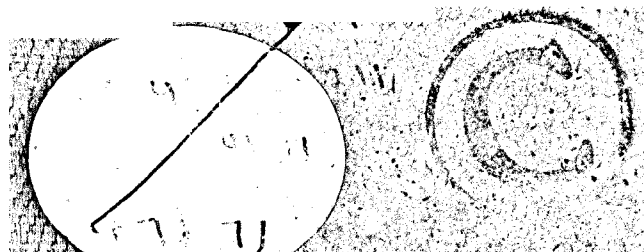
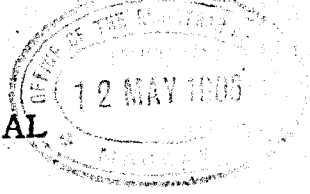


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MANUAL
OF
FAMINE ADMINISTRATION
IN THE
MADRAS PRESIDENCY

PREPARED UNDER THE AUTHORITY OF THE GOVERNMENT OF MADRAS

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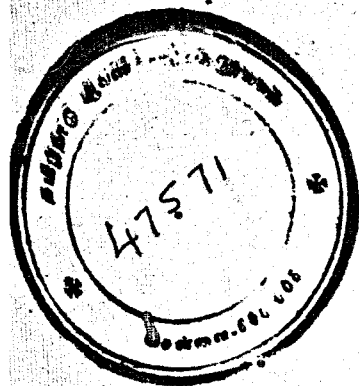
MADRAS :

PRINTED BY THE SUPERINTENDENT, GOVERNMENT PRESS.

[PRICE, 4 annas.]

1905.

[Impress.]



Y:4353-20

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INTRODUCTION.

THE object of this Manual is to supplement the more detailed and technical instructions of the Famine Code and enable officers with no previous experience of famine administration to obtain a general idea of the duties required of them in its various phases.

A study of Chapter I which deals with famine administration as a whole, its guiding principles and the various forms and methods of relief involved, and of Chapter XI which describes the duties of inspecting officers should be of advantage to all superior officers. Otherwise the Manual is so arranged that an officer, of whatever department or grade, appointed to famine duty can learn all that is essential by a study of the particular chapter devoted to his duties, together with any *subsequent* chapters dealing with those of his subordinates.

A close reference to the Famine Code will only be necessary to ascertain the detailed procedure called for at particular stages of relief operations.

MANUAL
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CHAPTER I.—GENERAL.

GUIDING PRINCIPLES OF FAMINE ADMINISTRATION.

It may be taken as an axiom that in India, where the mainstay of the people is agriculture, the State is morally bound to do its utmost to avert the loss of human life which would otherwise inevitably ensue if means of subsistence were not afforded to those affected by failure of crops over a large extent of country for two or more seasons in succession.

2. The necessity for State intervention being thus recognized, it remains to define its scope. It should be accepted, as a first principle, that the primary object of such intervention is to save life and that all other considerations are to be subordinated to this end. A

secondary but none the less essential object is to keep up the spirits of the people and place them in a position to resume their ordinary pursuits with advantage to themselves and the State on the advent of better times.

3. More than this the State cannot reasonably be expected to do, and it must be clearly understood from the outset that it cannot undertake to maintain the normal level of comfort during the period of relief operations. Such a policy on the part of the State would inevitably result in undermining the self-dependence of the people and their traditional social obligations, rendering them less able than ever to withstand the recurrence of famine.

4. The primary object of State intervention being then to save life, no financial considerations must be allowed to stand in the way. On the other hand, however, reckless expenditure, which would impose a heavy burden on the general tax-payer and which experience has shown does not always prevent suffering and death, must be carefully guarded against, and the secret of economy combined with efficiency in famine administration may be said to be, in a word, *preparedness*.

METHODS OF ASCERTAINING EXISTENCE OF DISTRESS.

5. To be forewarned is no doubt to be forearmed, but if we are to attain that state of preparedness which

we have recognized as being so eminently desirable, we must not wait for the warnings to come to us, but must go to meet them halfway and, moreover, must know what to look for. In other words we must first make ourselves thoroughly familiar with the signs that experience has shown to be warnings of distress and must then take such measures as will ensure their prompt recognition and transmission to the controlling power.

6. As a means to this end a complete system of intelligence is prescribed in the
Secs. 1—8. Famine Code, the essence of it

being the careful and continuous record by the lower Revenue officials in the district of climatic, economic, agricultural, and vital statistics, the verification of such statistics by frequent inspection and examination on the part of the higher officials and their systematic transmission, by means of periodical returns, to the head of the district.

7. With all information in his hands it remains for the Collector to watch for the signs and, when they occur, to read them aright. Abnormal climatic conditions do not in themselves constitute a danger signal, but they are a reason for increased watchfulness.

8. The first indications of scarcity will inevitably take the form of a persistent upward tendency in the prices of food-grains, the significance of which is to be gauged
Sec. 34 (a); App. B.

by the schedule of what experience has shown to be the 'normal', 'warning' and 'scarcity' rates respectively for the district.

9. The less obvious but none the less serious warn-

ings, when taken in conjunction
Sec. 34 (b). with the rise in prices, are the

wandering of paupers (a sign of the contraction of private charity), contraction of credit, feverish activity in the grain trade, increase of crime, unusual movements of flocks and herds in search of pasturage and unusual migration of people.

10. To some extent, however, these warnings may be deceptive; the first three symptoms, for instance, being sometimes only temporary, while the fourth may disappear directly the first panic due to rising prices has passed. It should be borne in mind also that in parts of India migration of men and herds takes place to a certain extent in ordinary times and may consequently call for no action so long as it remains within the usual limits.

PROGRAMMES OF RELIEF WORKS.

11. Concurrently with the carrying out of the

Secs. 9-32.

system of intelligence by means of which the existence of distress is detected at the first warning, the means to combat distress are prepared in the shape of programmes

relief works. The essence of these is the provision of useful work at short notice for a certain proportion of the population, and the most important point in connection with them is that they must be kept thoroughly up to date and must be practical working programmes. As in times of prolonged peace the machinery of war is apt to become rusty and obsolete; so in times of plenty famine programmes may be allowed to degenerate into mere lists of works the majority of which have to be rejected as unsuitable when the time comes to put them into effect. But, however ready and practical these programmes may be, they would be of little use in an emergency without the tools and plant for the execution of the work and the establishment to control the workers. It is therefore most necessary, if the state of preparedness is to be complete, that an actual reserve of the former should be maintained and at least a paper reserve of the latter. The formation and maintenance of a reserve of tools and plant is a simple matter being only a question of expenditure, but the proper maintenance of lists of persons suitable for employment on famine relief is not so easy and calls for careful and continuous attention. It is the worst economy to stint famine establishment, and it is, therefore, most important that provision should be made by means of these lists for the establishment required in the various phases and forms of relief administration, particularly in the shape of charge

officers, work-agents and circle officers. In preparing and maintaining them no possible source should be overlooked, lists of candidates for Government employ, as well as those already in it in every department, being brought under scrutiny. There is a natural prejudice amongst professional men against the employment of those who have not received professional training, but experience has shown that valuable material often lies unnoticed in unexpected quarters. The Educational Department in particular should be a very suitable recruiting ground, experience having shown that educated men very soon learn what they have to do, and acquire the necessary faculty of control.

OBSERVATION AND TEST.

12. Though the rains may have failed and indications of distress may have appeared, the existence of distress must not be at once assumed *a priori*, but special measures, which are laid down in detail in the "Famine Code, must be taken to ascertain as accurately as possible the real state of affairs. While, however, events may prove the alarm to have been a false one, it is most important at this juncture that the people should not be allowed to become depressed, since experience has shown that moral depression leads directly to physical deterioration. The policy to be pursued then will be one of active preparation for the worst, combined with such measures

of immediate assistance as can be afforded without having recourse to regular 'relief'. These measures will take the form of the stimulation of private charity and the encouragement of private works, liberal advances under the Loans Acts, and early action in regard to suspensions and remissions of land revenue.

13. A certain amount of financial risk must be taken, for though the money spent in preparation may be wasted, the loss will be trifling compared with that which unreadiness entails.

14. On the other hand, while preparations are the order of the day, great care must be taken not to precipitate a crisis by undue haste in putting them into effect. In the absence of "convincing proof of distress, such action involves great risk of extravagance and demoralization.

15. If, however, the outlook shows no material improvement, there is nothing for it but to seek for the proof by applying "what experience has shown to be the only reliable test, that is, the opening of 'test works'.

