	...	...	...	...	...	...						
Establishment	...	...	...	...	...	...	...						
Tools and plant	...	...	...	...	...	...	...						
Total	...	...	...	...	...	...	...						
Grand Total	...	...	...	...	...	...	...						

* Under this head should be shown charges for repair of tanks and other irrigation works due to famine, which are debited in the Treasury Account under Public Works Department Minor Irrigation Works.

Statement showing the *ADVANCES MADE* for Relief operations, &c., in connection with the Famine in up to

Period of account.	To cultivators.		For seed-grain.		To weavers.		For relief purposes.	
	Debit.	Credit.	Debit.	Credit.	Debit.	Credit.	Debit.	Credit.
Up to ...	RS.	A. P.	RS.	A. P.	RS.	A. P.	RS.	A. P.
In ...								
Total								
Net debit								
Grand Total								

[illegible]

Saluks and places visited.

General Remarks.

[illegible]

The estimated value of the work done may be determined roughly by applying the ordinary rates for work of different descriptions to the amount completed by the labourers on the works. In making this comparison all items of expenditure, such as provision for supervision, sundries, &c., which are usually allowed for in the ordinary estimates, should be taken into account in valuing the work done by relief labourers. The information required for these statements should be obtained from Public Works Department officers and from the Local Fund Engineers for works carried on under their respective supervision.

* *Vide* Form D (1); particulars should be given separately for each class against each taluk.

APPENDIX III.

Form A.

Vide Section 79.

INDENT FOR FUNDS (to be sent to Tahsildar).

Date.	Description.	Amount.	Remarks.
		RS. A. P.	
	Balance on hand as per last return		
	Amount since received		
	Total ...		
	Amount expended as per annexed vouchers ...		
	Balance on hand at the date of return		
	Amount now required		
		RS. A. P.	
Particulars of Coin ...	Rupees		
	Half Rupees		
	Quarter Rupees		
	Two Annas		
	Half Annas		
	Quarter Annas		
	Pies		
	Total ...		
Persons to be relieved.	Men		
	Women		
	Children		
	Total		

Received the amount set forth

Signature of the Receiving Officer.

NOTE.—This form can be adopted both by Circle Inspectors and Officers in charge of Works.

Form B.

Vide Section 80.

[TO BE KEPT BY CIRCLE INSPECTORS.]

Statement of RECEIPTS AND EXPENDITURE FOR

Circle for the week ending

the of 189

Receipts.		Expenditure.					
		Name of Village.	Advances to		Payments of weekly bills to		Total Expenditure.
			Headman.	Bazaar-man.	Headman.	Bazaar-man.	
3	4	5	6	7			
1. Balance on hand from last week ...		RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.		
2. Drawn from treasury during week.							
		Casual expenditure by Circle Inspector (in such detail as may be necessary)					
		Total Expenditure ...					
Total Receipts to end of week ...		Balance in hand at end of week ...					

NOTE.—1. Should agree with closing balance of preceding week.
2. Should agree with Treasury Officer's accounts.
3. 4 & 5. Each advance for each village should be mentioned in detail.
6. The headman's account and signature to be attached as a voucher, countersigned by Village Circle Inspector.
7. The bazaarman's account to be attached as a voucher. It should correspond with the return showing number on relief register for the week.

Form D.

Vide Section 28.

NAME OF WORK

Permanent NOMINAL MUSTER ROLL of Head Cooly

Gang No. from to

189

PART I.

[illegible]

* Here enter dates consecutively.

† This column should contain the numbers of a complete gang; that is space should be allowed for about 110 names.

INSTRUCTIONS FOR FILLING UP PART I.

Names of the coolies should be written up by the sub-maistry in the following order and the nominal muster roll then handed over to the head cooly :—

1. Men including boys above 12 years of age.
2. Nursing mothers.
3. Other women including girls above 12 years of age.
4. Working children between 7 and 12 years of age.

2. The head cooly will call out the name of each cooly at 7-30 o'clock in the morning ; if the cooly is present he will make a mark as shown in the margin. The head cooly will again call out the name of each cooly at 2 o'clock in the afternoon, when, supposing a man to have been present on both occasions, he will make another mark, across the first as shown in the margin. If a cooly is not present in the morning he will be at once marked absent for the whole day and will not be admitted to the work at any time during the day. If he is absent in the evening, though present in the morning, he will be similarly marked absent for the whole day. He will be marked absent by marking a O in the space opposite his name.

3. If a cooly is absent for three days consecutively, his name will be struck off the roll and he will not be re-admitted except under a fresh admission order when he will be given a fresh number. Note that his place is not to be filled up by a new comer, but must remain vacant.

PART II.—*Work Sheet.*[illegible]

Vide Section 102.

EXTRACT FROM PERMANENT NOMINAL MUSTER ROLL of Head Cooly Gang No.

[illegible]

Grand Total of this Muster Roll	..	..	..	..	..	..
Deduct payments not made, as per details transferred to Register of Arrears,	..	..	..	..	..	..
Part III	..	..	..	..	..	..

Address	Arrears of previous Muster Roll now paid off, as per details of Register of	Balance paid ...
Arrears, Part III	...	...

...
Total payments Rupees (*in words*)

(In figures)

Certified that the above payments have been made by me in person and in presence of the witnesses herein signing.

Date _____

Date _____ 189_____
Signature of the witness.

Paying Officer.

* This column should contain the numbers of a complete gang; that is, space should be allowed for about 110 names.

PART II.—*Work Sheet.*

Date.	Total number of					Quantity of work to be done.	Quantity of work actually done.	Excess or deficiency. Difference between columns 7 and 8.	Deduction in pay to be made.	Signature of Head Maistry.
	Men including boys above 12 years.	Nursing mothers.	Other women including girls above 12 years.	Working children between 7 and 12 years of age.	Total.					
1	2	3	4	5	6	7	8	9	10	11
						C. FT.	C. FT.			

PART III.—Register of Arrears of Wages due to Coolies.

[illegible]

NOTE.—All wages not claimed in three months will, as a rule, be forfeited and go to credit of the work.

Form F.

Vide Section 107.

STANDARD TASKS for Typical Gangs on Famine Relief Works.

