

## REPORT OF THE MADRAS FAMINE CODE REVISION COMMITTEE.

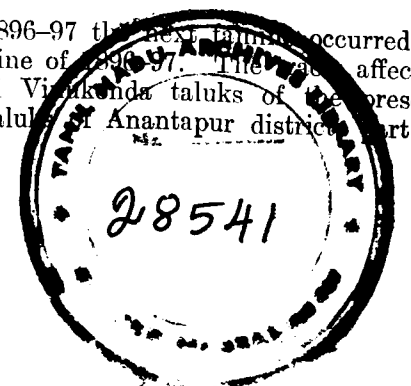
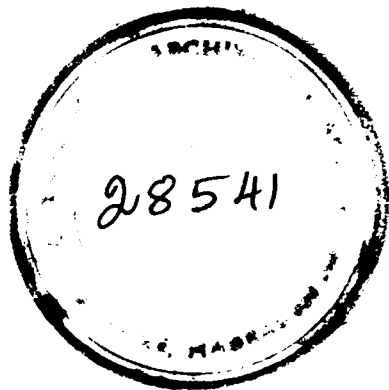
### Section I.

Our Committee was appointed by the Government of Madras in G.O. Press No. 1137, Revenue, dated 2nd May 1938, in pursuance of the reply of the Hon'ble the Minister for Revenue to the debate on the famine demand in the Legislative Assembly on the 28th March 1938, indicating that the question of revising the Famine Code would be taken up by the Government. Our Committee consisted of eight non-officials and five officials under the chairmanship of the Famine Commissioner, Mr. C. A. Henderson, C.S.I., V.D., I.C.S. We were asked to visit the areas affected by famine this year in the districts of Bellary, Anantapur and Kurnool in order to take evidence on the spot and to obtain first-hand knowledge of famine conditions in practice.

A preliminary meeting of the Committee was held at Madras on 25th May 1938 to consider the procedure to be adopted in inviting evidence on the terms of reference and dealing with the representations received. As the Director of Public Health was then on leave and could not be present at this meeting, Dr. Adishesan, the Assistant Director, was deputed to attend the meeting. At our request the Government permitted him to sit on the Committee permanently and he has been taking part in our deliberations. At this meeting on the 25th May it was decided to send a questionnaire setting out the lines on which we desired to receive evidence in writing to all those persons whom the Collectors of the districts of Bellary, Kurnool, Anantapur, Cuddapah and Chittoor selected as likely to be able to give useful evidence and also to persons who either on account of their experience of famine administration or expert knowledge in one or other of the subjects referred to the Committee would be likely to give valuable opinions. It was also decided that the Committee should inspect the famine works in June in order to see them in operation before the breaking of the rains. In pursuance of the above decision we issued a questionnaire to all those whom the Collectors of Kurnool, Cuddapah, Anantapur, Bellary and Chittoor selected and to the other gentlemen mentioned above. In all, 71 persons tendered written replies to the questionnaire. The Committee met at Bellary on the 6th June and split up into groups. We were on tour from the 7th to 13th June 1938, and we visited a number of relief works and test works in the affected areas. We held meetings on the 10th and 13th June to pool the experience gained in the inspection of famine works in operation. We also visited the Hagari Agricultural Research Station to study the improved methods of dry farming under trial at the station and particularly the results obtained from the low bunding of dry fields. We reassembled at Madras from 15th to 20th August 1938 and orally examined ten official witnesses, and we met again in Bellary from 5th to 10th September 1938 to examine eighteen witnesses who could be examined there more conveniently than at Madras. On 8th September 1938, our Chairman, Mr. C. A. Henderson, was suddenly called away to other duty and we concluded our sittings at Bellary under the chairmanship of Mr. F. M. Dowley. Reassembling at Madras on the 15th October 1938, under the chairmanship of Mr. T. A. Ramalingam Chettiyar who had been appointed to act in the absence of Mr. Henderson, we proceeded to consider the recommendations to be made on the terms of reference and also on other points remitted to us for consideration by the Government. Our final meetings were on the 11th and 12th November when the draft report was passed.

2. We have been asked to investigate and suggest measures designed to prevent and mitigate famine and to protect the population in those parts of the Presidency which are at present liable to frequent failures of the monsoon. In order to localize our enquiries it was first of all necessary to determine the areas in the Province liable to famine and for that purpose we furnish a brief account of the operations under the Famine Code conducted in the Province during the present century.

After the widespread and disastrous famine of 1896-97 the next famine occurred in 1900. But it did not assume the severity of the famine of 1896-97. The areas affected were the southern portion of the Narasaraopet and Vinkonda taluks of the present Guntur district, parts of the Tadpatri and Kadiri taluks of Anantapur district, part of



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the Adoni taluk of Bellary district, parts of Cumbam, Markapur, Nandyal, Koilkuntla and Pattikonda taluks of the Kurnool district, parts of Badvel, Proddatur, Jammalamadugu and Pulivendla taluks of the Cuddapah district and the Ongole, Kanigiri and Udayagiri taluks and the zamindari divisions of Darsi and Podili in the Nellore district. In the year 1899, the season was extremely unfavourable and the local shortage of crops coupled with an active demand for grain for export forced up prices to the level that was reached in 1896-97. Employment for labourers was curtailed and it became a question whether the poorer classes would be able to face "the dead season." It was therefore decided to test the existence of distress by opening test works. The first test works were opened in February 1900 in Pulivendla, Proddatur, Adoni, Ongole and Kanigiri taluks to be followed later by the opening of similar works in the other affected parts of the Cuddapah, Anantapur, Kurnool, Guntur and Nellore districts mentioned above. These test works were kept open till the end of August but the total number attending the works in the six districts never amounted to any considerable figure, the largest number reported in one week amounting to only 14,416. The lesson of experience on this occasion was that, when test works were so sparsely attended, it would be well to close them at an earlier date and revert to ordinary works and methods, if such works were available within the test area. Owing to the limited extent and intensity of the actual distress, the effect on the people in general had been slight and even in the affected areas actual distress in its technical sense was in general limited to some of the labouring classes. The cost to the State on account of the works opened was Rs. 1,36,630.

There was another visitation of distress during the next year, 1901, the tracts affected being Badvel, Rayachoti, Jammalamadugu, Pulivendla and Proddatur taluks of the Cuddapah district, parts of the Gooty and Tadpatri taluks of the Anantapur district, Chittoor, Chandragiri, Madanapalle, Palmaner and Vayalpad taluks of the Chittoor district, Wallajah, Gudiyattam, Vellore and Arcot taluks, the Punganur and Karvetinagar zamindaris of the North Arcot district and the taluks of Conjeeveram, Chingleput, Saidapet and Tiruvallur in Chingleput district. In all these areas the distress was due to the series of bad years that preceded it, the deficient and untimely rainfall during the year, the consequent failure of the harvest and slackness in the demand for labour and the high level of prices during the past few years. The area affected was smallest in Chingleput and largest in the North Arcot district. Test works as well as ordinary works were opened in all the areas and kitchens to relieve the old, destitute and disabled were opened simultaneously with the works, except in Chingleput where only ordinary works were opened in addition to kitchens. In Anantapur and Chingleput districts the works were open for a short period only, while the works in the Cuddapah district were in operation from February 1901 to January 1902, and those in North Arcot functioned from April to October 1901. The total cost to the State on works and kitchens on account of the distress was Rs. 40,557.

The next famine occurred in 1905 and affected parts of Saidapet, Tiruvallur and Ponneri taluks. The operations never advanced beyond the stage of observation and the opening of test works and poor houses. The distress was caused by a deficient south-west monsoon followed by a serious falling off in the north-east monsoon. The test works were open from August to November. The total cost of the operations was Rs. 24,437.

Next in the year 1919, a part of the Nandigama taluk of the Kistna<sup>Kistna</sup> viz., the Munagala paragana, a zamindari enclave in His Exalted Highness the Nizam's dominions was affected. The distress was due to the excessive rains of 1917 followed by scanty rainfall next year. Relief was given by the opening of works and grant of gratuitous relief. The works did not progress beyond the test stage. They were open from April to September. The total cost of the operations was Rs. 28,411.

This was followed in the year 1921-22 by famine operations on a comparatively large scale and over an extensive tract of country. The areas affected were Adoni, Alur, Siruguppa and Bellary taluks of Bellary district, the Gooty taluk of Anantapur district, and the Pattikonda, Dhone, Kurnool and Nandikotkur taluks of the Kurnool district. The causes of the famine were that in 1920, the rainfall in the affected areas was only half of the average and the next south-west monsoon was a failure while the north-east monsoon was neither sufficient nor well distributed. The irrigation sources failed and there was a general loss of crops. The first test work was opened in Bellary taluk in December 1920 to be followed by others later. Famine was declared in the affected tracts of Bellary and Anantapur in March 1921. Famine works were in progress from December 1920 to March 1922 in Bellary district, from January 1921 to February 1922 in Anantapur district, and from March to December 1921 in the Kurnool district. Except in the Kurnool taluk the famine works in the other taluks of Kurnool did not go beyond the test stage. The total cost of the operation in the three districts was Rs. 11,06,295.

Bellary and Anantapur districts were again the scene of famine operations in 1924 and also parts of Ganjam which are now in the Orissa Province. The tracts affected were half of Bellary taluk, and parts of the Gooty, Madakasira, Penukonda, Dharmavaram and Hindupur taluks of the Anantapur district. The distress was again due to the failure of rains. A test work was first started in Bellary in January 1924 which in view of the numbers attending it, was converted into a relief work in February. The work was closed in September 1924. The first test work in Anantapur was opened in January 1924, and more later on. As the existence of distress was established the test works were converted into relief works which remained open until October 1924. The total cost of the famine operations in the two districts was Rs. 2,21,515.

In 1926, there was scarcity on a small scale in the Dharapuram taluk of the Coimbatore district where three test works were short-lived affairs; when they had been in operation only for about a fortnight good rains dispersed the labourers. A sum of Rs. 414 was spent on the works.