16. The essence of this form of test is the offer of work to all comers within a reasonable distance of their homes, and payment therefor strictly in proportion to outturn at rates just sufficient for subsistence. No hesitation must be shown in making the test sufficiently distasteful

to be a real criterion of distress, but an undue prolongation of it is to be avoided. Leniency in tasking will render any deductions from the test unconvincing, while undue prolongation may result in inadequate relief.

17. In selecting works to be opened as test works it must be borne in mind that neither distance nor compulsory residence is to be allowed to influence the issue, but that *labour* is to be the only test. They should therefore be centrally situated in the affected tracts, but not so close to villages as to tempt people who are not really hard pressed to resort to them merely because they are temporarily out of employment.

18. It is also important that the works should be conducted under professional control from the outset, their value as a test depending entirely on their systematic organization and execution. This however in no way relieves the Collector and his assistants from complete responsibility for the efficiency of the test. At no stage of relief in fact is the vigilance of the Revenue authorities more incessantly required.

19. The deductions from the test must of necessity be based primarily on a comparison of the numbers resorting to the works with the population of the area under observation, but it is not possible to lay down definitely the

Sec. 49.

Sec. 53.

point at which conditions of scarcity cease and where conditions of famine begin. The question must involve the consideration of many local circumstances and it must therefore be left to the judgment of the Collector and his assistants to decide whether the necessity for further relief measures is indicated or not.

20. In any case it is most important that there should be no delay in the conversion of test works into relief works directly they have served their purpose as tests.

THE VARIOUS FORMS OF RELIEF DESCRIBED.

21. Relief operations fall under the following main heads:—

• Secs. 72-75.

- | | | |
|------------------------|--------------------------|--|
| I. Relief works. | (1) public works | { (a) large departmental.
(b) small departmental.
(c) non-departmental or civil. |
| | (2) village works | { (d) private { (i) aided.
(ii) unaided. |
| II. Gratuitous relief. | (1) by doles | { (a) in villages.
(b) on works. |
| | (2) by kitchens | { (a) in villages.
(b) on works. |
| | (3) by poor-houses | { (a) to aboriginal tribes.
(b) to weavers and artisans. |
| III. Miscellaneous. | (1) special relief | { (a) by loans.
(b) by suspensions and remissions of revenue. |
| | (2) concessions to ryots | { (a) of cattle.
(b) of orphans. |
| | (3) protection | |

I. Relief Works.

22. Relief works must always be the backbone of a famine campaign as long as there are people fit to do work of any kind. The important point to be considered in this connection is the relative value of 'public' and 'village' works as a means of relief.

23. *Public works* are defined in the Famine Code as works under the management of the Public Works Department; the sub-division into 'large' and 'small' being merely a question of size. *Village works* are defined as works under the management of either the Revenue authorities or private persons, being in the latter case sub-divided into 'aided' and 'unaided' works, according as the cost is borne partly by the State or entirely by the private individuals or communities undertaking them.

24. Village works will, as the name implies, be close to the homes of the people and will be of the nature of local improvements, and the general consensus of opinion is that, as compared with public works, they are more economical, useful, and easy to control, less liable to epidemics and less likely to interfere with the labour market, to cause neglect of agricultural dwellings and stock, to hinder the early resumption of agricultural activity and to loosen moral and domestic ties, than public works.

25. It is also considered that they are comparatively free of the corruption of the subordinate staff so common on large works while there is no doubt that much expenditure is saved on hutting, hospital and other heavy incidental charges and that they escape the difficulties and delays occasioned by want of establishment, and tools. The danger of their becoming too attractive by reason of their convenient situation is obviated by the prescriptions of the Famine Code, under which more work is demanded for less pay than on public works, while individual selection is exercised under certain conditions and no relief is given to dependants.

26. Such being the case it is very desirable that village works should be made the backbone of relief in a district where they are sufficiently numerous, and that consequently as much attention must be devoted to the maintenance of a practical working programme for them as in the case of public works.

27. Village works will be found most useful as a reserve against the outbreak of epidemics and as a means of getting the people off the public works and near to their homes when relief operations are drawing to a close.

28. These remarks apply principally to the 'non-departmental' or 'civil' sub-division of village works. *Private*

works, which are also village works but carried out entirely by private individuals or communities, are not likely to be numerous in the districts most liable to famine in this Presidency, and as moreover there is to be no official interference whatever in the case of the 'unaided' variety and only general supervision over 'aided' works, it is not likely that they will take an important place in relief operations. Nevertheless what there are should be made the most of, especially at the commencement of distress, the great point in their favour being their good moral effect. They should therefore be encouraged by periodical enquiry in ordinary times and by advances and personal influence in times of famine.

29. With regard to the management of relief works one of the most important points is that of *selection*. Districts are classified as either 'famine' or 'scarcity' districts according to the degree of distress indicated by the prescribed test, and the gist of the rules regarding admission to relief works is that in *scarcity districts* selection is to be the rule and in *famine districts* the exception.

30. These general rules are again hedged in by various conditions with a view to safeguarding genuine applicants for relief, and in exercising the power of selection the guiding principle to be followed is that of *exclusion* rather than admission by selection; in other words, the genuineness of application for relief is to be *prima*

facie accepted, the burden of proof of the contrary lying with the Government. What has to be proved is that an applicant has *not* come to the end of his resources, a person who has come to the end of his resources being defined as one who possesses no money or grain, has lost his credit and can raise money only by selling his ploughing cattle or the implements of his craft. There is no doubt that many difficulties will be met with in putting this principle into practice, not the least of them being the probable abuse of power on the part of petty subordinates. The Famine Code however leaves a loophole in the shape of a proviso that the staff exercising the power of selection must be both *sufficient* for the purpose and *efficient*, failing which the power must be waived entirely rather than that it should become a source of hardship.

31. In any case selection for works must always give way to selection for gratuitous relief, owing to the absence in the latter form of relief of any automatic test, and the opening of relief works must never be delayed because the process of selection is not complete, nor must relief ever be denied to those who need it, merely to facilitate the exclusion of those who do not.

32. The procedure with regard to the organization and equipment, execution of work and general management on public works is described in full detail in

Secs. 87—119, 121 &
127—135; App. D.

the Famine Code, and will also be dealt with in the chapter devoted to the duties of the Charge officer. Suffice it to say here that the system consists essentially in the extraction of a hard day's work from the able-bodied with payment according to results, subject to a maximum but to no minimum, coupled with special treatment of weakly workers and gratuitous relief of dependants.

33. There are certain important modifications to the

Secs. 85 & 103—113;
App. D, paras. 69—71.

general principle of 'payment by results' which call for attention.

There are two alternative systems under which work may be carried out, viz., the *piece-work* and the *task-work* system. Under the former payment is made to the gang strictly according to its total outturn, subject only to a limit to the quantity paid for and to the neglect of fractions less than half an anna. Under the latter payment is made to the individual according to the outturn of the gang as a whole, subject to a maximum daily wage, to a certain approximation in the measurement and to the neglect of fractions less than one-third of a pice in payment. The imposition of a limit to measurement on the one hand and to daily wage on the other prevents the possibility of more than the contemplated allowance being earned should rates or tasks be unduly lenient. The object of approximating the measurement in the case of task-work and of neglecting small fractions in payment

under both systems is merely to simplify the accounts and thereby facilitate promptness in payment.

34. The slight differences indicated here between

the working of the two systems—
task-work and piece-work—in no way affect the main issue. The essential difference between the two is that under the piece-work system the worker can be placed in a position to support both himself and his dependants and at the same time earn enough to cover a day of rest. Under these conditions the great advantage of the system lies in its good moral effect, self-dependence being encouraged and domestic ties kept intact. This variety of the system is however not quite suitable in severe famine for the reason that the dependants are not accounted for individually. The 'digger' is credited with an assumed average number and description of dependants, making it possible for undue earnings to be made on the one hand and inadequate relief to be afforded on the other. The piece-work system has no doubt advantage of simplicity in classification and payment, but is on the whole best adapted to a state of only moderate distress.

35. As regards the method of carrying out village works the main points to be observed are that the conditions of labour are to be harder than on public works, dependants (other than children in arms) are not to be relieved on the works, conveniences in the

Secs. 122, 114 (c) &
128 (b); App. E.

way of hospitals and markets are not to be provided, and payment need not be made so frequently as on public works. It is however in no way intended that those really in need of relief should be more hardly treated than on public works, the restrictions being imposed solely to counteract the comparative attractiveness of works close to the workers' homes. Subject to these limitations the procedure to be adopted in carrying out civil or aided village works is to be modelled on the detailed rules prescribed in the Famine Code for public works, but on a smaller and less elaborate scale.