Description of Work.	Conditions.	Typical gangs.				Total units * per Gang.	Task for relief workers of							
		Men.	Women.	Children.	Total.		A class.		B class.		C class.			
							Per unit.*	Per gang.	Per unit.*	Per gang.	Per unit.*	Per gang.		
Embankment...	Lead up to 20 yards; {	Sandy loam ...	40	40	20	100	230	C. FT. 15.8	C. YDS. 152	C. FT. 11.85	C. YDS. 114	C. FT. 7.9	C. YDS. 76	
	20 yards; {	Black cotton lift up to soil.	50	40	10	100	290	14.6	157	10.95	117.6	7.3	78.5	
Cutting side-drains for roads. {	2 yards. {	Gravelly soil ...	50	40	10	100	290	13.5	145	10.13	108.8	6.75	72.5	
	Soft gravel ...	...	50	40	10	100	290	16.74	180	12.55	135	8.37	90	
	Hard do. ...	...	60	40	...	100	320	13.	154	9.75	115.5	6.5	77	
	Rocky do. ...	...	100	...	...	100	400	2.3	34	1.73	25.6	1.15	17	
Breaking and stacking road metal. {	Collection within yards.	...	100	10	60	30	100	190	2.5	17.6	1.88	13.2	1.25	8.8
	At quarry, or collecting within a few yards.	...	10	60	30	100	190	4.	28.	3.	21.1	2.	14.	
Digging and heaping gravel.	Lead up to 50 yards	...	60	30	10	100	310	9.	103	6.75	77.5	4.5	51.6	
Spreading metal.	Metal being heaped at roadside.	...	20	60	20	100	220	16.2	132	12.15	99.	8.1	66	
Spreading gravel.	Including watering and tamping.	...	20	60	20	100	220	9.6	78	7.2	58.7	4.8	39	

* The unit adopted is 1 child; and 1 man = 2 women = 4 children.

Form G.

Vide Section 52, and Chap. VIII.

Circular Notice.

In view to the rates of money doles and wages being adjusted thereto the annexed price-current is hereby notified for the information and guidance of all officers in charge of relief operations in this taluk.

Name of the grain to be adopted for calculation of money wages and doles.						Current price per Rupee, in Seers of 80 Rs. weight.	
Here enter name of staple grain, such as	Second sort rice	...	...	...	...		
	Cholum	...	...	...	...		
	Ragi	...	...	...	...		
	Cumbr	...	...	...	...		
Rates of wages to be paid to labourers.						For Men.	For Women.
A class						AS. P.	AS. P.
B do.						AS. P.	AS. P.
C do.						AS. P.	AS. P.
D do.						AS. P.	AS. P.
Minimum wage						AS. P.	AS. P.

(Signed) A. B.,
Tahsildar of

Dated

"To be substituted for page 67 of the Famine Code."

Form H.

Vide Sections 96 and 121.

Statement showing the SCALE OF WAGES for adults * on Relief Works.

When the staple food-grain sells at † per rupee.	Class A.		Class B.		Class C.		Classes D and Minimum.	
	Males. 105 tolahs.	Females. 95 tolahs.	Males. 95 tolahs.	Females. 90 tolahs.	Males. 80 tolahs.	Females. 75 tolahs.	Males. 70 tolahs.	Females. 65 tolahs.
	2	3	4	5	6	7	8	9
1								
† SEERS.	AS. P.	AS. P.	AS. P.	AS. P.	AS. P.	AS. P.	AS. P.	AS. P.
6.0	3 6	3 2	3 2	3 0	2 8	2 6	2 4	2 2
6.1	3 5	3 1	3 1	2 11	2 7	2 6	2 4	2 2
6.2	3 5	3 1	3 1	2 11	2 7	2 5	2 3	2 1
6.3	3 4	3 0	3 0	2 10	2 6	2 5	2 3	2 1
6.4	3 3	3 0	3 0	2 10	2 6	2 4	2 2	2 0
6.5	3 3	2 11	2 11	2 9	2 6	2 4	2 2	2 0
6.6	3 2	2 11	2 11	2 9	2 5	2 3	2 1	2 0
6.7	3 2	2 10	2 10	2 8	2 5	2 3	2 1	1 11
6.8	3 1	2 10	2 10	2 8	2 4	2 2	2 0	1 11
6.9	3 0	2 9	2 9	2 7	2 4	2 2	2 0	1 11
7.0	3 0	2 9	2 9	2 7	2 3	2 2	2 0	1 10
7.2	2 11	2 8	2 8	2 6	2 3	2 1	1 11	1 10
7.4	2 10	2 7	2 7	2 5	2 2	2 0	1 11	1 9
7.6	2 9	2 6	2 6	2 4	2 1	2 0	1 10	1 9
7.8	2 8	2 5	2 5	2 4	2 1	1 11	1 10	1 8
8.0	2 8	2 5	2 5	2 3	2 0	1 11	1 9	1 8
8.25	2 7	2 4	2 4	2 2	1 11	1 10	1 8	1 7
8.5	2 6	2 3	2 3	2 1	1 11	1 9	1 8	1 6
8.75	2 5	2 2	2 2	2 1	1 10	1 9	1 7	1 6
9.0	2 4	2 1	2 1	2 0	1 9	1 8	1 7	1 5
9.25	2 3	2 1	2 1	1 11	1 9	1 7	1 6	1 5
9.5	2 3	2 0	2 0	1 11	1 8	1 7	1 6	1 4
9.75	2 2	1 11	1 11	1 10	1 8	1 6	1 5	1 4
10.0	2 1	1 11	1 11	1 10	1 7	1 6	1 5	1 4
10.5	2 0	1 10	1 10	1 9	1 6	1 5	1 4	1 3
11.0	1 11	1 9	1 9	1 8	1 5	1 4	1 3	1 2
11.5	1 10	1 8	1 8	1 7	1 5	1 4	1 3	1 2
12.0	1 9	1 7	1 7	1 6	1 4	1 3	1 2	1 1
12.5	1 8	1 6	1 6	1 5	1 3	1 2	1 1	1 0
13.0	1 7	1 6	1 6	1 5	1 3	1 2	1 1	1 0
13.5	1 7	1 5	1 5	1 4	1 2	1 1	1 0	1 0
14.0	1 6	1 4	1 4	1 3	1 2	1 1	1 0	0 11
14.5	1 5	1 4	1 4	1 3	1 1	1 0	1 0	0 11
15.0	1 5	1 2	1 3	1 2	1 1	1 0	0 11	0 10
15.5	1 4	1 3	1 3	1 2	1 0	1 0	0 11	0 10
16.0	1 4	1 2	1 2	1 1	1 0	0 11	0 10	0 9
16.5	1 3	1 2	1 2	1 1	1 0	0 11	0 10	0 9
17.0	1 3	1 1	1 1	1 1	0 11	0 11	0 10	0 9
17.5	1 2	1 1	1 1	1 0	0 11	0 10	0 10	0 9
18.0	1 2	1 1	1 1	1 0	0 10	0 10	0 9	0 9
18.5	1 2	1 0	1 0	1 0	0 10	0 10	0 9	0 8
19.0	1 1	1 0	1 0	0 11	0 10	0 9	0 9	0 8
19.5	1 1	1 0	1 0	0 11	0 10	0 9	0 9	0 8
20.0	1 1	0 11	0 11	0 11	0 10	0 9	0 8	0 8

* The wages or allowances for children will vary according to their ages, their powers of work, and their requirements from one-fourth to three-fourth of those for adults.