The Bellary and Alur taluks of the Bellary district were affected by famine in 1931-32 owing to scanty rainfall. District board works were first started in December 1931 and the district boards were given grants amounting in all to Rs. 1,60,000. In May 1932, however, the Government decided that the expenditure of further sums on these works could not be justified without the test prescribed in the Code and the Commissioner of Land Revenue and Settlement was directed to select suitable works as test works. The district board works were accordingly stopped and test works were opened in June 1932. These were continued as test works, the proposal of the Collector to convert them into relief works not having been approved by the Famine Commissioner. Owing to the good rainfall the works were closed one by one, the last test work being closed on 30th September 1932. The total cost of the operation was Rs. 1,14,955.

Famine on a larger scale again occurred in Bellary and Anantapur districts in 1934-35. Six taluks in Anantapur (Gooty, Tadpatri, Anantapur, Dharmavaram, Penukonda and Hindupur) and four in Bellary (Bellary, Siruguppa, Alur and Rayadurg), were affected. The cause of the famine was the poor rainfall in 1933 to 1935 and the consequent loss of crops, inadequate reserve of food stock, lack of employment and contraction of credit and private charity. Test works were first opened in these districts in December 1934, and were converted into relief works in January 1935. More works were subsequently opened, as necessity arose. Ultimately there were 14 works in Bellary district and 68 in Anantapur district (both departmental and non-departmental). All the works were closed one by one by the end of September 1935. The total cost on famine-relief operations was Rs. 17,23,452.

The present famine of 1937-38 is of greater magnitude than that of 1934-35, the area affected being the entire eastern half of the district of Bellary, the Gooty and Tadpatri taluks of the Anantapur district and the Kurnool and Pattikonda taluks of the Kurnool district. The cost of the relief operations has already exceeded 17 lakhs.

3. It thus seems right to proceed on the assumption that though there are other tracts in the Province where the rainfall is deficient which are liable to frequent failures of the monsoon and which are not fully protected by irrigation works, the likelihood of abnormal seasonal variations on a scale sufficient to require special measures to deal with it exists only in the Deccan districts. This area naturally does not coincide exactly with administrative boundaries. The western taluks of Bellary district, enjoying as they do a slightly higher average rainfall than the rest of the district and benefiting by their proximity to the Sandur hills are rarely affected. In Kurnool district, Cumbam and Markapur taluks have geographically little in common with the rest of the district. They possess some fine tanks and numerous wells and though their soils are generally poor they react well to irrigation. The entire ayacut of the Kurnool-Cuddapah Canal in Kurnool, Nandikotkur, Nandyal, Koilkuntla, Sirvel, Proddatur and Cuddapah taluks is protected and strictly speaking is outside the famine zone. Most of Cuddapah district lies more within the orbit of the north-east monsoon than do the other Ceded districts and is therefore much less likely to be seriously affected than tracts that may possibly miss both monsoons. The district is also comparatively well off for irrigation sources and a very much higher proportion of the crops grown in Cuddapah have been irrigated than in the other districts with which we are concerned. The greater part of Anantapur district particularly Hindupur and Penukonda taluks in the south and Tadpatri, Gooty and Kalyandurg in the north, is never long free from the possibility of distress and a similar remark applies to the five eastern taluks of Bellary district. While, therefore, our recommendations apply to the Ceded districts as a whole (including the Vayalpad and Madanapalle taluks of Chittoor district) we have been particularly concerned to find a solution for the economic difficulties caused by insufficient rainfall in the eastern part of Bellary, the western part of Kurnool and the greater part of the Anantapur district. The northern part of this area

is a tree-less plain of black clay stretching for over 4,000 square miles from the Tungabhadra river which divides it from His Exalted Highness the Nizam's Dominions through the taluks of Siruguppa, Bellary, Alur and parts of Rayadrug, Adoni, Pattikonda, Gooty and Tadpatri. A population of nearly one million is housed mostly in villages, the only towns of any importance being Bellary on the extreme western edge of the plain, Adoni, Gooty and Tadpatri. The pure regar soil being very fertile and highly retentive of moisture requires little rain. It has been estimated that if rainfall is well distributed, an average of about 19 or 20 inches a year would suffice. But the tract depends to a great extent on steady rain in August and September towards the tail-end of the south-west monsoon when the sowing is done, and on the north-east monsoon in October and November to ripen the crops.

There are practically no tanks and few wells except on the banks of the Hagari river which flows north through the centre of the tract to join the Tungabhadra. There are however some river channels from the Tungabhadra near Siruguppa which are used for irrigation and produce annually excellent wet and garden crops. The dry crops grown are white cholam, korra and cotton. Eighty per cent of the area under cultivation is under one or other of these three crops.

Guntakal railway junction from which lines radiate in all directions is at the heart of the tract which is thus exceptionally well provided with railway communications. Roads, many of them products of famine labour, are numerous if not particularly well maintained, and in the dry weather the black soil caked hard forms an excellent surface for bandy traffic though in the rains the sticky clay makes it difficult for men and beasts to move except on metal roads.

Small cotton-ginning and pressing factories which frequently carry on groundnut decorticating as well, provide seasonal employment for labourers. Apart from this, the only employment available in the slack season for agriculturists is hand-spinning and hand-weaving and cumbly manufacture which are carried on in some centres as cottage industries. As one travels south or east from Guntakal, the black cotton plain gradually gives place to a country of mixed or red soils broken up by small steep rocky hills occasionally covered with sparse vegetation. There are a number of tanks depending for their supply on small catchments and well irrigation is also common. Channels are led from the Hagari river in Rayadrug taluk and from the Penner in Anantapur to irrigate paddy and other crops. Dry crops depend almost entirely on the south-west monsoon and are harvested in September and October. Cholam and korra are still the main food-crops grown but on these red soils groundnut takes the place of cotton as the main cash-crop from which the assessment is paid.

The extent to which the Ceded districts as a whole have to depend upon the vagaries of the monsoon will be understood when it is realized that in Bellary district only 2.7 per cent of the crops grown have been irrigated, in Anantapur 11.6 per cent, in Kurnool including the ayacut of the Kurnool-Cuddapah canal only 5.9 per cent and in Cuddapah 22.4 per cent. The districts of Bellary and Anantapur pay a land revenue (1936-37) of Rs. 31,85,264 but of this amount an average amount of Rs. 3,60,147 has had to be remitted mainly owing to unfavourable seasonal conditions. The average remissions in Anantapur alone came to over one-sixth of the demand. In addition to these remissions, large amounts have had to be disbursed by way of famine relief with very little return the total amount spent under this head in the two districts from the beginning of the century being Rs. 31,13,359. This amount excludes the amount spent on the present famine which has already exceeded 17 lakhs.

As a result of the uncertainty of the seasons the value of dry land is not high even when very fertile as much of the regar soil is. We estimate it at about Rs. 110 per acre for black soils and Rs. 60 for red soils on the average. A small holder possessing a pair of bulls and stock sufficient to cultivate his holding has few reserves capable of tiding him over a bad season and may perforce have to part first with his stock and then with his land to enable him to buy the necessities of life. In this way the land has tended to pass into the hands of big landholders who cultivate it through tenants on a rack-rent or through farm labourers.

State intervention has up to the present been largely confined to measures designed to save life and mitigate suffering; in our opinion a bolder policy is now called for which we trust will not only be of incalculable benefit to the people by creating much-needed wealth and fostering powers of resistance, but will in the long run save the resources of the State from the steady drain caused by the recurring needs and continued poverty of these districts. We now propose to indicate the lines along which Government's activities should be directed.

4. We append to this report a note prepared by Mr. Green on the economic resources and cottage industries of the Ceded districts. It will be observed that while we have an exact knowledge of above ground products there is still a certain amount of speculation as to mineral potentialities. We extract here for easy reference the statement of the output of minerals during the last five years.

| Mineral.           | District. | 1933.<br>TONS. | 1934.<br>TONS. | 1935.<br>TONS. | 1936.<br>TONS. | 1937.<br>TONS. |
|--------------------|-----------|----------------|----------------|----------------|----------------|----------------|
| Manganese          | Bellary   | ..             | ..             | 200<br>to 300  | 1,000          | 450            |
| Do.                | Kurnool   | 300            | ..             | ..             | ..             | 200            |
| Barytes            | Do.       | 334            | 417            | 595            | 252            | 130            |
| Do.                | Anantapur | 110            | 180            | 597            | 346            | 1,465          |
| Do.                | Cuddapah  | 1,886          | 2,302          | 2,155          | 1,777          | 7,461          |
| Steatite           | Anantapur | ..             | 2              | 225            | 40             | 150            |
| Asbestos           | Cuddapah  | ..             | 58.2           | 7.67           | ..             | ..             |
| Aluminium silicate | Do.       | 80             | ..             | ..             | ..             | ..             |

We recommend a thorough survey of the mining possibilities of the Ceded districts with special reference to manganese, iron, barytes, steatite, gold and asbestos and we consider that special facilities should be given for the formation of companies and the establishment of industries to utilize the products wherever possible.

5. With reference to the exploitation of the raw materials now being produced we recommend that this should be carried out along two distinct lines. There is a large surplus of labour now available for employment and we have no hesitation in recommending industrialization both as a general policy for India and as the only way of securing steady employment for those who now have little or none. In addition to this, the requisite labour force for agriculture, whether it consists of small land-owners working their own land, or landless labourers cultivating the land of others, is unemployed for many months in the year. It is therefore in our opinion a matter of even greater necessity to organize seasonal occupations than full-time occupations wherever the nature of the industry will allow seasonal employment. Special attention should be given to the needs of the unemployed members of the families of agriculturists. We think that the organization of village and cottage industries in Japan is likely to serve as a useful model and recommend that full information should be obtained by deputing an officer for study in Japan and any Japanese methods that seem feasible should be adopted in the Ceded districts. It is our considered opinion that small-scale industries both as regards production and marketing should, as far as possible, be organized under the auspices of the Co-operative movement.