36. In the management of relief works there are five important points which call for careful and constant attention. These are—(1) the prompt admission and registration of applicants, (2) the special treatment of new-comers and weakly persons, (3) the accurate setting out of tasks and their careful adjustment to local conditions, (4) prompt payment to the workers and (5) stringent enforcement of rules regarding sanitation and water-supply. It is also very essential for successful administration that establishment should not be stinted. Not only should a relief charge be fully manned at the outset, but reserve men should be kept in training to meet future demands, especially for the posts of Charge officer and Work-agent. It is only by complete preparedness in respect of *personnel* and *matériel* that rushes can be guarded against.

37. Another point of great importance in the interior management is the proper maintenance and use of the nominal master roll. It not only forms the basis of all statistics and of most of the accounts but also assumes special significance when cholera is suspected or has broken out, as it affords one of the surest methods of detection.

38. One of the great secrets of good administration in all famine operations but especially in the case of relief works is careful and continuous inspection by all officers concerned, and the Famine Code facilitates this by giving a very full syllabus of the duties of an inspecting officer. The main points calling for particular attention in this connection are the need of tact and discretion on the part of inspecting officers, the avoidance of unnecessary interference and at the same time the prompt rectification of any glaring abuse. There should be cordial and close co-operation between the officers of all departments and correspondence should be reduced to a minimum by a judicious use of inspection notes as a means of conveying orders.

II. *Gratuitous Relief.*

39. The general significance of this form of relief is the provision of the means of subsistence to those without resources

Secs. 74, 136 & 137.

but, for various reasons, unable to earn a livelihood on relief works, and the guiding principle to be followed in its administration is *promptness* combined with *moderation*.

40. While it is all important that gratuitous relief should not be delayed at the critical moment when famine is declared, extravagance must be guarded against at all stages, and it may be taken as a general rule, based on the opinion of the Famine Commission of 1901, that the numbers on gratuitous relief during the dry months should not exceed one-third of the whole number relieved. When the rains set in the numbers on works dwindle away without the workers finding immediate occupation, and at this stage the need for gratuitous relief increases. Taking the whole period of a famine, however, the proportion ought not to exceed 42 per cent.

41. The administration of gratuitous relief may be effected in the following different ways:—

- | | |
|---------------------------|--------------------|
| I. On works—by means of : | { (1) Cooked food. |
| | { (2) Cash dole. |
| II. In villages „ „ „ | { (1) Cooked food. |
| | { (2) Cash dole. |
| | { (3) Grain dole. |
| III. In poor-houses „ „ „ | Cooked food. |

42. On works.—In affording gratuitous relief on works, that is to say, to the dependants on workers, the main point calling for attention is the necessity for promptness in instituting such relief directly the test works are converted into relief works, and strictness in selection, especially at the outset. All but genuine dependants must be rigorously excluded, though at the same time persons so excluded must not be merely turned away, but must be relegated to their proper place in the scheme of relief. There is no doubt, however, that the fewer non-workers there are on a work the better for it and it may sometimes be advisable in the interests of discipline to send genuine dependants back to their homes and bring them under village relief.

43. The question as to whether relief is to be afforded by means of cooked food or a cash dole is one for decision at the time and according to circumstances, the principal advantage of the former being the certainty that the dependant gets the full benefit of the allowance. Rules and instructions for the maintenance of kitchens for the distribution of cooked food are given in full detail in Appendix G of the Famine Code and call for no special remarks.

44. In villages.—The several classes of persons who come under this form of relief are detailed in the Famine Code.

Secs. 137 & 140.

Secs. 57, 115, 118,
131 (a) & 133.

Generally speaking, they are indigent persons who cannot, for various reasons, find relief on works either as workers or dependants.

45. For village relief to be successful it is all important that early preparations should be made, a complete system of intelligence based on village inspection being organized at the first indications of approaching pressure, and set on foot during the period of observation. By these means only can actual administration of relief be instituted without confusion directly famine has been declared and test works have been converted into relief works. The dangers of unpreparedness are, on the one hand, tardy and inadequate relief resulting in deterioration and, on the other, injudicious and lavish relief resulting in demoralization.

46. As important as the preliminary preparations are the subsequent maintenance and verification of the gratuitous relief lists, and the secret of efficiency in this respect is *constant and thorough village inspection*. On this depends the system of careful selection essential to the economical and, at the same time, equitable administration of village relief.

47. It is also important that the fullest use should be made of non-official agency and advice at all stages of village relief operations.

48. Gratuitous relief in villages is to be given in the shape of a dole in grain at the people's homes, unless the Local Government direct otherwise. Full instructions are given in Appendices F and G of the Famine Code regarding the distribution of doles and cooked food respectively.

49. *Poor-houses*.—The important points in connection with poor-houses are that they should be opened without delay at the same time as test works, that they must not in any way be used as a test of distress, though at a later stage they may appropriately be used for contumacious idlers, and that continued residence must be compulsory. To allow the inmates to come and go at will would only increase the difficulties attending the successful administration of relief and would defeat the object for which poor-houses are maintained. On the other hand, inmates must not be detained any longer than is really necessary. Those who are or become fit for work must be drafted out at once to the nearest relief work, as many of the others as possible being brought on to the gratuitous list of their villages. Only those who are undoubtedly no longer in need of relief can be liberated unconditionally. Professional beggars incapable of work or who refuse to work on a relief work, as also other contumacious idlers,

should be detained in poor-houses until the famine is over.

50. The primary object of poor-houses is to collect

Sec. 151.

and relieve paupers set adrift by the contraction of 'private charity' and a prompt use of them may have the effect of postponing for a time or altogether the necessity for more extensive and costly measures of relief.

51. Certain points call for special attention in

App. H.

connection with their institution and subsequent management.

52. They should not be located too close to a town

Sec. 152.

as inmates might be liable to slip out and resort to begging, while the difficulty of keeping out disease would be increased. On the other hand, they should not be too far away. In the latter case there may be difficulties about supplies, non-official visitors may shirk their duty and supervision generally is liable to be defective.

53. The adequacy of sanitary arrangements is a

Sec. 153; App. H, paras. 8, 9, 11 & 15.

point of great importance as also the necessity for carefully watching the physical condition of the inmates. Special attention must be paid to the quality of the food, as persons already enfeebled by starvation are liable to be easily upset.

54. The strict enforcement of order and discipline

App. H, para. 27.

is most essential to good management, but should be effected by firmness and not harshness. The first and principal step to this end is the steady employment of every inmate who can do anything at all on some description of work, however light.

55. Full instructions for the management of poor-houses are given in Appendix H of the Famine Code.

III. Miscellaneous.

56. The forms of relief included under this head

Secs. 164-192; Apps. I & J.

are all special and have no bearing on the general administration of relief. They are each disposed of completely in their several places in the Famine Code and call for no amplification or comment here.

CHAPTER II.—DISTRICT ADMINISTRATION.

Before proceeding to the chapters dealing with the special duties of Famine officials it may not be out of place to describe briefly, for the benefit of junior officers of all departments and of Army Officers and non-officials who may be deputed to famine duty, the scheme of administration in the district in its relation to Famine operations.

2. The *District* is the unit of civil administration in the Madras Presidency. Excluding the Madras and Nilgiris Districts, the Presidency is at present divided into 21 such charges ranging from 3,000 to 17,000 square miles in extent, and the civil head of each of these is the *Collector* who is directly responsible to the Board of Revenue.

3. The unit of administration within the District is the *Taluk*, under the charge of a *Tahsildar*. Two or more Taluks are grouped together to form a *Division* under the charge of the *Divisional officer* who may be a civil officer of any rank from a Deputy Collector to a Sub-Collector, according to the relative size or importance of the charge.

4. The Taluk is again sub-divided into several '*firkas*' each under the charge of a *Revenue Inspector* who deals directly with the village headmen and accountants and the ryots.

5. All these Revenue officials have special functions prescribed for them in the Famine Code in connection with the 'system of intelligence' by means of which the approach of famine is detected at the first warning.