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APPENDIX M.

FODDER FAMINE.

(1) The officer on special duty appointed with reference to section 188 (2) of the Famine Code should first ascertain (a) where, and to what extent, private stocks of fodder are available for purchase, (b) the amount of grass which is available in reserved and unreserved lands in the Presidency for cutting and baling, and (c) what supplies can be obtained, to supplement these, from similar areas outside the Presidency if the local supply is insufficient. Simultaneously he should ascertain from the Collector of each affected district and from the Railway authorities concerned, the probable amount of fodder which will have to be imported, the places at which the imported fodder will have to be laid down and the means of transport available.

(2) The departmental cutting of grass in the areas selected for the supply of fodder should begin as early as possible, and if any difficulty be experienced in obtaining labour for cutting grass, the revenue officers should exercise their influence in order to induce people to go on this work in sufficient numbers. Steam-baling should be resorted to in preference to hand-baling wherever the quantity of grass which can be collected in a pressing centre is sufficient to justify it. The Railways should be requested to give preference to pressed over unpressed fodder in all cases where the latter may be offered for despatch.

(3) The transport of fodder should begin at the earliest possible date in order to avoid congestion of traffic.

(4) If the total quantity of grass which can be readily collected by departmental agency is likely to fall short of the amount needed for the affected districts, it will be the duty of the officer on special duty to consider the best way of supplying the deficiency by purchase through contractors. In order to effect this economically and to prevent, by simultaneous purchases in different places, the raising of prices by dealers, the officer on special duty will, if necessary, be given the services of a sufficient number of responsible officers whom he will depute to visit localities in which he has reason to believe that grass is procurable. These officers will enter into contracts for the supply to Government of a fixed quantity of grass on the best terms obtainable and the contracts will be arranged in such manner as to enable each district to be supplied from the purchasing centre which is nearest to it.

(5) When purchases of grass have been made as aforesaid, the officer on special duty will inform the Railway authorities concerned of the quantities of grass which will have to be carried from each purchasing centre, the stations of delivery and the date from which operations may be expected to begin.

(6) When a charitable relief society has been started—part of whose operations are to be directed towards the distribution of fodder—the officer on special duty should place himself in communication with the officers of such society and ascertain the localities in which they propose to purchase fodder, the funds at their disposal and approximately the quantities which they hope to purchase. This will enable the officer on special duty to arrange against unnecessary competition between the agents of the charitable relief society and his own agents (i.e., the officers mentioned in paragraph 4 above). The officer on special duty and his agents should render all possible assistance to the society in the despatch of fodder by that body and the aforesaid officer will inform the authorities of the Railways concerned that such fodder is being sent with his knowledge and approval and that wagons should be supplied if possible.

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182. Are legal powers required to enable relief officers or district authorities to send persons found begging and wanderers without any means of support and persons who, being able, refuse to work at the relief works, to poor-houses, and to detain them there? Was compulsion in this direction in practice used?

183. Were endeavours made to get work out of poor-house inmates, and with what degree of success?

184. Had any compulsion to be used to detain persons in the poor-houses? Were the inmates free to leave when they chose? Were the departures or escapes numerous?

AS TO RELIEF CENTRES.

185. Was it found necessary to open relief centres where doles of grain or money were distributed, as an alternative to giving similar relief in the homes of the people? Under what circumstances was this necessary?

186. When relief centres were thus established, was work exacted as a condition of relief from able-bodied persons? What kind of work was exacted?

187. Did the attendance at relief centres tend to become unmanageably large? Was the collection of large numbers of persons at such centres found to be productive of epidemic disease?

188. Does the expedient of relief centres as a substitute for village relief and an organized system of relief works in the early stages of distress commend itself to you?

189. In your experience would it have been better to have completed the village relief arrangements and to have opened regular relief works at an earlier date than was actually the case, in localities where relief centres were resorted to?

190. Are there any special tracts of country or any particular conditions of the population which make relief centres preferable to village inspection and village relief and to regular relief works?

191. Approximately what area was a relief centre expected to serve?

192. Was voluntary unofficial agency available and utilised to any large extent in the working of relief centres?

AS TO RELIEF KITCHENS.

193. What is your view of the functions of relief kitchens at which cooked food is supplied to destitute persons without the condition of residence?

194. Are they required chiefly in connection with relief works for the non-working children and other dependants of relief workers, or may they advantageously be established elsewhere for the relief generally of the incapable poor?

195. At the beginning or end of a famine to what extent is it expedient to substitute kitchens for gratuitous relief in the houses of the people?

196. Was cooked food given at the relief kitchens to all applicants, or only to those furnished with a kitchen ticket by an officer or village headman?

197. When such kitchens became numerous, was strict supervision over the persons in charge difficult to maintain? Was there waste or misapplication of food? What arrangements to prevent this were made? Were the kitchens ordinarily placed under the direct charge of officials, or of zamindars and other private persons?

198. Is it preferable to relieve the non-working children and other "dependants" of relief workers by means of cooked food, or by money doles to the parents? In your experience could parents to whom money was given for this object be trusted to expend it on their children?

AS TO LOANS TO CULTIVATORS AND LAND-HOLDERS.

199. To what extent have State advances been made to land-owners and cultivators for land improvements, for seed-grain and cattle, and for subsistence, in the late famine?

200. In the case of money advanced for land improvements, have the recipients, as a rule, spent it on the object for which it was lent, namely, on the employment of labour? Or have they otherwise utilised it?

201. Have the sums advanced for cattle and seed been of much benefit to the cultivating classes? Could more money have thus been advantageously spent?

202. What periods for recovery have been fixed for the different classes of advances?

203. Have advances been given to land-owners and cultivators for purchase of food, and under what restrictions as to the amount advanced and as to the time of the year in which the advance was made?

204. Do you approve of the principle of such subsistence advances, or do you think that cultivators requiring money for food should be required to submit to the self-acting test of accepting work on a relief work?

205. Is it more economical to aid by such advances cultivators who possess some property in land and cattle than to offer them work and wages?

206. Would not every cultivator want to borrow instead of going to the relief works, and would not this mean a very large outlay by the State on loans, and an increase of indebtedness among the cultivators?

AS TO SUSPENSIONS AND REMISSIONS OF LAND-REVENUE.