6. The main commercial crops now grown are cotton, which covered over 1,000,000 acres in 1936-37, and groundnut which covered over 1,200,000 acres in the same year. They now provide a certain amount of part-time employment in addition to their cultivation as 236 out of the 248 factories coming under the Factories Act in the four districts are engaged either wholly or partly in pressing or ginning cotton or in decorticating groundnut and extracting oil. We note however that 155,000 tons of groundnut and 29,000 tons of raw cotton were exported by rail from the four districts in 1936-37. It seems clear therefore, considering the abundance of raw material at hand, that the manufacture of textiles and of oils and oil products is the most hopeful line of development. We are strongly of opinion that three or four spinning mills should be started in the Ceded districts at centres such as Bellary, Tadpatri and Nandyal where cotton is available. This step would not only provide whole-time employment for about 1,440 men per mill and directly help the handloom-weaving industry in the neighbourhood but would indirectly stimulate industry and trade all over the surrounding country. There are over 14,000 handlooms in Bellary and Anantapur districts alone depending on yarn imported from outside which would readily consume locally made yarn. The cotton now grown in the area will spin up to 20s which is what is now generally required by handloom weavers. For spinning finer counts up to 40s imported Karunganni or Cambodia would at first have to be used but we have every reason to hope that these varieties will eventually be produced locally under irrigation from the Tungabhadra project and that the mills will find their entire supplies within the Ceded districts themselves. The capital required to establish a mill with a productive capacity of 300,000 lb. is estimated at 22 lakhs. It would be necessary for the Government to assist in raising the necessary capital through the State Aid to Industries Act and otherwise to secure efficient management and working. Now that there is a proposal to combine the generation of electric power with the Tungabhadra irrigation project, the mills could profitably utilize the power generated and thus provide a load which might otherwise be difficult to secure.

7. For the same reason that we regard the establishment of spinning mills as the most hopeful way of developing large-scale industry we look upon hand-spinning and hand-weaving as worthy of every encouragement as cottage industries for both whole-time and part-time workers. The material is there and the industries are long established; what is wanted is guidance and control. We suggest that the All-India Spinners' Association may be requested to open a branch in the Ceded districts to organize and encourage hand-spinning and hand-weaving. If they are unable to agree the Government should do so through other agencies. We consider that as handloom-weaving is, next to agriculture, the most important occupation of the country, all possible steps should be taken to stabilize the industry and secure for the weaver continuous employment and not leave him to the tender mercies of a middleman to finance him and purchase the finished products. The weaver should be in touch with the market and know the class of goods for which there is a market. The Government should arrange to supply the agency which will keep him in close touch with the market and direct production in accordance with demand. It is also necessary that the weaver should be assisted both by finance and organization to get supplies of raw materials and improved appliances and in the disposal of his products. The Provincial Handloom Weavers' Co-operative Society is doing what it can with the resources at its disposal, but it has not been able to do all that is necessary to put the occupation on a thoroughly satisfactory basis and secure the weaver continuous employment and a steady wage. We think it is absolutely necessary for the Government to advance money at a cheap rate of interest to co-operative societies formed for the benefit of weavers, and to provide the assistance of special officers who will put the weaver in touch with the market, forecast the nature of the demand, help him in marketing cloths and give him the necessary technical advice in the adoption of improved appliances. There are now three weaving centres open in the Ceded districts run by the Government as famine-relief works and they will in the ordinary course close down shortly. We urge on the Government the need for organizing these weavers immediately and giving them facilities to secure continuous work without delay so that they may not be left to their own resources when the relief centres are closed down.

8. Other raw products of the Ceded districts which with suitable organization might be the basis of industries either on a small or large scale are sugarcane, fruit, castor, avaram and aloe fibre. Sugarcane is now grown mainly under the Tungabhadra channels in Bellary district in which district there were 9,544 acres under this crop in 1936-37. We think it would be worth while investigating the possibility of extending cultivation and promoting the manufacture of sugar, by starting one or more additional factories, and at the same time the development of both the production and refining of palmyra and date jaggery in the Ceded districts as a whole should be seriously considered.

9. The fruit research station at Anantarajpet, in Cuddapah district, has given an impetus to fruit production. Fruit growers in and around Kodur are responsible for a large supply of oranges to Madras market, mainly through the Madras Provincial Marketing Society. There is already a proposal to establish a fruit preservation and canning factory at Panyam, an important fruit-producing centre in Kurnool district with assistance through the State Aid to Industries Act. We commend also for consideration the suggestion for the development of fruit preservation and canning as a cottage industry under the auspices of the co-operative movement put forward by Mr. Green in his note appended to the report. Both in Cuddapah and Kurnool districts there is said to be a wide field for the extension of fruit production. The extension of fruit cultivation should form a prominent feature in the programme of the Agricultural department in those districts by supplying fruit seedlings from Government farms and carrying on an intensive propaganda to encourage the planting of orchards in villages where conditions are favourable. The Government may also for a period of years forego assessment on fruit-growing lands brought under fresh cultivation.

10. If agriculture, the culture of silk-worms that feed on castor leaves, is to have any future in this province, the Ceded districts are well adapted to the establishment of the industry as a cottage industry. In 1936-37 there were 125,000 acres under castor in the four districts, representing 48 per cent of the output of the province. As the apparatus is simple and inexpensive and the recurring expenditure low, sericulture is pre-eminently suitable for development as a cottage industry. Two difficulties will, however, have to be overcome: (1) Experience has shown that the rearers prefer the quick return obtained by selling the cocoons even though it is by no means easy to find a market for them. (2) It has proved difficult to find a market for the finished product owing to the general preference for mulberry silk. As in the long run it will obviously benefit the rearers if they are encouraged to spin the silk in their own homes we consider that before taking up the question of establishing a plant for the manufacture of spun silk in Madras,

every effort should be made to find a market for the finished product of the cottage industry. It may be noted that the castor plants do not suffer in any way as only the leaves are used as food for the cocoons and no damage is done to the plants.

11. On our first visit to Bellary district in the month of June we were struck by the flourishing appearance of the avaram or tangedu shrubs (*Cassia auriculata*) along the road margins in a countryside otherwise entirely devoid of vegetation. This plant thrives on any kind of soil and can survive severe drought and grow to a height of four or five feet in two years. It is thus almost the only plant which is ideally adapted to conditions in the unirrigated portions of the Ceded districts, so that the possibilities of its exploitation for industrial purposes should obviously be carefully explored. Avaram bark is now extensively used for the tanning of good quality skins and for tanning hides for local consumption. We are surprised to learn that about two-thirds of the avaram bark now used in this province comes from Mysore and Hyderabad and we consider that the reason for this curious state of affairs should be carefully examined, and immediate steps taken to remedy whatever the defects in the local product may be. It has been suggested that as avaram now grows wild, the cost of collection is probably unduly high. We consider that the possibility of organizing plantations in Kurnool, Bellary, Anantapur and Cuddapah merits close examination both as a means of improving the quality and reducing the cost of the bark. Ryots should also be encouraged to grow avaram in waste lands adjoining their holdings and on the margins of fields and the co-operation of the Agricultural and Forest departments should be enlisted to determine the best conditions for the profitable development of the crop and if necessary to import and distribute better varieties. Tanning is one of the oldest indigenous industries. Considering the large number of goats and sheep maintained in the Ceded districts, the advantages of conducting tanning processes near the place where the skins and hides are available and the obvious possibility of putting locally produced avaram on a competitive footing with outside products or with wattle, we are strongly of opinion that tanning factories could easily be established and that special facilities should be granted for this purpose. Indigenous tanners may be encouraged to grow avaram by giving lands on cowle where available.

12. Attempts have been made in the past to promote the sisal fibre industry and a large plantation conducted on a commercial scale exists in Penukonda taluk in Anantapur district. It is worth while examining the possibilities of developing this industry. As a hedge crop preventing soil erosion, sisal is very valuable and the introduction or extension of cultivation of this crop in other areas in the Ceded districts would also provide valuable fibre for a cottage industry.

13. There are one or two small-scale village industries which should be encouraged or revived. The glass-bangle industry once flourished in many villages of the Ceded districts. It would probably do so again if block glass could be supplied at a sufficiently low price. The possibility of reviving the industry through a glass block supply from the Jamal Glass Factory at Madras or some other factory may be considered and demonstrations of improved methods in manufacture of glass bangles as a cottage industry may be arranged. It might also be possible to establish a glass factory in Anantapur district making use of silica from the Penner river.

14. At Markapur in Kurnool district the manufacture of school slates of a cheap quality has been carried on from about 1921 as a cottage industry. The wood for the frames has until recently been supplied from Kallai in Malabar but lately frames have been obtained from Hyderabad which has an obvious freight advantage over Malabar. Unfortunately the Nallamalai forests cannot supply a sufficient quantity of the kind of wood required for the slates. In order to establish this industry on a firm footing we suggest that the Forest department should for a number of years at least supply suitable wood at special rates.

15. It ought not to be difficult to increase the production of wool in the Ceded districts. Large herds of goats and sheep manage to survive on the scanty pasture obtainable on wastes, the margins of streams, and in the scrub jungle on hill slopes. There are over 2,800 looms engaged in the weaving of cumblies in the districts of Anantapur, Bellary and Kurnool. The crying need of the industry is for improvement in the quality of the wool, and this in its turn depends on the provision of better grazing facilities. We understand that this question is engaging the attention of the Government and we recommend that special attention should be paid to the needs of the Ceded districts. For the same reason we recommend the re-establishment in connexion with the Hagari farm or elsewhere of the sheep-breeding station which was removed to Hosur some years ago.

16. Centres may also be established in the Ceded districts for training in the manufacture of hand-made paper from botha grass and other suitable material which may be supplied by the Forest department and to teach oil-pressing. Centres should be opened

at which demonstrations of improved tanning, soap manufacture and jaggery manufacture will be given. Peripatetic parties for demonstrating the advantages of these and other cottage industries may be organized.

17. We have so far been mainly concerned with the discovery and exploitation for industrial purposes of the existing resources in raw materials; we now turn to a subject of at least equal importance, viz., the best methods to be adopted to increase the quantity and quality of the raw material produced. The agricultural research station at Hagari in the centre of the famine zone has for years been trying to discover the strains of cotton and cholam best suited to the soil and climate of the tract surrounding it. We visited the farm and were much struck by the success that had attended the use of various kinds of bunding instruments. The bunds formed have nothing in common with the big contour bunds frequently constructed in the black-soil country to facilitate drainage and prevent erosion. The bunds at the farm are small bunds only a few inches high and a foot or two apart, dividing the field up into a large number of minute plots. The result seems to be greatly to assist the retention of moisture and increase the yield. The instruments employed in bunding the field are neither very elaborate nor expensive but in order to popularize the new method we recommend that a stock of them should be maintained at taluk headquarters or wherever the Superintendent, Hagari Station, thinks they could usefully be employed. At first their use should be demonstrated and given free of cost for the purposes of propaganda; later if the idea catches on and proves successful they may be sold at cost price or a little above it. Though the water retained by these bunds would in the ordinary course probably evaporate, the method ought not to be adopted in the immediate vicinity of the foreshore of a tank for obvious reasons.