6. The other department, which is largely concerned with famine, is the Public Works Department.

7. The unit of administration in this Department is the *Division*, under the charge of an *Executive Engineer* who is responsible to the Superintending Engineer (the charge of the latter being a '*Circle*' comprising 3 or 4 Divisions). With a few exceptions—mainly in the case of the three big deltas—the P.W. Division is conforminous with the Revenue District, and within this the Executive Engineer has charge of all major irrigation works and Government buildings.

8. The unit of administration within the Division is the *Section*, which ordinarily coincides with the *Tahsildar's* charge—the Taluk, under an *Upper subordinate* (Overseer or Supervisor).

9. Several sections are grouped together to form a *Sub-division*, under a *Sub-Engineer* or *Assistant Engineer* whose charge—more often than not—coincides with that of the Revenue Divisional officer.

10. In addition to these two sets of officials immediately concerned with famine administration there is the Engineer in charge of the public works of the Local Fund department (known as the District Board Engineer.)

11. When famine is declared the Revenue Inspector becomes the *Circle officer* for purposes of gratuitous relief, his ordinary duties being taken over by a substitute. Several Circle officers' charges or *Relief circles* are grouped together and become the *Relief sub-division*, which will ordinarily coincide with the taluk and will be under the charge of the Tahsildar, who may be relieved of some or all of his ordinary duties by a substitute.

12. Should work become excessive the relief sub-division is expanded by the grouping together of two or more taluks, and an additional link is introduced into the chain in the person of the *Taluk Relief officer* who has charge of this sub-division with the Tahsildars as his assistants.

13. The Divisional officer, being mainly an inspecting officer in the famine scheme, continues to carry out his ordinary duties and at the same time supervises the work of the three sets of officers described.

14. The Collector has also of course to carry on his ordinary duties, but may be relieved of some of his routine work by a Personal Assistant.

15. With regard to the Public Works Department the several parts of the machine do not fall into their places quite so easily. *The Charge officer* in immediate charge of each test or relief work is a fresh appointment, filled by a Revenue subordinate of the rank of a Deputy Tahsildar or a man of similar standing. Test works would be managed by the ordinary Public Works Sub-divisional officers in whose sub-divisions they happened to be, but as soon as regular relief works were opened special Famine Sub-divisional officers would have to be brought in.

16. When there are only three or four charges in the sub-division the Sub-divisional officer supervises them unaided. When this number is exceeded he is assisted by one or two *Public Works Inspectors*, men of the standing of Public Works Upper Subordinates.

17. The number of persons that one Sub-divisional officer can effectively look after is fixed at 40,000, and when this number is exceeded additional sub-divisions are formed.

18. The Executive Engineer, who has to carry on his ordinary duties within his division, thus has two separate and independent establishments to deal with, his famine establishment—and himself in so far as famine work is concerned—coming under the orders of the Collector.

19. The men for the special posts described above are found primarily by the general reduction of expenditure, and consequently of establishment, on ordinary works, necessitated by the inception of famine works.

20. In the event of "Local Fund" works being taken up as test works they would ordinarily be organized and started by the District Board Engineer, but would then be handed over to the Public Works Department as soon as possible.

CHAPTER III.—THE REVENUE DIVISIONAL OFFICER.

In ordinary times the chief duty of the Revenue Divisional officer in connection with the 'system of intelligence' is to ensure the proper maintenance of the village statistical registers and supervise generally the work of the Tahsildar and his subordinates in the collection of economic, climatic and agricultural statistics.

2. At the stage when anxiety is beginning to be felt owing to failure of the rains, it is his particular duty to visit the localities where failure of crops is greatest and the population poorest, and to give the Collector detailed information as to the locality and degree of distress. At the same time he takes an important part in the policy of putting heart into the people by making active enquiries with regard to suspensions and remissions of land revenue, and encouraging the taking of loans.

3. When test-works have been opened an important duty devolves upon the Divisional officer in the institution and management of poor-houses, and

throughout the famine operations these poor-houses demand his special attention.

4. On the declaration of famine one of his first duties will be to take a share in the scrutiny of the preliminary gratuitous relief lists in the manner prescribed in chapter IX of the Famine Code. He will also at this stage have to instruct the Circle officers in their duties with regard to selection for gratuitous relief by mustering them at convenient centres. The principle of *exclusion* rather than inclusion by selection described in chapter I should be borne in mind in this connection.

5. When famine has been declared and relief works have been opened, the administration of all village works, through the Tahsildars, will devolve upon the Divisional officer, while at the same time he will continue to supervise the work of the Tahsildar and his subordinates and of the Taluk Relief officer in connection with all forms of gratuitous relief.

6. With regard to public works he has an important function in regularly inspecting and reporting on them, rectifying any glaring abuses that come under his notice, but being careful to avoid friction by unnecessary interference.

7. His general duties throughout famine are summarized in section 67 of the Sec. 67; App. C. V. Famine Code, and to carry them out efficiently he must be conversant with the procedure prescribed for all forms of relief both civil and departmental.

CHAPTER IV.—THE TALUK-RELIEF OFFICER.

The duties of the Taluk Relief officer are simple though none the less important.

Sec. 69.

They are laid down in detail in section 69 of the Famine Code and show that he is essentially an *inspecting officer* with practically no clerical work.

2. His exact place in the scheme of administration is between the Tahsildars and the Divisional officer, his charge being composed of two or more taluks grouped together into a 'Relief sub-division'.

Secs. 39 & 71.

3. His only care is the effective administration of all forms of *gratuitous relief*, including those under the control of the Circle officers, the poor-houses under the Divisional officer and the kitchens on relief-works under the Public Works Department.

Sec. 69.

4. To carry out these duties he must make himself thoroughly acquainted with the methods of administration of the several forms of gratuitous relief as laid down in chapter VII, sections 114-119, chapter VIII, sections 131-133, chapter

Secs. 79-82, 114-119, 131-133, 136-153, 160 & 183; Apprs. C. VI, F, G & H.

IX and appendices F, G, H, of the Famine Code, and must be constantly on the move over his charge, reporting the results of his inspections to the Divisional officer to whom he is subordinate.

CHAPTER V.—THE TAHSILDAR.

The specific duties assigned to the Tahsildar in the Famine Code are not many, but he nevertheless takes an important part in the administration of famine relief.

2. In ordinary times his duty in the system of intelligence is to supervise and verify the work of the revenue inspectors and their subordinates, and, at the same time, to keep the Collector directly informed of the economic and climatic conditions of his taluk.

3. When the rains fail and the Collector makes his preliminary arrangements for the organization of a system of village inspection and the appointment of a gratuitous relief staff, the Tahsildar takes his place in the scheme as the 'Relief Sub-divisional officer' in charge of several 'relief circles'. When this system is put into operation, and relief works are opened, he has three distinct sets of duties to perform, (1) to supervise the work of the Circle officers in the administration of gratuitous relief, (2) to supervise poor-houses and village relief works and (3) to compile the statistics for all forms of civil relief in his taluk. The managers of

village works and the superintendents of poor-houses will be under his direct control, and, as the latter will usually be at taluk head-quarters, close attention to them is expected of the Tahsildar.

When Taluk relief officers are appointed the limits of the Relief sub-division are extended to two or more taluks, the Tahsildars continuing to supervise the relief operations in their respective taluks under the Taluk relief officer.

4. Besides these specific duties, he has to assist the Revenue Divisional officer and the Taluk Relief officer in the duties prescribed for them respectively in sections 67 and 69 of the Famine Code and to assist generally officers of all departments connected with the administration of relief. He is thus liable to be called upon by the Public Works Department to render assistance in the opening of public works, his local knowledge and influence being usually of great value in such circumstances.

5. To supervise properly the work of the Circle officers he must be thoroughly conversant with all the duties of the latter in connection with the administration of gratuitous relief in villages, whether at the people's homes or in kitchens, while for the efficient administration of village works he must not only make himself

thoroughly acquainted with the rules prescribed for them but also with those laid down for public works.

6. When there is no Taluk Relief officer, the
Tahsildar will perform the functions prescribed for him in section

Sec. 71.

69 of the Famine Code.

CHAPTER VI.—THE CIRCLE OFFICER.

The duties of the Revenue Inspector in ordinary times, in so far as they concern the system of intelligence by means of which the existence of distress is promptly detected, are summarized in section 4 of the Famine Code.

2. When famine is declared, this officer becomes the Circle officer, and with the information and experience gained in the exercise of his normal duties he should be well equipped for the special work required of him during famine which consists essentially in the administration of gratuitous relief.