207. To what extent has land-revenue been suspended or remitted in the parts of your ^{Province} _{district} affected by the late famine?

208. Have measures been taken to secure that the relief thus given reached the cultivating tenant? Does the law provide for this? If not, is legal provision desirable?

209. Has this form of relief been of much advantage to the land-owning and cultivating classes? To what extent has it kept them from the relief works, or tended to prevent them from falling into debt?

210. Do you think that the land-revenue which has been suspended and not remitted will be recovered without pressing severely on the land-holders, should seasons be good?

211. Will such recovery be spread over several seasons by means of instalments? Will the corresponding rent suspended be distributed in similar instalments?

212. Does suspended rent carry interest? If so, ought it to do so?

213. Has the Government power to direct suspension of rent on estates held free of land-revenue, when it directs suspensions of rent and revenue on revenue-paying estates? Is such power necessary?

214. In regard to suspension and remission of land-revenue in temporarily-settled tracts, do you think it might with advantage be made a general rule of practice that in regard to estates held by self-cultivating as distinct from rent-receiving owners, when the crop is reported to be, say, below a 4-anna one, and only sufficient to feed and clothe the owners and their dependants and cattle, the proper treatment is immediate remission, not suspension?

215. Can you form any idea to what extent the private indebtedness of the land-owning and cultivating classes has been increased through the famine? Do the stamp or registration receipts indicate increased borrowing and more transfers of land? Has the borrowing in many cases been on a scale which must involve ultimate ruin to the borrower?

AS TO THE USE MADE OF FORESTS.

216. What measures were taken to open State and private forests to the people for grazing, or for collection of grass or leaves, or of edible fruits, roots and grass seeds; and what was the effect of such measures?

217. Do you think that the forests might have been more fully made available for these purposes than was the case?

218. Were any departmental operations undertaken for collection and despatch of compressed grass to the distressed tracts, and with what result?

219. What kind of food do the people get out of the forests?

AS TO ORPHANS.

220. How should orphans who have been maintained by the State during famine be disposed of at the end of a famine?

221. In the case of orphans who, during the famine, have been temporarily made over by the relief officers to private orphanages and payment made by the State for their support, should the Government continue its aid to the private orphanages after the famine?

AS TO PRIVATE CHARITABLE RELIEF AS AUXILIARY TO STATE RELIEF.

222. Have you any suggestions to offer regarding the statement of the objects to which private subscriptions for relief of distress caused by famine may legitimately be applied as set forth in the *Gazette of India* of 9th January 1897.

223. Do you think any of these objects trench upon the field of Government relief operations?

224. In view of the fact that during the currency of a famine the Government makes itself responsible as far as may be practicable for the saving of life by all available means in its power, do you consider the statement of the second object satisfactory; if not, how should it be modified?

225. Do you think the second object could properly be restricted (a) to the giving of clothing and other extra comforts to the orphans, and (b) to meeting the cost of their education in some useful craft befitting their station in life and of their maintenance after the end of the famine?

226. Are any special rules or measures necessary to prevent overlapping of charitable and Government relief under Object III; if so, what would you suggest?

227. Do you consider the opening of grain shops, where wholesome food-grains would be sold at rates below the prevailing market rates, a legitimate method of giving relief to respectable persons with small fixed incomes who, though suffering great privations from abnormal rise in prices, would not accept purely gratuitous relief either from Government or from the Charity Fund?

228. Is the opening of these cheap grain shops likely to interfere with private trade, provided the benefit of them be extended only to a selected number of persons? Were such shops started in your district, and did they interfere with private trade?

229. Are you aware that the opening of these shops from the Indian Famine Charitable Relief Fund operated to steady the market and to prevent fitful raising of rates?

230. To render the help effective, do you think that the relief to broken-down agriculturists should not be confined to the period when acute distress is subsiding, but that it should be given just before the commencement of the agricultural season, even though distress might then be at its height?

231. What class of agriculturists should generally be helped under Object IV?

232. Do you think the Charity Fund could be properly applied in relieving agriculturists who are in a position to get statutory loans (*takavi*) from the Government?

233. Do you think it could be usefully spent in supplementing *takavi* advances where they are not enough to meet all the agricultural requirements of the recipient, including the subsistence of himself and his family, during the interval between the sowing and the harvest?

234. Do you consider the operations of the Indian Famine Charitable Relief Fund as supplementary to Government relief have served a useful purpose; if so, in what way?

235. Can you describe briefly the nature and the extent of the relief granted from the Charity Fund in your province?

236. Can you give the number of persons relieved under each object in your province?

237. What form of relief under Object I was the most popular and evoked the greatest gratitude?

238. What form of relief under Object III did the greatest amount of good at the smallest cost to the fund?

239. Do you think it was right to spend the bulk of the fund in helping broken-down agriculturists?

240. Do you think the expenditure of such a large portion of the fund under this head has, besides doing substantial good to the persons helped, resulted in great economic advantage to the country generally?

241. Can you state what is the approximate area sown with aid from the Charity Fund in your province?

AS TO EMIGRANTS AND WANDERERS.

242. What arrangements were made for the relief of starving wanderers? Were the numbers of such wanderers

so large as to attract attention? If so, to what causes was their presence due?

243. Would there have been so much wandering had more works been opened or village relief or relief centres more largely extended? Is it possible by any relief methods to prevent jungle people, or people with whom it is a custom to migrate at certain seasons of the year, from wandering?

244. Was the death-rate of the ^{province}_{district} sensibly affected by deaths among wanderers in poor-houses or on relief-works?

245. Were the wanderers persons ordinarily residing within your ^{province}_{district}, or were they from others ^{provinces}_{districts}, or from Native States? If from other ^{provinces}_{districts} or from Native States, why were they attracted to your ^{province}_{district}?

246. Was any difference made in the treatment of wanderers from your own ^{province}_{district} and those coming from other ^{provinces}_{districts} or from Native States?

247. How do you think wanderers or emigrants from other ^{provinces}_{districts} or from Native States should be dealt with?

AS TO THE MORTALITY DURING THE FAMINE PERIOD.

248. What was the ratio of deaths per thousand of population in the famine area of your ^{province}_{district} for the five-year period 1891-95 preceding the famine? What was this ratio during 1896 and 1897?

249. How far has the higher ratio in the latter two years been due directly to scarcity of food, or to the indirect effects of such scarcity?

250. If, in spite of the privations consequent on scarcity of food, there has been little or no increase in the ratio of mortality, do you attribute this result entirely to the success with which the distress has been met by relief measures?