18. We are unable definitely to recommend any other method of dry farming likely to improve outturns, though we have read with interest the report of the officer deputed by the Government to study electro-culture and kindred methods in North India. We are unable to offer an opinion on the matter that would be of any value.

19. We have been specially asked to consider the desirability of using the Famine Relief Fund to open seed granaries at selected centres in the famine area. In our opinion there is no need for seed granaries generally though in order to propagate improved strains the Government may arrange through the Agricultural department for the supply of good seeds required by the ryots.

Even though in several matters the recommendations made would apply equally well to other areas, in view of the special conditions in the Ceded districts, we recommend that special consideration should be shown to the needs of the Ceded districts.

20. This brings us to the subject of irrigation which is considered by most of those who gave evidence before us, the panacea for all the ills to which the Ceded districts are subject. The striking contrast between the splendid crops that can be reaped when the monsoons are favourable, especially on the deep black-soils, and the wilderness which even a partial failure of rain can create, makes the belief of the ryots in the value of irrigation and their impatience at the delay in supplying it, very understandable. The only way of obtaining an assured supply of water is by the construction of storage reservoirs supplied by perennial rivers or by impounding flood water in them which would otherwise run to waste. The only attempt so far made to provide the Ceded districts with an assured supply of this kind is the Kurnool-Cuddapah canal which protects from all possibility of famine about 100,000 acres in the districts of Kurnool and Cuddapah. There is a united demand by the people of the parts now regularly subject to famine for the Tungabhadra project, which will directly protect a great deal of the tract which we have indicated as being most frequently affected, and indirectly benefit a much wider area in a number of ways. We have been greatly impressed by the complete unanimity on the part of the people in the affected area. Their demand is that the Tungabhadra project should be taken up without delay and they are prepared to give precedence to its construction over every other consideration, political or economic, including the formation of linguistic provinces. They are positive that in any case the whole area coming under the scheme should not be divided.

The Tungabhadra project is planned to irrigate an area of one million acres in parts of the taluks of Bellary, Hospet, Siruguppa, Alur, Adoni, Rayadrug, Gooty, Kurnool and Pattikonda and the ultimate cost is said to be estimated at 13 crores. Mr. Dowley has put before us a plan for taking up the project in stages which can ultimately be developed into the full scheme as now planned. The first of these stages is to be designed as a combined hydro-electric and irrigation scheme and will cost about 5 crores, including

the cost of the dam designed to impound enough water for the full scheme when it eventually can be taken up. This stage will command an area of about 400,000 acres in the centre of the famine zone and generate 6,800 K.W. of electric power of which 3,400 K.W. will be available for Madras. The generation of power in the area will lead to the rapid industrialization of the Ceded districts, and help considerably in starting big factories and village and cottage industries.

The problems connected with the project are of two kinds—those that centre round the reaction of deep black soil to Tungabhadra water, and those that demand an answer to the question “Will the ryot be able to turn these unaccustomed advantages to the best use and will he be able to pay a suitable water-rate from his additional income?” So far as we are able to judge, the danger of alkalinity setting in, has, given proper precautions, been exaggerated. We note that irrigation under direct channels from the Tungabhadra carried on for centuries has produced no deleterious effects on the soil. The Government Agricultural Chemist has given Tungabhadra water a first-class certificate. The Director of Agriculture from his long experience of the Ceded districts has stated in evidence before us that he would have no hesitation in recommending the sanction of the scheme immediately. One of the purposes for which the station at Siruguppa was established was to test the reaction of deep black soils to Tungabhadra water and if it is deleterious at all how to overcome it. We consider that it should not be difficult to come to a rapid conclusion on this point, and would very strongly deprecate postponement.

With the Bhavani Reservoir Irrigation Cess Act (XVI of 1933) in mind we made a point of sounding opinion, particularly non-official opinion, on the desirability of introducing legislation which would define the commanded area, and insist on a water-cess from that area whether or not water was used. There was general willingness to agree that legislation on these lines would be necessary and that the ryots would accept it. We consider that even more drastic provisions will probably be necessary. The Kurnool-Cuddapah canal is a useful warning of what is likely to happen if canal water is supplied to a large tract accustomed only to dry farming, in the hope that the ryots will use all the water available and make the maximum profit out of it. We understand that one of the main reasons for the failure of this canal to show a return, is that the holdings were too large for extensive irrigated cultivation and that the ryots preferred to keep all the lands in their possession and pay for canal water only when it was necessary to supplement rainfall. We have no doubt that much the same would happen in the ayacut of the Tungabhadra project if proper precautions are not taken. We recommend therefore not only a compulsory water-cess to be paid on the entire commanded ayacut but a provision for the acquisition of any land which has not been brought under regular irrigation within ten years of water being first supplied (at a valuation to be fixed at the time of the passing of the Act). The lands thus acquired should be sold to bona fide cultivators who can be trusted to develop them to the best advantage. Legislation of this kind can only be passed if every opportunity and assistance is given to cultivators to make the best of their lands. Experiments are now being conducted at Siruguppa to determine the rotation of crops likely to produce the maximum profit to the cultivators. These experiments ought to be intensified and when conclusive results have been reached, the compulsory cultivation of those crops that will give the best result in a rotation should be strictly prescribed. Power should be taken in the proposed legislation to enforce the adoption of the rotation of crops prescribed. To accommodate ryots who have to bring large holdings under irrigation at a cost of about Rs. 30 to Rs. 100 an acre we recommend the grant of loans to be recovered on easy terms along with land revenue and water-cess. We are emphatic that all the resources of the State must be thrown into this project on the lines which we have suggested, and we recommend that the first stage of the Tungabhadra project should then be sanctioned and completed as early as possible. From the season and crop report for Bellary, for fasli 1346, it is seen that cholam irrigated gives 1,500 lb. per acre while the unirrigated land yields only 450 lb. and for cumbu the yield on irrigated land is 1,300 lb. per acre whereas the yield from unirrigated land is 450 lb. The yield of an irrigated crop is thus nearly three times the yield of an unirrigated crop. There is also the certainty of yield even when the rains fail. As regards cotton, the figures relating to Coimbatore show that the yield from irrigated land is more than three times the yield from unirrigated land. There will thus be sufficient additional income out of which the ryot can easily pay the water-rate that will be levied. The experiments conducted in the Hagari farm also support the above conclusions.

21. *The Kurnool-Cuddapah canal.*—As we have already indicated we consider that a contributory, if not the main, cause for the failure of this canal is the policy of *laissez faire* which the Government have adopted towards it. In the first place, they allowed

it to be constructed by a private company which proceeded to charge exorbitant rates of water-cess if water was used. When the Government were compelled to take it over they reduced the cess but continued the option, with the result that no pressure was put upon the ryots to make full use of the irrigation resources at their disposal. The ryots became accustomed to the canal as a useful supplement to rainfall in bad seasons, but saw no reason to pay for water when they could raise excellent crops of cholam, chillies and latterly groundnut without it. At the first resettlement of the Kurnool district an attempt was made to retrieve the situation. Recalling the fact that the canal had originally been intended for the irrigation of wet crops the Government proceeded to carve out a wet ayacut by transferring to "wet" all lands which had raised paddy or mundlavari and levying compulsory wet assessment on them during the preceding five years. The wet ayacut thus formed amounted to 13,263 acres but it had to be drastically remodelled at resettlement again on the basis of five years continuous cultivation of paddy, excluding mundlavari this time, as it was found that the compulsory levy of wet assessment had by no means invariably resulted in the cultivation of a wet crop. At neither resettlement was any attempt made to interfere with the option which the holders of dry lands outside the ayacut have of taking water as and when they please and paying the very moderate rates imposed under the water-cess rules when they take it. We do not yet consider it too late to retrieve the situation and put a stop to this colossal waste of the resources provided by the Government. We consider that legislation similar to what has been proposed for the Tungabhadra project should be applied to the Kurnool-Cuddapah canal. The policy of definitely encouraging the development of paddy should be abandoned, land such as that under the Nandyal tank on which paddy properly transplanted yields a good return may continue to be registered as wet and pay wet assessment. Wet land on which paddy is drilled in by the gorru and yields a poor return may be compulsorily transferred to "dry" and pay in future the compulsory cess that may be fixed for the entire commandable area. Compulsory acquisition after ten years may be resorted to as in the case of the Tungabhadra project and all the facilities that the State can offer to ryots to bring their land under irrigation and grow the crops prescribed may be extended.

22. The Tungabhadra project protects only a small corner of Anantapur district. The red-soil taluks of Hindupur and Penukonda which are frequently subject to famine can hope to benefit only very indirectly from the project and from the industrial development which it will stimulate. The most hopeful scheme for this area is what is known as the Penner-Kumudavati project. It consists of the construction of an anicut across the Penner immediately below the point where the Kumudavati river falls into it. A channel will take off on either bank to supplement the supply to six tanks and an existing river channel. Even though the project is to some extent dependent on the vagaries of the monsoon, we consider that the statement of rainfall in the catchment area shows that there will be some floods in the river which if impounded in the already existing tanks should secure for the ryots one crop at least. We recommend that this project should be taken up as early as possible as a protective scheme.

23. The Indian Irrigation Commission in its report of 1903 drew attention to the fact that the central districts of Coimbatore, Salem and North Arcot, which suffer equally with the Deccan from deficient and uncertain rainfall are able to withstand the failure of a single monsoon owing to the large number of private wells supplying water for irrigation. They ascribed the failure to sink wells on a large scale in the Deccan to difficulty and expense. In Coimbatore and Salem the wells are 30 to 50 feet deep on an average but in the black-cotton soil area no water suitable for irrigation is available at a depth of even 100 feet. Borings made by the Department of Industries in the effort to get a drinking water-supply for the villages within 100 feet of the ground have been a failure in the black-soil tracts. We have been specially asked to get into touch with an Engineer in His Exalted Highness the Nizam's service who is reported to have made successful borings in similar country on the other side of the Tungabhadra, but repeated requests for information elicited no reply. Deeper borings, as the recent experiments near Cuddapah have shown, are far too expensive both as regards initial outlay and upkeep, to be a practical proposition. So far as most of the black-soil tract is concerned there seems to be little to be hoped for from well-sinking. There are, however, tracts in the Ceded districts where it is possible to get water for irrigation at reasonable depths. The banks of rivers and water-courses and the red soil areas generally should in our opinion be surveyed without delay for this purpose, and the ryots encouraged to dig wells wherever a sufficient quantity of water is likely to be available. We think that a special loans scheme should be started in the area, the loans being recovered in very easy instalments and at least in the early years of the scheme the amount written off if the well proves a failure for causes beyond the ryots' control.