3. On the first warnings of distress preliminary arrangements are made by the Collector for the organization of a system of *village inspection* and the appointment of a gratuitous relief staff, and the Revenue Inspector's range thereupon becomes the 'relief circle' and the unit of administration of relief.

4. The Circle officer's general duties during famine are detailed in section 68 of the Famine Code, and resolve themselves broadly into the selection of individuals for gratuitous relief and the distribution of

Secs. 39, 52 & 53;
App. F & G.

Sec. 39.

Secs. 68 & 139; App.
C. VIII.

such relief. Frequent village inspection is the only sure basis of selection and in this the Circle officer must be indefatigable. It is essential at all stages of famine but particularly so at the outset, when the preliminary lists of individuals eligible for gratuitous relief have to be checked.

5. These lists are prepared primarily by the village headmen, and the Circle officer's first duty is to check them in the manner laid down in section 140 of the Famine Code.

6. The class of persons eligible for gratuitous relief, as detailed in section 137, are:—

- (a) idiots and lunatics;
- (b) cripples;
- (c) blind persons;
- (d) persons incapable of earning their living from age or physical infirmity;
- (e) persons whose attendance on the sick or infant children in their own homes is absolutely necessary;
- (f) persons of respectable birth, including *gosha* females, who are unable to earn a livelihood and are in danger of starvation.

7. The Circle officer must visit every village in his range at least once a week and on the occasion of each visit must check the preliminary lists by enquiring into each case in the presence of the accountant, headman and respectable inhabitants. He must then find out the population of the village and the numbers absent, with reasons for their absence, and divide the inhabitants into two main classes, viz.: (1) persons of respectable birth and (2) others.

8. Of the former, those who are found to be unable to earn a livelihood and to be in danger of starvation with no relatives able to support them should be brought on to the list.

9. The latter should then be further divided into two classes, viz.: (a) those able to work, and (b) those unable to work, either physically or from having sick people or young children to attend on.

10. The Circle officer will then direct those able to work to the nearest relief work, giving them an admission order if required by the prevailing rule. Those permanently unable to work and with no relatives to support them should be brought on to the list; those only temporarily so owing to sickness or privation may be brought on and kept there until they are able to work; those unable but with relatives to

support them must be refused gratuitous relief, unless special circumstances warrant their inclusion.

11. The list is now complete for the time being and is handed over to the headman. It must be produced by him at every subsequent inspection and brought up to date by rejections or further inclusions. Tickets are then issued to each individual entitled to gratuitous relief and corresponding entries made in the register which is kept by the headman. On these tickets and in this register is kept a continuous record of the relief given to each individual.

12. In deciding whether an individual is to be refused gratuitous relief or an admission order to a relief work, the Circle officer must act on the principle that the applicant must be given the benefit of any doubt as to his circumstances. If an applicant alleges that he has *come to the end of his resources* it rests with the Circle officer to prove the contrary before he can be refused and the criterion in this respect is whether or not he *has neither money nor grain, has lost his credit and can only raise money by selling his ploughing cattle or the implements of his craft.*

13. With regard to admission orders in particular, the general rule will be that he is to refuse them only to applicants living within 4 miles of the work in question who have

not come to the end of their resources, and for whom there is another work available within 10 miles. If there is no such work, however, an admission order must be given even though the Circle officer may consider that the applicant has not come to the end of his resources.

14. When gratuitous relief is given at the people's homes, the distributing agency will be decided by the Divisional officer and may be either the headman, the accountant, the local sub-committee, if any, or a panchayat of respectable residents. In any case the chief duty of the Circle officer will be to instruct the distributors in their work and keep them supplied with funds or grain, frequently checking their accounts and satisfying himself that relief has been given in the manner prescribed.

15. The detailed procedure with regard to accounts is described in Appendix F & G of the Famine Code. When gratuitous relief takes the form of cooked food in village kitchens, the kitchen Superintendents will be under the immediate orders of the Circle officer, who must therefore make himself thoroughly conversant with their duties, as detailed in Appendix G of the Famine Code. His principal duty with regard to kitchens will be to carry out thorough inspections, with a view to guarding against fraud and ensuring the proper

administration of relief. Detailed instructions for inspecting officers are given in Appendix G of the Famine Code, paragraphs 23 and 24.

16. When famine operations are drawing to a close, it is an important duty of the Circle officer to be on the lookout for the recrudescence of private charity, a sure sign of the diminution of distress and consequently of the necessity for the discontinuance of gratuitous relief.

Sec. 163;

CHAPTER VII.—THE EXECUTIVE ENGINEER.

The specific duties of the Executive Engineer are detailed in section 65 of the Sec. 65: App. C, XXV. Famine Code, and there is little that can be added to those.

2. The actual selection of works for relief purposes will fall to him in consultation with the Collector and in this he should carefully weigh the considerations dealt with in the introduction to Appendix D of the Famine Code.

3. He must exercise a thorough scrutiny over the somewhat complicated accounts and statistics involved and ensure the prompt and regular submission of the various consolidated returns prescribed in the Famine Code.

4. His position is a somewhat peculiar one in that he is the Collector's assistant for purposes of famine relief and—

Sec. 62 (a) & (d). along with all his famine staff—is under his orders, while at the same time he has to carry out his ordinary duties in the District independently.

5. He will thus have to see that his two sets of duties do not clash and must make it his special care

that no friction occurs between his subordinates and those of the Revenue Department.

6. He must be thoroughly conversant with the duties of the Charge officer (see Chapter X) and should make a point of personally supervising the opening of as many relief works as possible. He should frequently inspect the works and give the Sub-Divisional officers and Charge officers the full benefit of his professional experience with regard to the most economical methods of carrying out work. At the same time he should take every opportunity of checking measurements, numbers and expenditure. He should also make a point of hearing and enquiring into any complaints on the part of the workers on his inspections and should see that any defects brought to his notice by superior inspecting officers of any department are promptly remedied.

CHAPTER VIII.—THE SUB-DIVISIONAL OFFICER.

Secs.^{ns} 66, 76-119 & 124-135; Apps. C. XXVI, D & G. If the Sub-Divisional officer is thoroughly conversant with the duties of the Charge officer there is little else for him to learn.

2. One of his most important duties in connection with relief works is that of starting the works in person. A great deal depends on a good start for without it a work can never attain the clock-like regularity so necessary for success.

3. When a work is once fairly started it is an important duty for the Sub-Divisional officer to watch the expenditure carefully as indicated by the daily cards and weekly progress reports received from the Charge officers and ensure that the latter never run short of funds. Beyond this his chief duty is to perambulate constantly his works and not only see that the rules of the Famine Code are strictly adhered to and do his best to prevent and detect fraud by frequent check of numbers and measurements, but to instruct the Charge officers and the work-agents and his Public Works Inspectors, if any, in the most economical methods of executing work.

App. D, paras. 10, 83
(d) & 88-93.

4. He must take particular care to ensure that a continuous and intelligible record of work done is maintained for subsequent reference. Unless special care is taken in this respect the measurements are liable to become confused and inaccurate owing to the fact that under the task-work system the workers are paid on approximate ratios of outturn to task, while under the piece-work system quantities above a certain maximum are ignored for purposes of payment.

5. He should also make it a point to attend at the payment of a few gangs whenever he inspects a work, and satisfy himself that the workers and dependants actually receive their dues.

6. It is also his duty to rectify promptly any defects brought to his notice by independent inspecting officers.

CHAPTER IX.—THE PUBLIC WORKS INSPECTOR.

The Public Works Inspector has an important part to play in a large system of public relief works. He will be ordinarily an upper subordinate of the Public Works Department presumably with considerable professional experience. His duty is to perambulate constantly the group of works in his charge and devote his time primarily to instruction and advice on professional matters, correcting all faults in organization—especially with regard to the proportion of diggers to carriers, testing the quantity and quality of work and helping to set out new works. He should also take the opportunity of checking the numbers and payments.

2. He is thus essentially an inspecting officer with no clerical responsibilities and should therefore be of great use in ensuring the successful execution of relief works.

3. He should invariably be present at the opening of a new charge and should take an active part in giving it a good start. All practical difficulties he should bring promptly to the notice of his Sub-divisional officer whom also he should keep well posted with regard to the state and progress of the works under his charge.

CHAPTER X.—THE CHARGE OFFICER.

A good Charge officer is essential for the successful administration of a large relief work. His duties and responsibilities are many and varied, and he must be well endowed with tact, firmness and the faculty of control.