251. In dry years, unaccompanied by scarcity, the health of the people, it is believed, is ordinarily very good and the mortality abnormally low? The year 1896 was an exceptionally dry year, and as a consequence the mortality would presumably, under ordinary circumstances, have been below the average; would it not seem reasonable to attribute to causes connected with scarcity not only all mortality in excess of the normal death-rate, but also the difference between the abnormally low death-rate of a year of light scanty rainfall and the normal death-rate of years of ordinary rainfall? Would not the compensating influence on the public health resulting from exceptional dryness of season tend to mask the full effects of scarcity of food?

252. On the other hand, an abnormally dry season often results in a short supply of potable water as well as to a concentration of impurities in such supply; do you attribute any part of the excessive mortality during the period of famine to this cause of unhealthiness? Do you think that cholera may have been originated or intensified by this cause?

253. Prevalence of bowel-complaints, dysentery and diarrhoea in communities leads to a suspicion that the food-supply is insufficient, or unwholesome or badly cooked. Did these diseases cause a high mortality in the famine area of your ^{province}_{district}, and could their prevalence be ascribed to an insufficient or unwholesome dietary?

254. Do you consider the diet supplied to the different classes of relief-workers, to the poor-house inmates and to those fed at the kitchens, to have been sufficient to maintain the recipients in health? Would you, as a result of your own observations, suggest any alteration in the scale of diet laid down in the Famine Code?

255. Can you state the number of deaths which were directly due to starvation in your ^{province}_{district} during the famine? Also the number of those who died indirectly from privation? Was the mortality greater amongst women than amongst men, and amongst children and the aged than amongst adults? Did parents frequently, under stress of want, neglect or abandon their children?

256. Of the deaths due to starvation, how many can you enumerate which could have been prevented by the timely

intervention of the State? Explain, if you can, how in these cases the relief measures adopted by the State failed in saving life?

257. Were, in your opinion, the measures of State relief defective either in principle or in their working? Do you think the mortality amongst the people in receipt of State aid was to any extent due to insanitary conditions prevailing in the relief camps, poor-houses, and food kitchens, and can you make any proposals with the object of securing improved sanitary conditions in future famines? Was every practicable precaution taken to provide and protect against contamination pure water-supplies for relief-camps and poor-houses?

258. Was the staff of Medical Officers and Hospital Subordinates sufficient during the famine, and were they provided with an adequate supply of medicines and medical comforts for the use of the sick?

AS TO THE PRESSURE OF POPULATION.

259. Has the population of your ^{province}_{district} increased since the taking of the census of 1871? If so, will you state what this increase has been from 1871 up to the end of 1896, this latter being probably the latest year for which the complete figures are available?

260. Is there any evidence of a continuous increase in the birth-rate or decrease in the death-rate?

261. What has the average increase of population been per cent. per annum for each year included in the period mentioned?

262. Do you attribute this increase solely to the natural and unrestrained fecundity of the people, or are there other, and if so what, additional causes?

263. What effect on the growth of population in India would you assign to the enduring peace maintained within our borders, to the suppression of infanticide and widow-burning, to sanitary works and improvements, to the extension of vaccination, and to the strenuous endeavour to prevent the loss of a single life in periodically recurring famines?

264. Has the area under food-grains in your ^{province}_{district} increased *pari passu* with the increase of population? Or has the food-producing capacity of the ^{province}_{district} been increased by irrigation and improved methods of cultivation at a rate sufficient to meet the wants of the increasing population?

265. What importance do you assign to this growth of population in bringing about in ordinary years an increase in the price of food, and so rendering existence more difficult and precarious?

266. Have the wages of the labouring classes increased as rapidly as the prices of their food-stuffs?

267. Are increase of population and higher prices, unaccompanied by a corresponding rise in the wages of the working classes, indications of diminished stocks of food in the country? Would scarcity be likely to intensify more rapidly into actual famine under conditions of dearer food and a greater number of people earning low wages?

268. The immediate effects of irrigation works and improved methods of cultivation being assumed to increase the production of food for man and beast, what, in your opinion, would their more remote effects be? Would they, in a population of great fecundity and exercising no restraint on such fecundity, tend to cause the people again to multiply up to the limit beyond which the soil could not further support them?

269. How would you propose to obviate this tendency of the growth of population to press close upon the amount of food available for its support?

270. In England we know that the same problem has been solved by emigration to lands in need of population. Could the same solution be applied to India?

271. In England, unrestrained fecundity is confined mainly to the lower and more ignorant classes. The educated classes, with certain exceptions, exercise control and foresight with regard to the number of children they bring into the world. Is education, within a measurable period of time, likely to pervade the millions of India to such an extent as to lead them to practise similar control and provision?

272. Irrigation, we assume, increases the productiveness of the soil; it is also acknowledged to be concerned in the generation of malaria in many extensive tracts of the country. Malaria, we have proof, lessens the fecundity of the people. Do these facts suggest to you the involuntary establishment of an equilibrium between the population and the food production of irrigated tracts? Would such equilibrium, brought about in the way which these facts suggest, be a result to be desired?

AS TO THE ORDINARY FOOD OF THE PEOPLE.

273. In the tracts liable to famine in your ^{province}_{district}, which are the food-grains ordinarily used in their homes by well-to-do labourers and artisans? Please answer separately, if necessary, for town and country and for winter and summer.

274. How many meals do they eat in the day, and of what eatables and drinkables does each meal ordinarily consist?

275. If any of the ordinary food-grains happen to be unobtainable, what other grains do they sometimes substitute?

276. Of these occasional substitutes, which do the people consider most and which least palatable and digestible?

277. What do they say in objection to other grains which might probably be substituted, but which they practically never use?

278. What food-grains were used in poor-houses and kitchens, and at relief works under your observation during the recent famine?

279. How many meals a day did the people get in poor-houses and kitchens, and of what eatables and drinkables did each meal consist?

280. What sort of complaints were made as to the kind of food or plan of meals?

281. How does the diet given at famine relief poor-houses and kitchens compare with the authorized scale of prison diet?

AS TO FOOD-STOCK AND PRICES.

282. Was the great rise in prices of the common food-grains, which occurred in September to November 1896, and was more or less maintained for the next twelve months, in your opinion a reasonable rise? That is to say, was it fairly proportionate to the failure of harvests, lowness of local stocks, and cost of replenishing them? If you think the rise was more than reasonable, to what do you attribute it?

282A. In market towns which came under your observation, was it possible to identify the persons who fixed the bazaar or current rates of food-grains declared from time to time? How far were these current rates strictly followed by the local retail traders?

283. Do you think that the depreciation of the rupee in relation to gold which has been going on has any effect in the direction of making prices of food-grains jump up quicker and higher than formerly when crop failures occur? Has there been a permanent rise in the average price of food-grains in India within the last twenty years? Has the rise been greater in respect of some kinds of grain than of others?