We understand there are also wells in some parts of the Ceded districts which have been abandoned and some of which are almost in ruins as the owners cannot afford to incur the expenditure required to deepen them and maintain them in order. We recommend that the special loans scheme may also be extended for renovating abandoned wells. Where the owners are not in a position to avail themselves of the facilities offered, the Government may in suitable cases, acquire such abandoned wells, carry out the necessary repairs, and maintain them charging a compulsory water-rate for the ayacut under such wells. In tracts where the ryots whose lands can be improved by irrigation are too poor to offer the necessary security to obtain Government loans, we would suggest for the serious consideration of Government sinking wells, supplying water for irrigation and charging a compulsory water-rate.

24. Sir Thomas Munro, commenting on the absence of tanks in the Bellary district and the failure to build more, pointed out that the best sites have already been seized upon and that in a country of such light rainfall a large catchment area is necessary to secure a valuable supply. In the Anantapur district, however, and in the red-soil tracts generally there is a large number of small tanks many of which stand in need of repairs both as regards the bund and the supply channel. The objection usually raised to the devotion of much attention to these sources is that as they receive their supply from the neighbouring area, which, equally with the ayacut suffers from the vagaries of the monsoon, they are apt to fail when they are most needed. We consider that though small tanks cannot give complete protection, they are nevertheless of great importance as a supplement to rainfall as the supply in the tank may keep the crops from withering if a shower or two is delayed by a few weeks. They are also of importance as sources of drinking water for cattle in the hot weather. Old breached tanks should, we consider, be repaired wherever feasible and the possibility of making new tanks should be examined. To expedite the investigation necessary we recommend that the Tank Restoration Scheme investigation in the districts should be completed and the old memoirs of irrigation projects should be brought up to date. We consider that as part of the scheme for intensive development, the return now considered the minimum for protective works in all the taluks now liable to famine should be further reduced, and that a thorough investigation of all projects which have been rejected on the ground of insufficient return should be taken up in the light of this recommendation. In order to have an agency for continuous investigation and construction of both major and minor schemes we consider that for five years the minor irrigation establishment should be combined with the Public Works Department in a special division. Wherever a new scheme is taken up we recommend legislation of the kind which we have proposed for the Kurnool-Cuddapah canal and the Tungabhadra project.

25. We are also of opinion that the irrigation law or rather the absence of it, in this province leads directly to the waste of the small supplies that are now being received in Government sources. We invite attention to paragraphs 278-282 of the Irrigation Commission's Report, Part II, on this subject and need hardly point out that the situation has in no way changed for the better in the 35 years that have elapsed since this was written. The particular difficulty in the Ceded districts to which our attention has been drawn is that in a year of short supply the Collector is not, except in very exceptional cases, in a position to specify the survey numbers in the registered wet ayacut of an irrigation source which alone may take water. All he can do is to specify the proportion of the ayacut which should be brought under cultivation and warn the ryots that remission will be refused if this proportion is exceeded. It seems to us that it is asking a great deal too much of human nature to expect the ryots to come to an amicable arrangement among themselves about the distribution of a supply insufficient for all. As a result it is not surprising that there are instances where, owing to the difficulty of reaching an understanding, the entire ayacut has been left waste. We suggest that the Government should take early steps to arm their officers with plenary powers in the matter of water distribution.

26. There is abundant evidence to show that there has been a steady process of denudation of forests in the Ceded districts. We think that the time has undoubtedly come to reverse this process in order to conserve the rain water falling in the tract and to prevent erosion. We are in favour of a plan of afforestation and recommend a survey of the area to decide where afforestation can best be carried on. If any of the places selected are now reserves under the control of forest panchayats we recommend that they should be removed from their control and handed over to the Forest department. An additional method of preventing erosion and conserving moisture is by sowing grass on waste lands. Further research should be undertaken to determine the best quality of grass for the area and for the different kinds of soil within the area.

27. In the foregoing paragraphs we have furnished the outline of a programme for the rapid and intensive development of this distressed area, which, if it is to be implemented, will require the co-operation of all departments of the Government as well as disinterested and efficient non-official help. An immense amount of propaganda by way of demonstration and through the agency of cinema shows, lectures and pamphlets will have to be undertaken, in order to stimulate the spirit of self-help among people who have for generations been accustomed to accept famine conditions as their inevitable lot. We consider that for five years at least a special agency should be created. It should conduct an investigation into the existing resources of the tract agricultural, animal, forest and mineral and consider their industrial possibilities. It should promote the formation of big-scale industries and organize cottage industries, place them in touch with the markets and generally assist them to find their feet. It should make a special study of all the problems connected with the Tungabhadra project in its development stage so that there should be no avoidable delay in its completion. The development of other projects and minor irrigation schemes should be watched. It will co-ordinate the work of all departments, be responsible for demonstration and propaganda and in general act both as the adviser and agent of the Government in the task of planning the prosperity of these districts. We consider that the best agency for the purpose will be a Board consisting of the heads of departments contributing to development and of representative agriculturists and business men. The constitution of the Board called the Ceded Districts Economic Development Board may be as follows:—

- (1) The Member of the Board of Revenue in charge of Famine (*Chairman*).
- (2) The Chief Engineer for Irrigation.
- (3) The Chief Conservator of Forests.
- (4) The Registrar of Co-operative Societies.
- (5) The Director of Industries.
- (6) The Director of Agriculture.
- (7) to (10) Four non-official members—one from each of the districts of Bellary, Anantapur, Kurnool and Cuddapah.
- (11) and (12) Two other members to advise on the financial and business aspects of matters coming before the Board.

In order to give continuity to the work of the Board and to push through the programme with vigour and enthusiasm we consider it necessary that it should have a full time secretary stationed possibly at Bellary. If the right man is selected, we have no doubt that the task of promoting and co-ordinating departmental activity will give him plenty to do.

28. We have given our reasons for dealing exclusively with the Ceded districts and for treating these districts as a distressed area. The middle part of Coimbatore, Kollegal and the southern part of Salem are also subject to frequent failures of the monsoon and are without adequate protection. Except the Pollachi taluk which is served by the south-west monsoon and the northern and southern borders of the district which are served by the Bhavani and Amaravati rivers, the rest of the Coimbatore district is subject to frequent failure of the monsoon or insufficient rainfall. The monsoon is not always timely and is ill-distributed. Conditions therein are similar to those in the Ceded districts. But for the fact that there is a very large number of wells dug at heavy cost by the ryots and the incessant labour of the ryot and his family for drawing water, this area would have been subject to famine in the same way as the Ceded districts. Even the wells dry up if the monsoon fails more than one season. The water table is getting permanently lowered. The major parts of the Avanashi, Coimbatore, Palladam, Erode and Dharapuram taluks are subject to scarcity of this sort. Even while we write the report, the Erode District Board has passed a resolution asking for relief works to be opened in the Kangayam division of the Dharapuram taluk. In many parts of this area, there is scarcity of drinking water. The Upper Bhavani project as planned would serve most of the area that is subject to frequent failure of monsoon and consequent scarcity. The Committee, therefore, recommends that the Upper Bhavani project may be re-examined as a protective scheme and taken up as early as possible. If this project is not found feasible, the Committee recommends that the Lower Bhavani project may be sanctioned and it may be so modified as to serve as much of the area subject to scarcity as possible.

29. Parts of the Salem district, especially the Tiruchengode and Namakkal taluks, are in the same position and are subject to frequent failure of monsoon. Kollegal is another tract which is subject also to scarcity. Expansion of ordinary works had to be resorted to more than once in the Kollegal taluk.

The rainfall recorded at the stations in the area during the last 8 years is as follows:—

| Stations.       | 1930. | 1931. | 1932. | 1933. | 1934. | 1935. | 1936. | 1937. | 1938<br>(up to end<br>of October<br>1938). |
|-----------------|-------|-------|-------|-------|-------|-------|-------|-------|--------------------------------------------|
| Coimbatore ..   | 41.19 | 22.76 | 26.64 | 27.00 | 20.16 | 14.08 | 21.52 | 24.97 | 11.13                                      |
| Tirupur ..      | 43.25 | 19.01 | 33.73 | 3.18  | 21.7  | 2.08  | 2.51  | 31.12 | 18.76                                      |
| Avanashi ..     | 41.67 | 21.60 | 3.53  | 40.42 | 26.58 | 26.25 | 24.1  | 29.09 | 20.38                                      |
| Palladam ..     | 59.91 | 21.05 | 31.2  | 28.5  | 16.0  | 1.92  | 1.28  | 22.50 | 11.13                                      |
| Erode ..        | 50.75 | 16.57 | 39.15 | 20.59 | 23.11 | 20.9  | 29.24 | 36.90 | 27.36                                      |
| Perundurai ..   | 42.68 | 25.11 | 32.21 | 30.66 | 24.75 | 2.83  | 25.35 | 32.09 | 27.53                                      |
| Dharapuram ..   | 42.78 | 26.01 | 26.35 | 34.03 | 16.37 | 2.13  | 23.33 | 19.60 | 11.35                                      |
| Kangayam ..     | 41.81 | 23.00 | 37.29 | 29.37 | 42.87 | 21.57 | 12.50 | 22.57 | 12.65                                      |
| Kollegal ..     | 34.16 | 26.19 | 36.7  | 39.06 | 24.2  | 24.6  | 24.77 | 35.06 | 31.42                                      |
| Tiruchengode .. | 44.03 | 18.20 | 36.45 | 31.0  | 25.49 | 1.24  | 2.09  | 5.57  | 26.96                                      |
| Namakkal ..     | 35.63 | 21.31 | 36.35 | 33.03 | 20.87 | 28.92 | 28.2  | 31.83 | 23.34                                      |

We recommend that the same treatment should be given to the possible minor irrigation projects in these areas as in the Ceded districts, by way of treating them as protective works with the minimum yield expected reduced as in the case of the Ceded districts, and by the formation of a tank restoration scheme to examine the minor irrigation projects and other sources of supply.