2. Although a Civil officer, he must remember that he is lent to the Public Works Department and is responsible to the Sub-Divisional officer, his immediate superior, for the proper conduct of the work in his charge. His responsibility resolves itself into the following questions:—

- | | |
|----------------------------|-----------------------------|
| (1) Adequacy of relief, | (4) Preservation of health, |
| (2) Promptness of payment, | (5) Efficiency of work, |
| (3) Maintenance of order, | (6) Economy of work, |

and all these requirements can be secured only by faithful adherence to the rules prescribed in the Famine Code and amplified in its appendices.

3. To this end the Charge officer must not only carefully study the greater part of Chapters VII and VIII of the Famine Code with the whole of Appendix D, but must also make

himself familiar with the duties of the Medical officer and the kitchen Superintendent who are his subordinates. These will be found in Chapter XIII, Sections 201 to 203 and Appendix G of the Famine Code.

4. When it is proposed to open a relief work the Charge officer will probably have his Sub-Divisional officer on the spot and will only have to carry out his instructions. In any case, however, the first thing to be done is to select a good site for the head-quarters of the camp on a clean open piece of ground with good water available and put up the necessary buildings.

5. These will consist of first the head-quarter office, then the store-keeper's shed in a strong fenced enclosure, then a hospital, latrines and, if ordered, a kitchen.

6. He should then satisfy himself that the sources of water-supply are sufficient and good, and take the precautions described in Appendix D, Chapter IV of the Famine Code, for preventing contamination. Drinking places should be set up at suitable points and a supply of pots procured.

7. When these steps have been taken, the conditions prescribed in Section 90 of the Famine Code as essential to the opening of a relief work will have been fulfilled.

8. He may now see to the supply and storage of the tools and plant required for the work. In this he will be guided by the list given in Appendix D of the Famine Code modified according to circumstances. He should have the tools stored in such a way as to facilitate issue and check and should instruct the store-keeper in his duties. The services of blacksmiths and carpenters to repair the tools must be secured, and the latter set to work to prepare spare handles and clodbreakers, if required. A certain quantity of shelter serpens should be got ready and arrangements made locally for the supply to be increased if required. A clean and dry site should be selected for a camp, in the event of any workers electing to reside on the work, and lines should be marked out for huts.

9. A site should also be selected for the market, as near to the head-quarters as possible, arrangements made with local bazaar-men and a watchman appointed.

10. The recruiting maistry should now be appointed and instructed in his work, and under the superintendence of the latter the recruiting place should be marked out as described in Appendix D of the Famine Code.

11. The Work-agents, appointed by the Sub-Divisional Officer or the Executive Engineer, must take an active part in all these preparations and should finally lay out the general lines of the work to be done, setting up profiles with bamboos and string in the case of embanking work of any kind.

12. The remainder of the establishment laid down in Appendix D of the Famine Code must be appointed and all hands thoroughly drilled in their duties, especially the gang maistries on whose intelligence and efficiency a great deal will depend.

13. A sufficient quantity of small coin for payment of the workers will be provided by the Sub-Divisional officer as long as he remains on the work. The Charge officer's responsibility in this respect will only begin when the former officer leaves.

14. All these preparations will have taken several days and no expense should be spared in making them thorough. Subsequent confusion and waste of money will be avoided by a good start. If the system is defective at the outset, it will be found that all hands are too hard pressed when the work is in full swing for any thorough reformation to be possible. Thus, in the actual execution of a relief work, as in all other

phases of famine relief, the first essential to success is preparedness.

15. The work is now ready for the workers and the Charge officer's first duty will be the careful classification of these as they arrive. The first day he must devote almost entirely to the admission and classification of the applicants for relief; later on he need only visit the recruiting ground twice a day at fixed hours and deal finally with applicants who may have arrived in the meantime.

16. The recruiting maistry will be in attendance throughout the day during working hours and will register the new-comers and sort them to the best of his ability. As he gains experience he will be able to save the Charge officer much time and trouble.

17. With regard to the admission of applicants the Charge officer will receive orders from his Sub-Divisional officer as to whether selection is to be the rule or not. If the former, all that the Charge officer has to do is to refuse to receive any one who does not bring an admission order in proper form *unless obviously suffering from privation*, on which point he should take the opinion of his Medical officer.

18. With regard to classification the Charge officer's first step will be to separate the workers from the dependants. In this connection two points will arise, viz. :—the distinction between children of classes III, V (a) and V (b), and the question as to whether those coming under the dependant classification really depend on any workers. In the case of the children exact age limits are not of vital importance in deciding their eligibility for admission to the highest class, genuine ability to do half a carrier's task being the chief consideration. Apart from this there will always be a tendency for the children to try and get into a higher class and their presence among the workers being nearly always a hindrance to discipline children classed as workers, but subsequently proving unequal to the work, must be relegated to the ranks of the dependants without compunction.

19. In the case of an applicant whose claim to relief as a dependant on a worker proves to be unfounded, he must be directed to apply for gratuitous relief in his village or at a poor-house even though he may have brought an admission order. If, however, he is in an emaciated condition, he must be supported on the work until he can be sent to his village for gratuitous relief there, or to a poor-house.

20. Having separated the broad classes of workers and dependants, the Charge officer's next duty is to divide the workers into *able-bodied* and *weakly*. The difficulty that will arise in this connection is to decide whether men who do not seem fit to do the standard class I task should be treated as weakly class I workers or able-bodied class II workers. The Charge officer must use his discretion in the matter, but the criterion should be whether the apparent inability to do the standard class I task is *permanent* or *temporary*. In the former case the applicant must be treated as an able-bodied carrier, in the latter as a weakly digger.

21. In all such matters regarding physical conditions the Charge officer must consult his Medical officer, though, as the Medical officer's superior, he is in no way bound to accept his recommendations.

22. In any case the greatest importance is to be attached to the separation of weakly workers from the able-bodied. When they are not numerous or when it is thought inadvisable to separate them from their natural protectors it is permissible to retain them with the able-bodied instead of ganging them separately; but as in any case they must be treated separately, it will greatly facilitate work if separate ganging is made the rule and inclusion with the able-bodied the exception.

23. Having satisfactorily classified the workers and dependants and separated the weakly workers, the Charge officer has now to form them into gangs suited to the work to be done. Paragraphs 30 to 33 of Appendix D of the Famine Code describe in detail the procedure to be adopted and it will be seen from these that the ideal gang for earthwork is a collection of *family groups*. The tendency to treat a gang as merely so many individuals or units must be avoided, every endeavour being made to bring the relations between task, outturn and earnings as nearly as practicable down to the individual.

24. The gangs have now to be given work and the first duty of the Charge officer in this respect is to ascertain the conditions of the work on which the task or rate is based, that is to say, the quality of soil, stone or other material, the extent of lead and lift. The latter is merely a question of measurement, but the former is one calling for discrimination and judgment and the fairness or otherwise of the task depends upon the correct estimation of qualities by the Charge officer. In this he will be assisted and advised by his Work-agents.

25. When these are subordinates of the Public Works Department, the Charge officer should be able

to depend to a considerable extent upon their judgment, and even when they are not specially trained men the procedure will resolve itself in practice into the tasks being *set* by the Work-agents and *checked* by the Charge officer. He must not, however, lose sight of his primary responsibility for their fairness.

26. In apportioning work to the gangs the important App. D, paras. 41 & 42. points to be attended to are the concentration of the work as a whole to facilitate supervision, but not to such an extent as to cause undue crowding and consequent inefficiency. At the same time sufficient work should be given to individual gangs to keep them going for at least a week, to avoid frequent moves, while the work should be so laid out as to admit of 'up to date' measurement being made without difficulty every day. It is by no means an easy matter to reconcile these several requirements, but is one calling for considerable forethought and judgment on the part of the Work-agents and the Charge officer.

27. Full details of tasks and rates for varying work conditions are given in Appendix D, Chapters XI, XIII and XIV of the Famine Code, but, while following these, careful attention must be paid to the requirements referred to above. Nearly all earthwork will be either on roads or tanks and the following

examples will give an idea of the best methods of working in each case:—

(1) *On a road*—Supposing a road has to be raised 2 feet high with top width of 24 feet, the soil available being medium earth, then the embankment will contain 52 cubic feet per foot run. The lines at the foot of the embankment and the edges of the borrow-pits should first be lock-spitted, taking care to provide a width of pit which will give the required quantity of earth with not more than 3 feet depth of digging. Earth profiles should then be thrown up at every 100 feet making the usual allowance for settlement. The digger's task in this kind of soil will be 120 cubic feet and each digger will require 1 filler of class I. Supposing the lead to be 50 yards and the lift 2 yards the number of carriers required per digger, by Table III (3), will be 3. Supposing the gang to consist of 24 men, 36 women and 20 children, the number of carrier units furnished by the women and children = 46. The 12 diggers, however, only require 36 carrier units, but if 3 women are taken as diggers, making a total of $12 + \frac{1}{3} \times 3$ or 14 diggers the number of carrier units required will be 42 as against 46 available, which is near enough for practical purposes, the odd units being employed in breaking clods. When the lead and lift are short the carriers will nearly always be found in excess.