283A. What was the difference in prices prevailing in the distressed area under your observation, and in prices in neighbouring districts where the crops had not failed to such extent as to make relief necessary? Did the difference appear natural and reasonable in degree?

284. What material fluctuations of prices of grain occurred in the 12 months after 1st November 1896 in the distressed area under your observation? To what did they seem due, and was the trade sensitive? That is, did grain flow in quickly and freely in response to each rise of price from accessible markets where prices were lower? If not, state what in your opinion were the reasons or obstacles which impeded the activity of trade?

285. In the distressed districts under your observation, could the towns-people and villagers, who had money but no private stocks of their own, at all times buy their customary food-grains and condiments at the rates quoted in the nearest grain marts, or had they sometimes to pay much higher?

286. Were the people in receipt of relief in the shape of cash at works or in the village, always able to buy grain at the rates supposed to be current?

287. Were food-grains of the common kinds exported from distressed tracts under your observation while the high prices prevailed? If so, was this due to still higher prices elsewhere, or to want of capital for large purchases in distressed tracts or some other reason?

288. Were fortunes made in the grain trade during the high prices? If so, by what classes and by what sort of trade or speculation? Was it genuine buying to put on the market, or of the nature of time bargain or speculation for a rise?

289. Were the grain pits or godowns of the grain dealers for the most part opened and largely depleted at the close of the distress, or were many unopened and most but little depleted?

290. In distressed tracts under your observation had any of the cultivators and land-owners what may be considered surplus private stocks of food-grain? If so, did they generally sell such surplus or hold up all they had from panic or other reasons?

291. While the high prices prevailed, did those cultivators, who had grain to sell to dealers, get prices as proportionately higher than usual as those the grain-dealers were selling at?

292. Were the wholesale dealings between grain-dealers at prices as near to retail prices as they usually are?

293. To what extent has the habit of storing food-grains in pits or other receptacles diminished among the grain dealers, landholders and cultivators of the tracts producing large crops of the common grains? What are the reasons for such diminution?

294. In such tracts have the railways and roads extended into them had the effect of stimulating the export of the annual surplus production to sea-ports, and to rich districts where more valuable crops are produced? When crops fail and prices go up in such tracts, is private trade ready to import freely into them?

295. To what extent were proprietors of land, State raiyats and under-tenants among the classes which asked for and got relief?

296. To what classes did the mass of persons relieved belong?

297. To what was the inability of the distressed people to buy grain at the high prices principally due? Did non-agricultural employment of labour fall off as much as agricultural employment?

298. Did wages of any class of labourers, artisans, or servants go up in any degree in consequence of the rise of prices? If not, why not?

299. Has competition of foreign goods or of goods produced by Indian Mills seriously reduced the purchasing power of any class of artisans or labourers in the tracts under your observation?

300. Can you compare recent with former famines, and say whether the different classes of people seemed this time to have more or less power of resisting destitution?

301. Do you observe any change in their attitude of reluctance to go to poor-houses or to relief-works?

302. Did they sell jewelry, brass pots, and cattle, as much as formerly? Did fall in value of silver jewelry make them reluctant to sell it?

303. What action, if any, was taken by officers of Government in the affected area under your observation to encourage importation of food-grains, or otherwise stimulate the activity of private trade? What was the result for good or bad of such action?

303A. What action was taken, if any, in any locality under your observation to supplement or stimulate activity of local grain-dealers in importing food-grain? What was the result?

304. Suppose that instead of relying entirely upon the action of private trade and the Indian market, the Government had resolved to import grain from abroad to a notified amount and for a strictly limited purpose, that is, for use at a large number of its poor-houses, kitchens, and relief works: suppose also that Government so imported either directly or through contractors, and adopted all possible pre-

cautions against obstructing the movements of private trade: what effect in your opinion would such action have had (1) on the cost of relief to the State; (2) on the prices of food-grains in the bazars or open markets; (3) on the activity of private trade?

305. In the districts under your observation had you ever good reason to believe in the existence of local rings of grain-dealers formed to keep up prices of food-grains above the rates naturally resulting from the law of supply and demand? If so, how far did such rings succeed in their purpose, and for how long?

If you think such rings can be successfully formed at the present day in India, can you suggest any legitimate method of breaking them, which would in your opinion have the desired effect, and be on the whole distinctly advantageous?

REGARDING THE GRAIN TRADE.*

306. How far and in what ways was the export by sea of the various food-grains affected by the famine and scarcity?

307. How far and in what ways was the export by sea of other commodities affected?

308. How far and in what ways was the import by sea—(1) of food-grains, (2) of other commodities affected?

309. Is there any evidence that a permanent rise in the price of food-grains in India has taken place of late years?

310. If such a rise has occurred, do you think that it is in any way connected with the fall in the Indian exchange?

311. Is the export of food-grains from India in a series of years on such a scale as to materially affect the ability of the country to feed the population, or to materially reduce the reserve stocks held at a particular point of time in the country?

312. In ordinary years is the import of food-grains by sea, for consumption in the port-town and for distribution into the interior, large?

313. Is this trade in the hands of European or native firms?

314. What grains are chiefly imported and from what foreign ports?

315. When prices of food-grains rose rapidly at the end of 1896, were the stocks of rice and other food-grains large in the port?

316. So far as the information went, were food stocks large in the interior of the country, or in any particular province? What was the general impression as to the extent to which these stocks would prove sufficient for the food-requirements of the country without importation from abroad, and would be placed on the market, or held up?

317. Did the high prices reached at the end of 1896 lead to much speculative dealings in grain?

318. Were these high prices maintained? Were they followed by an active import of grain from foreign ports?

319. Did the price of rice in Burma and of wheat and maize in Europe and America rise in consequence of apprehension of diminished food exports from, or of an anticipated demand on account of, India?

320. Were shipments of grain made from American or European ports to India? If they were only on small scale, what was the cause?

321. Was there a sufficient margin at the end of 1896 between the prices of wheat or maize in India and the prices of these grains in Europe and America to make import into India profitable?

322. If such a margin existed, but grain was not imported, what were the obstacles in the way of the establishment of the trade?

323. In ordinary years what quantity of rice does Burma export to India and other countries? Please give figures showing the distribution.

324. From November 1896 to October 1897 what quantity of Burma rice was imported into this port?

325. Were these imports mainly for despatch to the interior?

326. Were the firms on whose account these Burma imports were made chiefly European or native firms?

327. Were these imports made on the order of up-country grain-dealers for Burma rice, or by Calcutta firms at their

Form H.