## Section II.

30. Our second task has been to examine and make recommendations for revision of the Famine Code with special reference to

- (a) the purpose of famine operations and the principles of famine relief;
- (b) the scale of wages and allowances and the diet scale;
- (c) the size and nature of the task in famine works;
- (d) the possibility of providing famine-relief works of more appreciable benefit to the community than stone-breaking, e.g., irrigation works of suitable size;
- (e) the provisions which require the expansion of the ordinary programme as a normal preliminary to the period of test and observation; and
- (f) the possibility of reducing expenditure on famine establishments.

All these questions specially referred to us except the first have been dealt with below with reference to the sections of the Code in which they are treated. Our recommendations are to a large extent governed by the opinion which we hold regarding the purpose of famine operations and the principles of famine relief. We propose accordingly to state our views on this subject in some detail.

31. The introduction to the Madras Code printed in the edition of 1905 and retained in subsequent editions lays down in succinct terms the principles which govern the detailed rules contained in the Code. It is based on the Government of India Circular No. 447, dated 9th June 1883, and this in its turn closely follows the language employed by the Strachey Commission of 1880 presided over by General Strachey. When the Strachey Commission was appointed, a clear and unambiguous statement of the duties of the State towards its citizens in times of famine was urgently required. In Orissa, in 1865, there had been a very large mortality before the tardy action of the Government afforded any material assistance. When therefore in 1873 the famine attacked Bihar it was resolved that "so far as money, zeal or skill would avail no such effects as in Orissa should be produced by the similar visitation in Bihar." As a result life was preserved but "money was spent profusely and a famine of unusual brevity and of no exceptional severity was found to have involved an expenditure of about £6½ millions." Incidentally it is worth noting that a large part of this colossal bill was incurred by importing nearly 500,000 tons of rice from Burma. Much of the criticism of the Strachey Commission was directed against wholesale interference with private trade, a course which a modern Government is unlikely to have to pursue as a famine-relief measure.

In these circumstances when famine attacked South India in 1876 there was an inevitable tendency for the pendulum to swing in the opposite direction. The Government of India declared that while on the one hand every effort should be made consistently with the resources of the State to prevent deaths from famine, on the other it would not undertake to prevent all suffering and to give general relief to the poorer classes of the community. From this declaration the Strachey Commission did not

materially differ. It declared that it was a paramount duty of the State to give all practicable assistance to the people in time of famine and to devote all its available resources to this end and pointed out that this duty was emphasized by the fact that the Government stands in the place of landlord to the agriculturists who form the great mass of the population. The State's intervention must, however, be likely to produce a practically beneficial result and to achieve this object it was necessary that the administration of famine-relief should not check thrift and self-reliance and should not impair family and other ties, such as those that exist between landlord and tenant, master and servant, employer of agricultural labourer and employed, alms-giver and alms-receiver.

In these observations will be recognized the genesis of the introduction to the Code and particularly of the last sentence of the third paragraph. It soon became abundantly clear that they were capable of widely varying interpretations.

The Commission of 1898 over which Sir James Lyall presided was appointed "to formulate for future guidance the lessons which the famine experience of 1897 has to teach." The famines of 1896-97 for the first time put the Provincial Codes based on the model of the Strachey report seriously to the test, and it was mainly to enquire whether or not they had stood the test successfully, that the Lyall Commission was appointed. Its conclusion was that "the existing Codes have been framed in almost all respects on suitable lines and the experience gained has confirmed the principles on which they were based." It was only on matters of detail that proposals were made and these were more of the nature of an expansion of the principles laid down in 1880 than of divergencies from them.

Such is the modest account given by the Lyall Commission of its recommendations, but others viewed them in a very different light. The proposals of the Lyall Commission were still under consideration when the severe famine of 1898 occurred. Most of the Provincial Governments were caught with their Codes unrevised and the uncertainty and dislocation which resulted led to the appointment of a third Commission with Sir A. P. Macdonnell as Chairman.

This Commission roundly asserted that the Lyall Commission, while paying lip service to the principles of famine-relief adumbrated by the Strachey Commission and accepted by the Government of India, had in practice departed from them in recommending a more liberal wage and a freer extension of gratuitous relief. In particular it was pointed out that the wage of 20 chhataks (100 tolas) given to diggers and 15 chhataks (75 tolas) given to carriers by the Lyall Commission had generally in practice been found to be excessive and been reduced. The Macdonnell Commission therefore recommended the reduction of the digger's wage to 18 chhataks and the carrier's wage to 14 chhataks and these figures were adopted and incorporated in the Codes of 1905.

In G.O. No. 1902, Revenue, dated 31st August 1921, the Madras Government appointed a committee under the chairmanship of Mr. Neil MacMichael to revise the Madras Famine Code. This committee made a number of recommendations, not all of which were accepted by the Government, reducing the stringency of the test, reducing the task and raising the wage. Finally, as a result of experience gained in the famine in the Ceded districts in 1935, the Government raised the grain equivalent of the wage for both workers and dependants to allow for a larger quantity of vegetables being given to all classes on famine-relief works.

32. Our reading of this chapter of history is as follows: The Macdonnell Commission justified what were definitely more stringent conditions of relief than those proposed by the Lyall Commission, by appealing to the principles of famine relief as stated in the introduction to the Code. The experience of the last thirty years has proved the necessity for liberalizing the conditions of relief, and we are of opinion as we shall later explain that some further amendment in this direction is necessary. If, therefore, the interpretation sought to be placed by the Macdonnell Commission on the principles of famine relief accepted by the Government of India is correct, we consider that the introduction to the Code requires amendment. It has been pointed out to us that the language of the introduction to the Code has not in fact since 1905 appeared to place any ban on liberalization, in that amendments to the Code have been made strictly with reference to the evidence available and the necessities of the case. Some of us however apprehend that as the principles of the introduction have been used once to justify what in our opinion was unjustifiable stringency they may be so used again. We are also of opinion that the now generally accepted doctrine of the duties of the State towards its citizens goes further than the mere statement that it is bound to protect the people from starvation in times of distress. We consider that the following sentences more aptly describe the object of

relief measures as at present understood than the last sentence in paragraph 3. We therefore recommend that the last sentence of paragraph 3 should be deleted and the following substituted:—

"It must also be remembered that while the main object of State intervention is to save life, it is none the less essential to maintain people in good health and prevent physical deterioration and dispiritedness among them so that they may be in a position to resume their ordinary pursuits with advantage to themselves and the State on the advent of better times. But the relief measures should as far as possible be designed so as not to check the growth of self-reliance or interfere with such moral obligations of mutual assistance as are prevalent and followed."

As section 127 of the Code is a corollary to the sentence which we recommend for deletion, we recommend that this section should also be deleted and we see no necessity to substitute anything for it.

We also recommend another slight change in paragraph 3 of the introduction. In the second sentence of this paragraph we wish to insert the words "sickness and" before the word "mortality." We consider that the rapid opening up of the country in the last sixty years has practically eliminated the possibility of death from starvation as the result of famine. We are also, as we have stated, opposed to the suggestion that the duty of the State ends with the saving of life, and we consider that the true criterion of the success of relief measures must be the maintenance of the general health of the persons relieved.

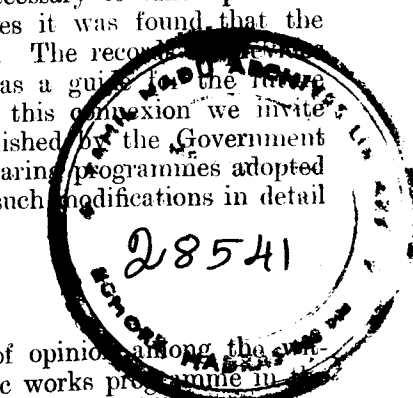
#### CHAPTER I.

33. (i) Section 3 (c).—We consider that this section should be amplified by adding the words "and dearth of fodder" after the word "disease." It is essential that any considerable dearth of fodder should be brought quickly to the Collector's notice.

(ii) Sections 9 to 22.—It should be possible to prepare estimates in greater detail and with more accuracy for the areas in the province which experience shows are particularly liable to famine. During the present famine it was found necessary to take up works for which no sanctioned estimates were ready and in all cases it was found that the estimates bore little relation to the actual expenditure incurred. The recommendations of the Lyall Commission provide statistical information which should be used as a guide in the future. In this connexion we invite the attention of the Government to the Scarcity Manual published by the Government of the Central Provinces. We consider that the method of preparing programmes adopted in the Central Provinces should be examined and adopted with such modifications in detail as may be necessary for this Province.

#### CHAPTER II.

34. (i) Section 33-A.—There was considerable difference of opinion among the officers of the Government as to the place of the ordinary public works programme in the scheme of famine relief. It was pointed out that the expansion of the public works programme might simply obscure the situation, as in the slack season for agriculture, there will always be a fair number of field labourers who will attend public works for the departmental wage. On the other hand, particularly in those tracts only occasionally visited by drought and with a comparatively high capacity for resistance, the immediate opening of test works on the first sign of abnormal unemployment would frequently mean a quite unnecessary expense and dislocation of the ordinary district administration. The Government of Bombay referring to relief operations in that Presidency in 1918 remarked that the mobility of the people had generally increased and experience shows that an expansion of ordinary works is both economic and adequate as the principal measure of famine relief. We are therefore of opinion that the decision whether to expand the programme of public works or to start test works should continue to rest with the Collector. There are however some expressions in the section especially when read with section 50 which have given rise to uncertainty. We consider that in November or December when the seasonal conditions usually cause anxiety in the Ceded districts, neither the Collector nor the Government can be expected to prophesy whether or not test works will be necessary if the next monsoon is normal. The suggestion in the section as it now stands undoubtedly is that once it has been decided to expand the programme of public works, it has also been decided that test and relief works will not be necessary if the next monsoon is normal. We consider it necessary to remove this impression. We therefore recommend that in the second sentence of the section the words "and thus to obviate the necessity of instituting test works unless the next monsoon fails or is unduly late or to postpone the



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stage at which they are called for as long as possible" should be deleted. For the same reason we recommend the omission of condition 2 (a) and the last sentence of the note to the section. It will then be made clear that the practice adopted in Anantapur district this year with the approval of the Government of first expanding ordinary works and later opening test and relief works when it was quite clear that the season was definitely unfavourable, has the sanction of the Code.