The gang as now constituted will be able to turn out $\frac{14 \times 120}{52}$, or about 32 running feet of road per day, and

to give it a week's work in the same place a length of about 200 feet must be reserved for it. A relief charge of 60 gangs engaged on the road work will thus spread over a length of about $2\frac{1}{4}$ miles; and on a narrower road would spread over a good deal more.

The diggers, being ranged along the borrow-pits on both sides of the road and at one end of their work, must then commence embanking at one end up to full height and width, carrying it on regularly from one end, and closing on each profile as their work reaches it. They must not be allowed to commence throwing the earth on different parts of the road as they are so apt to do if left to themselves, but must begin at one end and go straight on. The Work-agents must measure up the length of work completed up to date on each portion and deduct the previous day's measurement to find the work done on the last day. This is most important as if only the day's work is measured there is every likelihood of work being either over- or under- measured.

(2) *In a tank*—In tank work the lead and lift are generally considerable and the difficulty about excess of carriers disappears; and on this account tank work, provided that the digging space is not too confined, is about the most suitable form of work, for relief purposes. The size and depth of the excavation also permit of the diggers working at a vertical face 2 to 3 feet high which increases their efficiency. On the other

hand, any close packing of the gangs leads to confusion and opens a way to possible fraud. In all works it is most essential to keep the maistry's party as a distinct unit. The laying out of work in a tank must therefore have three objects in view—(i) to apportion the diggers to the carriers correctly and then give every digger a good 'face' to work on, (ii) to keep the gang separated and (iii) to fit full parties into the tank and at the same time keep each party distinct. The first object is attained by calculating the number of diggers for each gang, as already described, and dividing the depth of excavation into stages or layers of 2 to 3 feet depth, putting a line of diggers on each stage. The second object is attained by keeping a dividing strip between each gang and its neighbours. The third object is kept in view in dividing up the ground available into digging plots.

28. In every case the gang must commence at one end of their plot with a single line of diggers going down to the full depth of their stage until there is room for the second line to enter. The latter will then open their stage to a second face and both lines go on together, the second always keeping about 10 feet behind the first. In all cases the measurements of each plot are made *up to date*, and the last day's work found by subtracting the quantity on which the last payment was made. The place where the earth is to be thrown must be clearly marked out for each party and profiles set up.

29. In all embanking work it is very necessary to have the earth broken up small, and to ensure this being done the diggers must be made to break up the large clods in the borrow-pits, while surplus carriers or weakly workers should be employed in breaking the lumps to a still smaller size on the bank. The headman should be made responsible for this and fined if it is neglected.

30. At the rear of every relief charge on a road there should be a *finishing gang*, one that has learnt its work well and is under an intelligent headman. In the same way an excavated tank should be handed over to the finishing gang for a few days. It will be the duty of this gang to remove *thandus* or *mattams*, section banks and cuttings, and properly finish up all irregularities left by the less skilful gangs in front. No particular task can be set for them and the work largely depends on the headman in charge, who should be, if possible, a selected professional maistry on fixed wages.

31. In the above remarks and examples it is assumed that work is being carried out on the taskwork system, which will probably be the normal system when famine is anything but very mild. When it is on the limited piece-work system, the same general methods must be adopted with this point of difference, that there is no question of performance of a fixed

task. Gangs will be constituted in exactly the same way as in task-work, the limits in which they are to work marked out, and the maximum quantity that will be paid for per digger per day intimated, but beyond this, and occasional advice, the gang will be left to work out its own salvation. Piece-work gangs when left to themselves frequently prefer to adopt their own methods with regard to proportions of diggers and carriers but in calculating the maximum quantity of work payable for the gang the correct number of diggers in accordance with the tables must be taken into account whether the gang may have adopted this number or not, and the greatest care must be exercised by the Charge officer and all inspecting officers to see that these numbers are correct, to prevent the manipulation of the figures by subordinates to reconcile this maximum with actual outturn.

32. The Charge officer must pay careful attention to the rules regarding the treatment of new-comers and weakly persons, the former being given light work at the commencement and the latter throughout.

33. The procedure to be adopted with regard to payment is given in detail in Secs. 108 & 110-113; App. D, paras. 82 & 83 (a)-(c). Appendix D, Chapter XV. of the Famine Code. The main point to

be attended to is the importance of clock-like regularity in measurement and payment.

34. Particular care must be taken to make the Work-agents and maistries thoroughly understand the method of making out the daily accounts for each gang. In task-work the first factor in the calculation is the 'price-basis' for which a conspicuous position is provided outside the muster roll. The next factor is the total number of each class present as recorded in the body of the roll.

35. The product of each of these totals and the corresponding wage in the 'ready reckoner' (Table X, Appendix D of the Famine Code) gives the total amount due to each class for full task, and the sum of these amounts the total due to the whole gang. This total and the task should be entered in the progress statement on the front of the roll at the beginning of the day. When the work-agent measures up the work in the evening the result is recorded in the column for 'work done'.

36. With these data it remains for the maistry to calculate what percentage of the task has been done, take out the corresponding total amount due to each class from the percentage

Sec. 110 (b); App. D, para 67. (See also App. to Manual, pp. 74-77).

table (Table XI, Appendix D of the Famine Code) and complete his daily abstract (Form D-IV).

37. It would be well if every maistry were provided with these two tables printed in bold type on a card as he will have to be constantly referring to them. It will also save much time if the headmen can be taught to work out the percentage of task turned out in readiness for the maistry. No column is provided in the roll or the maistry's abstract for a record of this but it ought to be recorded for subsequent reference and check. It can be easily done in the form of a denominator under the figure for 'work done'.

38. In the case of piece-work the procedure is much simpler. The rate corresponding to the given price-basis is looked up in the Rate-tables [Tables XII and XIII, Appendix D, of the Famine Code], (which also should be separately printed) and the work done paid for at this rate subject only to the limiting quantity which depends on the nature of the work and the number of 'diggers'.

Sec. 113: App. D, paras 76, 78 & 87.

39. When the Charge officer or the work-agent sets the gang to work the number of diggers and carriers required must be recorded on the roll in the column provided. In both cases the progress statement on the front of

the roll and the abstract of payments on the back are finally completed, after each day's payments have been made--by the headman if possible.

40. The Charge officer should make a point of attending at the payment of a few gangs every day and satisfy himself that the workers and dependants receive their dues.

41. The Charge officer will be supplied with cheques from time to time by the Sub-App. D, paras 9, 10, 33 (d) & 80; App. C. Divisional officer who will gauge his requirements by the figures reported in the daily card, and the Charge officer must promptly report to him any deficiency in small coin. The several reports and returns to be submitted by the Charge officer are detailed in Chapter XV, Appendix D of the Famine Code, and the greatest care must be exercised in keeping them up to date and submitting them promptly. The charge weekly progress return is the most important of all, as it is a summary of all possible information about the work.

42. The Charge officer should keep a diary in a note-book form from day to day and record in it all details of miscellaneous information required for his weekly general report and any other matter affecting the work in any way.

43. In the case of non-departmental works the general instructions given in this chapter are equally applicable, the procedure being practically the same but on a less elaborate scale.

Secs. 114 (c), 121—
123 & 128 (b); App. E.

CHAPTER XI.—INSPECTING OFFICERS.

Too much stress cannot be laid on the necessity for frequent inspection in all forms of famine relief. The more frequent the inspections and more independent the inspecting officers the less likelihood will there be of fraud remaining undetected or of relief being improperly administered.

2. Inspecting officers will find detailed procedure laid down in the appendices to the Famine Code for every form of relief, but for their inspections to be effective it is essential that they must also make themselves thoroughly acquainted with the rules and methods of working in each case.

App. D, paras. 88-93 & Form D, XII.
 App. E, para. 30.
 App. F " 17.
 App. G " 23 & 24.
 App. H " 37.
 App. I " 37.
 App. J " 4.