Statement showing the SCALE OF WAGES for adults * on Relief Works.

Vide Sections 96 and 121.

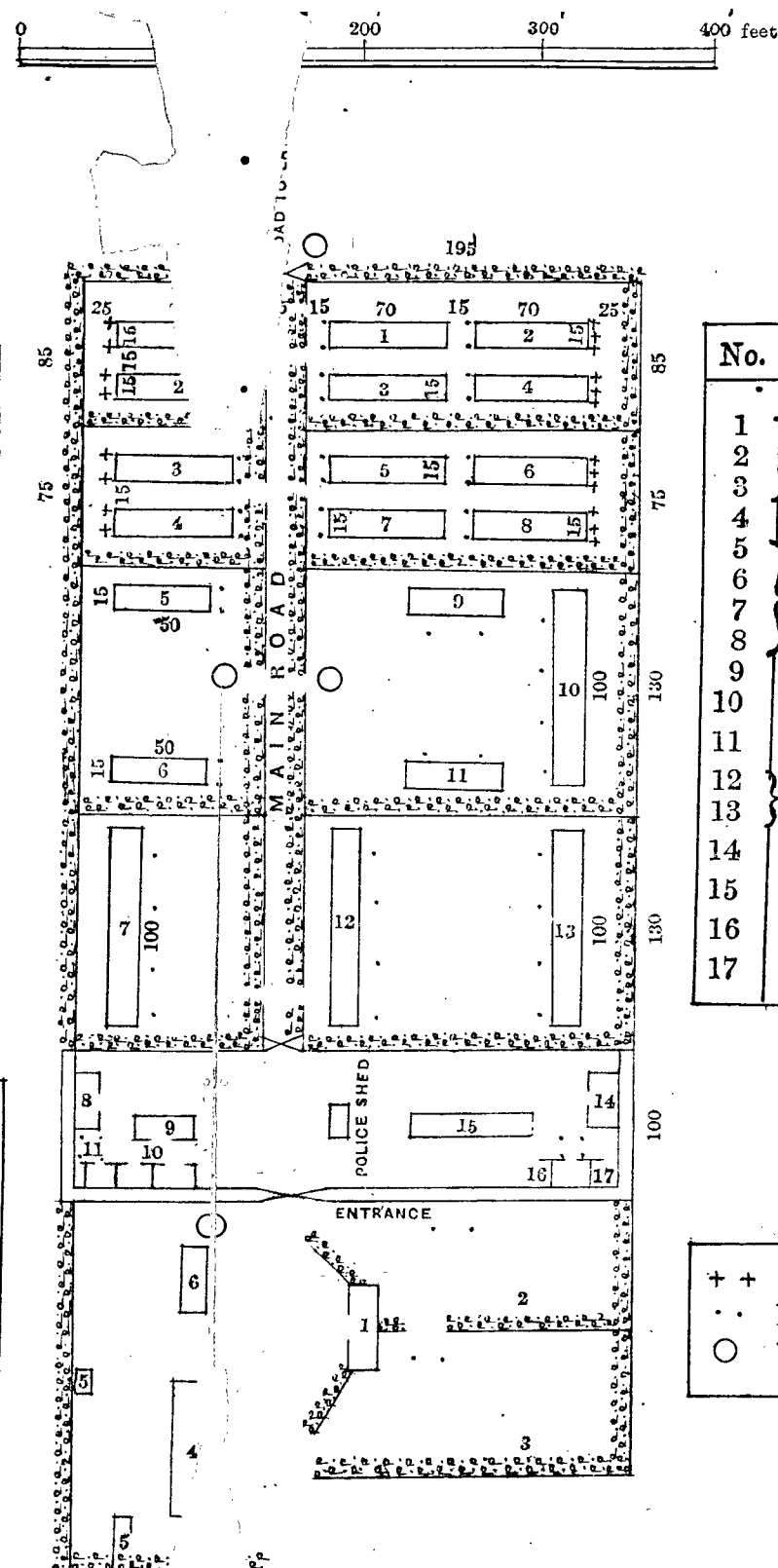
When the staple food-grain sells at—per rupee.	Class A.		Class B.		Class C.		Classes D and Minimum.	
	Males. 105 tolahs.	Females. 95 tolahs.	Males. 95 tolahs.	Females. 90 tolahs.	Males. 80 tolahs.	Females. 75 tolahs.	Males. 70 tolahs.	Females. 65 tolahs.
1	2	3	4	5	6	7	8	9
SEERS.	A. P.	A. P.	A. P.	A. P.	A. P.	A. P.	A. P.	A. P.
6'0	3 6	3 2	3 2	3 0	2 8	2 6	2 4	2 3
6'1	3 5	3 1	3 1	2 11	2 8	2 6	2 4	2 3
6'2	3 5	3 1	3 1	2 11	2 7	2 5	2 4	2 1
6'3	3 4	3 0	3 0	2 10	2 6	2 4	2 2	2 1
6'4	3 3	3 0	3 0	2 10	2 6	2 4	2 2	2 1
6'5	3 3	2 11	2 11	2 9	2 5	2 3	2 2	2 0
6'6	3 2	2 11	2 11	2 8	2 4	2 3	2 2	2 0
6'7	3 2	2 10	2 10	2 8	2 4	2 2	2 0	1 11
6'8	3 1	2 9	2 9	2 8	2 4	2 2	2 0	1 11
6'9	3 0	2 9	2 9	2 7	2 4	2 2	2 0	1 11
7'0	3 0	2 9	2 9	2 6	2 3	2 2	2 0	1 10
7'2	2 11	2 8	2 8	2 5	2 2	2 0	1 10	1 10
7'4	2 10	2 7	2 7	2 4	2 2	2 0	1 10	1 10
7'6	2 9	2 6	2 6	2 4	2 1	1 11	1 10	1 8
7'8	2 8	2 5	2 5	2 3	2 0	1 11	1 10	1 8
8'0	2 8	2 5	2 5	2 3	1 11	1 10	1 8	1 7
8'25	2 7	2 4	2 4	2 2	1 11	1 9	1 8	1 7
8'5	2 6	2 3	2 3	2 1	1 11	1 9	1 8	1 6
8'75	2 5	2 2	2 2	2 1	1 10	1 8	1 6	1 6
9'0	2 4	2 1	2 1	1 11	1 9	1 8	1 6	1 6
9'25	2 3	2 1	2 1	1 11	1 8	1 7	1 6	1 4
9'5	2 2	2 0	2 0	1 11	1 8	1 7	1 5	1 4
9'75	2 2	2 0	2 0	1 11	1 7	1 6	1 4	1 3
10'0	2 1	1 11	1 11	1 10	1 7	1 5	1 4	1 2
10'5	2 0	1 10	1 10	1 9	1 6	1 4	1 4	1 2
11'0	1 11	1 9	1 9	1 8	1 5	1 4	1 2	1 2
11'5	1 10	1 8	1 8	1 7	1 4	1 3	1 2	1 1
12'0	1 9	1 7	1 7	1 6	1 4	1 2	1 2	1 1
12'5	1 8	1 6	1 6	1 5	1 3	1 2	1 0	1 0
13'0	1 7	1 6	1 6	1 5	1 2	1 1	1 0	1 0
13'5	1 7	1 5	1 5	1 4	1 2	1 1	1 0	1 0
14'0	1 6	1 4	1 4	1 3	1 1	1 0	1 0	0 11
14'5	1 5	1 4	1 4	1 3	1 1	1 0	1 0	0 11
15'0	1 5	1 3	1 3	1 2	1 0	1 0	0 10	0 10
15'5	1 4	1 3	1 3	1 2	1 0	0 11	0 10	0 10
16'0	1 4	1 2	1 2	1 1	1 0	0 11	0 10	0 10
16'5	1 3	1 2	1 2	1 1	0 11	0 11	0 10	0 9
17'0	1 3	1 1	1 1	1 1	0 11	0 10	0 10	0 9
17'5	1 2	1 1	1 1	1 0	0 11	0 10	0 10	0 8
18'0	1 2	1 1	1 1	1 0	0 10	0 10	0 10	0 8
18'5	1 2	1 0	1 0	0 11	0 10	0 9	0 8	0 8
19'0	1 1	1 0	1 0	0 11	0 10	0 9	0 8	0 8
19'5	1 1	1 0	1 0	0 11	0 10	0 9	0 8	0 8
20'0	1 1	0 11	0 11	0 11	0 10	0 9	0 8	0 8