(ii) *Section 35 (b) (3).*—The words "sickness or" may be inserted before the word "mortality." We make this recommendation for the same reasons as we have given for a similar addition to the introduction.

(iii) *Section 42.*—We think it is necessary to draw pointed attention to the provisions of Board's Standing Order No. 14 (3) which empowers Collectors to postpone the collection of kist if the orders of the Board of Revenue or of the Government cannot be obtained before the date of collection. We consider that collection should be stopped, pending the result of the enquiry contemplated in the section as to the extent to which suspension and remission of land revenue will be necessary. We therefore recommend the insertion of the words "stop collection of land revenue and" between the words "shall" and "institute" in this section.

### CHAPTER III.

35. (i) *Section 48.*—The last two sentences of this section are—

"The only practical and trustworthy means of deciding whether distress requiring relief exists among those who are able to work is a test work properly put into operation. For this purpose the Collector may select one or more ordinary works in progress or required under either the Public Works Department, the Revenue Department or the district board according to convenience and shall regulate them strictly according to the following provisions."

We propose that they should read as follows :—

"Though the practical and most trustworthy means of deciding whether distress requiring relief exists among those who are able to work may be a test work, the Collector may with the previous sanction of the Board of Revenue dispense with the test stage if works started under section 33-A prove sufficiently attractive. If however test works are started the Collector may select one or more ordinary works in progress or required under either the Public Works Department, the Revenue Department or the district board according to convenience and shall regulate them strictly according to the following provisions."

We consider that this is a necessary corollary to our proposal to give the Collector under section 33-A complete freedom to decide whether he should expand ordinary works or open test works. If the Collector decides after expanding the programme of ordinary works that the situation has worsened to such an extent that relief works are called for, he should not be compelled to go through a completely superfluous stage of test. The amendment makes this clear.

(ii) *Section 49 (a).*—This section lays down the conditions to be observed on test works, a subject to which we have devoted very careful consideration.

The Macdonnell Commission, differing from the Lyall Commission, considered that the task on test works should be somewhat above the Code tasks for earthwork (i.e., 75 per cent of the task commonly performed by labourers in ordinary times), the full ordinary tasks for village works and the Code task for metal-breaking as special practice is required. The MacMichael Committee, apparently considering that the phrase "somewhat above the standard task" left too wide a discretion to the officers setting the task, recommended that on departmental works the task should in no case exceed 85 per cent of the ordinary task or in other words should not be more than 10 per cent above the Code task. The Government did not accept this recommendation except as regards stone-breaking, in respect of which they went further than the Committee and stated they would have no objection to an enhanced task equivalent to 80 per cent of the ordinary task. The present position therefore is that on departmental works the task for earthwork is somewhat above the Code task, but the enhancement of the Code task may be limited to 5 per cent in the case of stone-breaking. On village works the full ordinary task (25 per cent above the Code task) is imposed.

Our enquiries have shown that while there is rarely any difficulty in completing the task of stone-breaking, the hardness of the soil in the early part of the year when test works are usually open makes the earthwork task difficult to complete unless it is fixed very little above the Code task. We have obtained the definite impression that until the rains break, the earthwork task is universally regarded as harder than stone-breaking.

We therefore suggest that section 49 (a) should be amended as follows :—

"In the case of departmental works where the workers are employed in breaking stone or in earthwork where the earth has hardened by drying, the task imposed shall be 80 per cent of the ordinary task; where the test work is a village work, the full ordinary task shall be imposed—see section 103 and paragraph 39 of Appendix D."

(iii) As regards the other conditions on test works imposed under section 49 (b) and (c) we have received a number of suggestions for their relaxation. We consider however that if test works are to answer the purpose for which they are intended it will be impossible to relax these provisions in their entirety. We are therefore not in favour of allowances for dependents and we do not recommend any reduction of the task or enhancement of rate for new comers.

On two points however we think that the conditions of test are unnecessarily stringent. We consider that a compulsory rest day without allowances may be unfair to workers who are at the end of their resources. As we recommend a definite limit to the period of test we do not think that our proposal imposes too great hardship on the staff over a short period. We also consider that the prohibition against the formation of weakly gangs on test works may have the effect of raising the task of the gang very considerably if weakly persons form any considerable proportion of the whole.

We therefore propose that section 49 (b) and (c) should be amended as follows :—

"Section 49 (b).—There shall be no rest day and no allowance need be paid to the dependents."

Section 49 (c).—There shall be no reduction of task or enhancement of rate for new comers, who shall be distributed among the other workers. As regards weakly persons the provisions of section 102 will apply."

(iv) *Section 50.*—We propose to redraft the first three sentences of the section as follows :—

"The Collector may deal with the earlier stages of distress either through the expansion of ordinary works or test works (sections 33-A and 48), non-official relief agency and organized private charity (section 40) and the grant of takavi loans (section 41). As the test works provide an admittedly inadequate wage for the workers, with a higher task and no rest day, the object being to test whether the labouring classes are in such a state of distress that relief works must be opened to save them from starvation, the period of test should not be unnecessarily prolonged. In no case should the test period exceed four weeks. If test works are opened distribution of gratuitous relief should be commenced soon after the test works are opened as the persons eligible for official gratuitous relief are the destitute who are incapable of work (see section 137) and who are in danger of starvation. If for this purpose additional establishment is required, the Collector shall apply in good time to the Board of Revenue for the same."

This alteration is mainly consequential on the amendments which we have proposed to sections 33-A, 48 and 49 (b). We consider however that a definite limit should be put to the period during which a test work should remain open and that four weeks as a maximum is quite long enough. One of the official witnesses explained to us that the arrangement for providing work proceeds much more rapidly than the arrangements for providing gratuitous relief in villages and that these arrangements for providing gratuitous relief are usually incomplete during the earlier part of the test works stage. He considered that it was necessary to emphasize the need for early preparations for gratuitous relief. The last two sentences of our amendment are intended to cover these points.

(v) *Section 53.*—Experience has shown that a fortnight is rather too short a period in which to gauge the necessity or otherwise for opening relief works. We therefore suggest the substitution of "four weeks" for a "fortnight" in the first sentence of the section.

### CHAPTER V.

36. *Section 67 (d) (iv).*—We propose to prefix the words "sanitary arrangements are provided and" to the sub-section. This seems to us to be an essential precaution.

### CHAPTER VII.

37. (i) *Section 77.*—The section as it now stands is based on the recommendation of the Lyall Commission that "ordinarily village works should be reserved until the advent of the hot weather or as a reserve in case of epidemic disease." The Macdonnell Commission however noticed the existence of a large and influential body of opinion in favour of village

works and observed that it was in favour of village works as the back bone of the relief system in a district where a sufficient number of them can be found but considered that it will always be necessary to have some suitable large public works in addition not only as an alternative but also as a safeguard. We think it desirable to give fuller expression to the view of the Macdonnell Commission on this matter and accordingly recommend that for the words "non-departmental village works shall as far as possible be kept as a reserve" the following should be substituted:—

"Some non-departmental village works including village improvement works may be kept as a reserve."

(ii) *Section 82.*—We do not consider ten miles a reasonable distance for a man to find employment on a relief work. Section 78 provides that ordinarily a relief work should serve the villages within a radius of five miles. We accordingly recommend the substitution of "five miles" for ten miles in this section.

(iii) *Section 90 (b).*—As an additional and necessary precaution we suggest the addition of the words "and the segregation if necessary of contacts" after the word "disease" in this sub-section.

(iv) *Section 92.*—For the same reason we suggest the addition of the words "small-pox or other communicable disease" after "cholera" in this section and at the end of sub-section (a) we propose to add the following words:—"inoculation or vaccination of the people in the camps shall, if necessary, be carried out forthwith."

(v) *Section 97.*—This section deals with the classification of workers a subject on which famine literature reveals more difference of opinion than on any other. The Strachey Commission on the assumption that a female requires a little less than a male introduced the principle of sex distinction within the same class, and this principle was accepted in the provisional Code issued by the Government of India in 1883. The Lyall Commission however introduced the digger-carrier principle in these words:—

"Class I, or the *digger* class, will include all able-bodied persons who are capable of performing a full task as diggers, a full task being defined as 75 per cent of the digging task usually performed by able-bodied labourers on ordinary works. Class II, or the *carrier* class, will include all other adult labourers who are given a fair or moderate task as carriers, or on other work requiring no special skill or aptitude, and also all juvenile adults, i.e., boys and girls between the ages of 12 and 16. Class I will, therefore, consist almost entirely of men, though women who are capable diggers may be admitted into it. Class II will usually comprise all the females on the work over 12 years of age, all boys between the ages of 12 and 16, and all old or feeble men who are unable to do anything more than carry."

The Macdonnell Commission, while relaxing the digger-carrier classification, recommended a lower wage for women-diggers than for men-diggers and for women-carriers than for men-carriers. The recommendation was not however accepted and the Code as it stands recognizes no sex distinction. Women can work as diggers and earn a class I wage though their digging task is only two-thirds of the Code task for diggers (paragraphs 31 and 39 of Appendix D). There is naturally some difference of opinion both on the ability of women to turn out the same work as men, and on the need to provide women with the same wage as men. We find it impossible to make any definite pronouncement on these vexed questions but we desire to draw attention to the fact that the Code does recognize the possibility of women doing the same kind of work and drawing the same wage as men. We note that women are very rarely employed as diggers and we recommend that the attention of Collectors should be drawn to the provisions of the Code and that women capable of doing the same class of work as men should be placed in class I.

With this observation we recommend that the classification of workers should remain unchanged.

(vi) *Section 99 (b).*—As an alternative criterion for the establishment of additional subdivisions we suggest the addition of the words "or when the number of charges during the period is likely to exceed 8" after "three months" in this sub-section.

(vii) *Section 105.*—The decision as to the class of soil or other local condition of the task and the consequential adjustment of the task lay with the charge officer until a recent amendment to the code delegated these duties to the work agent. The change was apparently made because it was considered that the duties of the work agent as defined in paragraph 95 of Appendix D included the adjustment of the task. In our opinion,

however, the section as amended is clearly in conflict with section 88 (10) which definitely lays the duty of adjusting the task on the Charge Officer. We therefore recommend \* the removal of the correction slip to this section.