3. In the case of public works the procedure is a very elaborate one and inspecting officers must not attempt too much at a time, but must rather aim at thoroughness. They must also bear in mind that for their inspections to be of real use defects must be promptly brought to notice and promptly dealt with, though they must be ever careful to avoid friction with the executive officers.

CHAPTER XII.—MEDICAL AND POLICE OFFICERS.

The District Medical officer and the Superintendent of Police are not directly concerned with the administration of famine relief, but they nevertheless have certain special duties to perform in connection therewith.

2. In ordinary times it is the duty of the *District Medical and Sanitary Officer* to prepare annual lists of all persons likely to be efficient members of the Medical and Sanitary subordinate staff, submitting them to the Surgeon-General and the Sanitary Commissioner respectively.

3. The provision of an adequate and efficient Medical and Sanitary staff during famine is one of the most difficult questions that arise in connection with famine administration, the ordinary supply being very limited and the demand great. The proper maintenance of these lists is therefore of great importance.

4. When preliminary preparations are being made on the failure of the rains it is the duty of the Medical and Sanitary Officer to obtain the district returns of mortality from the Collector's office and after carefully scrutinizing them, to bring to the notice of the Collector

any indications of famine or distress that he finds in them. He must also make a point of reporting to the Collector any instances of distress from privation coming under his personal observation.

5. His special duties during famine are clearly detailed in section 201 of the Famine Code, and in order to carry these out efficiently he must make himself acquainted with the rules concerning hospitals on works and in poor-houses (sections 91 and 153), the procedure prescribed in the case of cholera on works (section 92), and the duties of medical subordinates as defined in sections 203—206, and Appendix D; Chapter XVII.

6. He should also study the Chapters in Appendix D dealing with water-supply, field-hospitals and conservancy and should assist the executive officers in the choice of camps if required.

7. He or one of his subordinates should make a point of visiting the site of every new work before it is opened. The suggestions given in Appendix D as regards water-supply, hospital arrangements and conservancy can only be taken as a general guide, and may require modification in practice owing to local

conditions, and it will be in such circumstances that the District Medical and Sanitary Officer should give the necessary instructions.

8. His special care throughout famine operations will be the physical condition of the people, particularly of weakly workers and those in receipt of gratuitous relief, and he or his subordinates should make constant inspections of works, kitchens and poor-houses.

9. It is important to note that on relief works the Medical subordinates are under the control of the executive officers; except in purely professional matters, while in the same way the District Medical and Sanitary officer himself is subordinate to the Collector in all matters connected with famine relief not of a strictly professional nature.

10. The District Superintendent of Police has no special duties until the rains fail and anxiety is beginning to be felt. He has at this stage to keep the Collector fully informed of all signs of approaching distress that come to his notice, including any tendency of the people to wander and any great migration of people to or from any parts of the district. He must also send immediate reports of any

increase of crime that may be attributed to a general rise in prices or to scarcity.

11. His special duties during famine are detailed in Chapter XII of the Famine Code, and consist mainly in the collection of wanderers and transmission of them to poor-houses, the temporary relief of casual starving wanderers, the protection of markets, grain stores, and grain in transit to villages, and the provision of escorts and guards for treasure.

Secs. 193—198; App.
C. XVI (b).

APPENDIX.

In order to familiarize officers without famine experience with the various descriptions of relief and recipients of relief, the Famine Code classifications are recapitulated in this appendix.

The wage tables, which appear in Appendix D of the Famine Code and are constantly required on relief works, are also repeated here for ready reference.

CLASSIFICATION OF FORMS OF RELIEF."

I. Relief Works.

- (1) Public Works *i.e.*, works managed by the Public Works Department. {
- (a) *Large • departmental*—one or more charges of 5,000 workers.
 - (b) *Small departmental*—less than a charge of 5,000 workers.
- (2) Village Works, *e.*, works managed by the revenue authorities or by private parties. {
- (a) *Non-departmental or Civil*—managed by the Revenue authorities.
 - (b) *Private*—{
 - (i) aided by Gov-ernment grants,
 - (ii) un-aided.

II. Gratuitous Relief.

- (1) To dependants on works,
- (2) To non-workers in villages,
- (3) To non-workers in poor-houses.

CLASSIFICATION OF WORKERS AND THEIR DEPENDANTS.

Workers.

Special Class.—Headmen of gangs and members of special gangs.

Class I.—Adults employed on digging or some equivalent labour.

Class II.—Adults employed on carrying or some equivalent labour.

Class III.—Children between 10 and 14 years who are able to work.

Dependants.

Class IV.—Adults (including hospital patients and those attending them)—

(a) male.

(b) female.

Class V.—Children (both sexes)—

(a) between 10 and 14 who are unable to work,

(b) under 10 and over 7,

(c) under 7 but not in arms,

(d) in arms.

READY

Showing Maximum Wages

Price of grain in seers (80 tolas) per rupee.	WORKERS.			
	Special Class.	Class I.	Class. II.	Class III.
	1 Pice more than Class. I.	90 tolas.	70 tolas.	50 tolas.
6	13	12	9	7
6½	12	11	9	6
7	11	10	8	6
7½	11	10	8	5
8	10	9	7	5
8½	10	9	7	5
9	9	8	6	5
9½	9	8	6	4
10	8	7	6	4
10½	8	7	5	4
11	8	7	5	4

RECKONER.

and Allowances in Pice.

DEPENDANTS.					
Class IV (a)	Class IV (b)	Class V (a)	Class V (b)	Class V (c)	Class V (d)
60 tolas.	50 tolas.	40 tolas.	30 tolas.	20 tolas.	15 tolas.
8	7	5	4	3	2
8	6	5	4	3	2
7	6	5	4	2	2
7	5	4	3	2	2
6	5	4	3	2	2
6	5	4	3	2	2
5	5	4	3	2	2
5	4	4	3	2	1
5	4	3	3	2	1
5	4	3	2	2	1
5	4	3	2	2	1

READY

Showing Maximum Wages

Price of grain in scoers (80 tolas) per rupee.	WORKERS.			
	Special Class.	Class I	Class II	Class III
	1 Pice more than Class I.	90 tolas.	70 tolas.	50 tolas.
11½	7	6	5	4
12	7	6	5	3
12½	7	6	5	3
13	7	6	4	3
13½	6	5	4	3
14	6	5	4	3
14½	6	5	4	3
15	6	5	4	3
15½	6	5	4	3
16	6	5	4	3

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RECKONER—continued.

and Allowances in Pice.

DEPENDANTS.					
Class IV (a).	Class IV (b).	Class V (a).	Class V (b).	Class V (c).	Class V (d).
60 tolas.	50 tolas.	40 tolas.	30 tolas.	20 tolas.	15 tolas.
4	4	3	2	2	1
4	3	3	2	1	1
4	3	3	2	1	1
4	3	3	2	1	1
4	3	3	2	1	1
4	3	2	2	1	1
3	3	2	2	1	1
3	3	2	2	1	1
3	3	2	2	1	1
3	3	2	2	1	1

(78)

READY RECKONER, SHOWING WAGES

(See Code, Section 112)

Full Wage for Full Task (95 % and over).	WAGE IN PICE WHEN			
	90% (85 to 94).	80% (75 to 84).	70% (65 to 74).	60% (55 to 64).
13	12	11	9	8
12	11	10	9	7
11	10	9	8	7
10	9	8	7	6
9	8	7	6	6
8	7	7	6	5
7	6	6	5	4
6	6	5	4	4
5	5	4	3	3
4	4	3	3	3
3	3	3	2	2
2	2	2	2	1

NOTE.—Percentage

PAYABLE FOR SHORT WORK
and Appendix D, Table XI.)

WORK DONE IS—

50% (45 to 54).	40% (35 to 44).	30% (25 to 34).	20% (15 to 24).	10% (5 to 14).
7	5	4	1	1
6	5	4	1	1
6	5	3	2	1
5	4	3	2	1
5	4	3	2	1
4	3	3	2	1
4	3	2	2	1
3	3	2	1	1
3	2	2	1	1
2	2	1	1	1
2	1	1	1	1
1	1	1	1	1

$$= \frac{\text{Full Task} \times 100}{\text{Work Done}}$$

சென்னை மாநகராட்சி

சுருமலிங்கம்

பணிபுரவற் பெயர்

1996

செப்பனிருவதற்காக எடுத்தல்

கொள்ளப்பட்ட நாள்

1996

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