* The wages or allowances for children will vary according to their ages, their powers of work, and their requirements, from $\frac{1}{4}$ to $\frac{3}{4}$ of those for adults.

* NOTE.—These questions are intended for witnesses put forward by the Chambers of Commerce, and for experts specially invited by the Commission to give evidence.

No.	Caste Portion	
1	Women's Sleeping Shed ...	50
2	Children's Do. ...	60
3	Men's Sleeping Shed ...	50
4	Do. Do. ...	50
5	Women's eating Shed ...	50
6	Children's Do. ...	60
7	Men's Do. ...	100
8	Store Room ...	
9	Husking Shed ...	
10	Cook Rooms ...	
11	Washing Room ...	

1	Registration and Supts. Office
2	Receiving place for caste persons
3	Do. ... Pariahs
4	Supts House ...
5	Do.-Out houses ...
6	Warder's Shed ...



No.	Pariah Portion	
1	Women's Sleeping Shed ...	150
2	Children's Do. ...	60
3	Men's Do. ...	200
4	Women's eating Shed ...	50
5	Do. Do. ...	100
6	Children's Do. ...	60
7	Men's Do. ...	200
8	Store Room ...	
9	Husking Shed ...	
10	Cook Room ...	
11	Washing Room ...	

+ + Night Soil Chatties ...
 . . Filters for drinking Water
 O Warder's Sentry Boxes

APPENDIX IV.

Vide Sections 64-67, Chap. VI.

HINTS FOR THE MANAGEMENT OF KITCHENS.

1. The kitchen will consist of a small hut or huts for cooking in and for storing the cooking utensils in and may have attached to it a few shelter sheds, if no trees are available: Sleeping accommodation will not usually be provided.

The walls should be built of mud, the long wall of the cook and store rooms will require buttresses to give it stability: the outer and partition fences should be constructed of thorn bushes tied to transverse sticks which must be securely fastened to upright poles placed at intervals from each other near enough to ensure the stability of the fences, which must be stiff enough to prevent egress and ingress. A ditch should be dug round the whole enclosure so as to prevent superficial drainage into the enclosures and to carry it off from the interior, for which purpose small open drains can be made leading into it from the enclosures; the floors of the eating sheds should be raised above the surrounding surface to ensure proper supervision.

Subdivisions. 2. Each kitchen should be subdivided into a caste and a pariah section, and each section should have a separate entrance.

Admission tickets. 3. Every person on first admission to a kitchen will be furnished with a ticket signed by the officer who admits him to gratuitous relief. Full particulars regarding each person will be recorded in the kitchen register, form A.

Eating utensils. 4. Utensils sufficiently large to contain the ration prescribed for the mess to which any person is attached will be furnished to such person on his admission to a kitchen; they are not to be removed from the kitchen premises; and care must be taken that the utensils of the pariah section never get mixed with those for the use of the caste section and *vice versa*. A stout basket should be provided for each mess in which its utensils should be kept when not required for use.

Classification into messes. 5. To facilitate the issue of the cooked rations, the inmates of each section should be classified into suitable messes according to their ages. All members of a mess will receive the same ration.

Note. 1. Very young children are often unable to feed themselves; such children should usually be placed in the charge of some bigger child or of an adult; the issue of rations to such children should be deferred until the elder person has finished his meal; he will then receive the ration of the little child in his charge and feed it under the special observation of the mess-cook.

2. The following plan has been found to work well: divide the people into castes, viz., Sudras, Chucklers, Pariahs, Mussalmans, allot to each caste a separate feeding space marked by a suitable flag thus:—

Sudras	..	..	..	..	..	..	..	White flag.
Chucklers	..	..	..	..	..	..	..	Blue „
Pariahs	..	..	..	..	..	..	..	Red „
Mussalmans	..	..	..	..	..	..	..	Green „

Admission to meals. 6. The morning meal will be distributed at 9 A.M., the evening meal at 5 P.M. Half an hour before meal-time the superintendent will commence to call the attendance register, form B. As soon as each person's name is called, he should enter the enclosure and obtain from his mess-cook his eating utensils, and then sit down in his usual place in the eating shed of his mess. Children who are unable to take care of themselves should be admitted along with the person in charge.

Removal of cooked food prohibited. 7. The ration of each person must be eaten on the premises and the removal of cooked food should be strictly forbidden.

Permanent establishment. 8. The establishment for a kitchen containing 300 inmates may be as follows:—

1 superintendent.	9 cooks.
2 warders.	2 scavengers.
3 waterwomen.	

Note.—The number of cooks beyond the fixed minimum will be increased in the ratio of one for every fifty or fraction of fifty persons—up to a maximum of six for a kitchen.

Position and duties of superintendent. 9. The superintendent will be under the immediate orders of the Tahsildar, Deputy Tahsildar or Inspector of the Circle in which the kitchen is situated. He will obtain daily