(viii) *Section 107.*—We consider that the duty of classing workers as weakly persons ought properly to rest on the Medical Officer. This is already recognized in paragraph 97 (v) (b) of Appendix D. But the position will be made quite clear if the words "Persons certified to be weak by the Medical Officer" are substituted for "weakly persons" in this section.

(ix) *Section 109.*—The circumstances contemplated in this section, viz., delay in the inception of relief measures, a sudden and unexpected influx of workers or insufficiency of staff are all of a very temporary nature. The remedy, however, to be effective ought to be quickly applied. It seems therefore most inappropriate to withdraw from the Collector the power to take action under this section. We consider that the "Collector" should be substituted for the "Famine Commissioner" and the "Famine Commissioner" should replace "the Local Government" in this section.

(x) *Section 111.*—Paragraphs 83 (a) and (b) of Appendix D do not prescribe any choice of the person to whom payment should be made. On the contrary they state that payment should ordinarily be made to the headman. We, therefore, recommend the substitution of the words "the headman of the gang" for the words "a person chosen by themselves from their own number" in this section.

(xi) *Section 114.*—The second sentence of this section which states that dependents should not be relieved on village works is clearly in conflict with sub-clause (d) to section 122 which provides for dependents being brought to the gratuitous relief lists of the respective villages. It should therefore be deleted.

(xii) *Sections 116 and 128.*—As a classification of dependents is made for the sole purpose of determining the allowance which they should receive, we find it necessary to deal with these two sections together. In the course of our inspection of famine-relief works in the Ceded districts we noticed that while the Code prescribes an exact quantity of the various foodstuffs to be given to members of each class, in practice this is observed only in the case of the grain item which is served out in moulds of the correct size. The other items are invariably made into a kind of soup and only the roughest attempt is made to apportion this soup quantitatively among the various classes of dependents. As a result, the elaborate arrangement of dependents in seven separate classes is to a great extent stultified. From the very beginning of our enquiries therefore we have been searching for a method of classification which would be of some practical use and a scale of allowances which it would be possible for those in charge of a relief work to observe.

Class IV consists of adult dependents including hospital patients and persons attending them. A distinction is, however, made between males and females for which we can find little justification. The principle of sex distinction recommended by the Macdonnell Commission was adopted neither for workers nor for non-adult dependents. It might we think easily have been abandoned altogether. We therefore suggest as a first step towards simplification of classification that classes IV (a) and IV (b) should be amalgamated in a single class IV.

Class V consists of children of both sexes and is subdivided as follows:—

- (a) between the ages of 12 and 14 who are unable to work;
- (b) over 8 years and under 12 years of age;
- (c) between the ages of 5 and 8 years;
- (d) over 1 year and under 5 years of age; and
- (e) up to 1 year.

We notice that this classification has been arrived at through a steady process of elaboration. The framers of the provisional and draft Codes of 1896 made no attempt to classify children but simply noted that the wages of children were to be determined with reference to age, capacity for work and requirements. Wages and allowance were not to be less than one quarter or more than three quarters of the wages for adult males. The Lyall Commission made the first attempt to introduce a system of age-grouping, by dividing non-working children into two classes, those above 8 years and those under

\* Mr. Dogra dissents from this view. In his opinion the decision as to the class of soil is one that should properly be made by a professional man.

8 years. The first class was to be given a grain wage of 7 chhataks (35 tolas) and the second 5 chhataks (25 tolas). The Macdonnell Commission increased the number of classes to four:—

|                                 | Grain wage.                               |
|---------------------------------|-------------------------------------------|
| 14 to 10 .. .. .                | 40 tolas.                                 |
| 10 to 7 .. .. .                 | 30 „                                      |
| Under 7 but not in arms .. .. . | 20 „                                      |
| Children in arms .. .. .        | One pice extra to the mother or 15 tolas. |

and this scale was incorporated in the Code of 1905 and retained in the revised edition of 1914.

The final change to the present classification was made on the recommendation of the MacMichael Committee, who pointed out that the age-limit of a child in arms had not been fixed. They were also of opinion that the dietary requirements of children at various ages was not sufficiently provided for by the comparatively simple classification of the Code and therefore recommended a further subdivision into four classes of children above 1 year—the limit which they sought to introduce for children in arms. The Government accepted these views in full and incorporated them in the revised edition of 1927.

For the reasons which we have already given we consider that this elaborate classification fails in its purpose, especially as has been so often pointed out the age-grouping can only be a rough guide to the officers-in-charge of works who in practice classify on appearance. We therefore propose to reduce the number of classes by one and recommend for acceptance, the following classification:—

*Class V (a).*—Non-working children between the ages of 9 and 14.

*Class V (b).*—Over 5 years and under 9 years of age.

*Class V (c).*—Over 1 year and under 5 years of age.

*Class V (d).*—Up to 1 year.

Dr. Aykroyd, the Director, Nutrition Research, whom we have consulted informally, approves of the grouping together of children between 5 and 9 years and between 1 and 5 years, but he would retain a distinction between children of 9 to 12 on the one hand and those over 12 and under 14 on the other.

(xiii) We are of opinion that with the simplified grouping of dependents which we recommend charge officers ought to find it possible to give each group the scale of rations prescribed for it under section 128. In the hope of facilitating their task still further we have worked out a standard ration of the items other than grain which we propose to give to class V (a). The ration for class IV will be  $1\frac{1}{4}$  times the standard ration, that for class V (b)  $\frac{3}{4}$  of the standard ration and for class V (c)  $\frac{1}{2}$  the standard ration. We have extended this idea to the wages of workers, but in order fully to explain our proposals we must first deal with what is known as the grain-equivalent system.

The origin of this system will be found in a sentence in paragraph 184 of the Strachey Commission's report. "On relief works where a money wage is given the rate of pay should be such as to leave a slight margin above the actual cost of the flour, so as to allow for the purchase of salt, pepper and other condiments and firewood and to avoid the risk of the wage being insufficient to purchase the full ration of food." The Government of India resolution of 1893 expanded this idea and recommended the practice of stating the wage in terms of a grain equivalent, which was defined as "the amount of grain of which the value is in ordinary times equivalent to the total value of the various items of the ration." It was added that the cost of the other items would seldom if ever be found to be more than three-fourths of the grain item. The grain equivalent of a given ration would therefore be equal to  $1\frac{3}{4}$  times the weight of the grain item. Provision was, however, made for calculation from time to time of all the component items of the ration at current prices when the  $1\frac{3}{4}$  ratio was proved incorrect either way. The Lyall Commission was of opinion that the system was convenient and while recommending it for universal adoption went into the question of the necessary margin between the grain item and the grain equivalent in great detail. The items of food besides grain taken into consideration were pulse, salt, ghee or oil and condiments and vegetables. The actual cost of these articles was worked out and added to the cost of the grain item. A further 5 per cent was added to be on the safe side and the final cost thus arrived at was reconverted into terms of grain. It was stated that during the 1896-97 famine the price of pulse fluctuated with that of grain while the price of oil, ghee, salt, condiments and vegetables remained steady. It was on the assumption that these conditions would normally be maintained that the Lyall Commission recommended the system for adoption

throughout India though as an additional safeguard against exceptional fluctuations they were in favour of granting the Local Government or the Famine Commissioner power to vary the wage 25 per cent either way, a provision now incorporated in section 130 of the Madras Code.

The non-official members of the MacMichael Committee by implication subjected the grain-equivalent system to severe criticism by producing figures which proved that the margin between the grain equivalent and the grain item in two camps in Kurnool district was insufficient to pay for the cost of other items. They, however, sought to remedy matters by recommending a considerable increase in wages and allowances. As a result of our inspections of famine camps in Bellary and Anantapur districts, we have come definitely to the conclusion that the amount of the grain equivalent is not ordinarily sufficient to purchase the grain and other items. This remark applies particularly to the lower classes of dependents. After the famine of 1935 a separate allowance was given for vegetables and condiments involving a considerable increase in the wages and allowances of all classes except V (e). The grain equivalent ought therefore to have been raised for all classes except V (e) in order to retain a sufficient margin from which the extra allowances could be met. Actually, however the grain equivalent was not raised for classes V (c) and V (d) with the result that it was found impossible to buy the rations prescribed in the Code for these classes. The net result was that the soup supplied in the kitchens, of which all classes partook, was less nutritious than it ought to have been. The defect was remedied in the month of July by raising the grain equivalent for classes V (c) and V (d) by 5 tolas.

Even for the classes for which the grain equivalent was raised in 1937, it is in our opinion extremely doubtful whether sufficient margin was allowed. The price of the various items in the diet on 31st May of this year at the Nandavaram-Nagaladinne camp was as follows:—

Grain—960 tolas per rupee.  
Pulse—616 tolas per rupee.  
Oil or ghee—120 tolas for 10 annas.  
Salt—74 tolas for As. 1-2.  
Vegetables—20 tolas for 2 pies.  
Condiments—240 tolas for Rs. 2.

The cost of feeding a dependent in class IV (a) on this basis works out to As. 1-2 whereas the cash value of the grain equivalent (65 tolas) is As. 1-1.

It will be observed from the figures on which the Lyall Commission based its calculations that the price of pulse was the same as the price of grain. This did not hold good in the Ceded districts during this famine as pulse was in fact nearly one and a half times as costly as grain.

We are therefore led to the conclusion that the grain-equivalent system, useful for administrative purposes as it undoubtedly is, may result in the payment of lower wages and allowances than those prescribed in the Code. Nor do we apprehend any great difficulty in calculating the wage and allowances to be paid to workers and dependents with reference to the actual prices in the nearest market from time to time, especially in view of the fact that the standard-ration system which we recommend will lend itself to easy calculation. Such a calculation ought to be done in any case even now by the Collector from time to time in order to see whether it is not necessary to recommend an alteration in the wage with reference to section 130 (a) (iii) of the Code.

The actual wages and allowances which we propose for the various classes of workers and dependents as we have suggested they should be revised are shown in the table below which we propose to substitute for the existing table in section 128:—

| Workers.                                                                        | Items in tolas.                                    |        |              |       |             |                            |
|---------------------------------------------------------------------------------|----------------------------------------------------|--------|--------------|-------|-------------|----------------------------|
|                                                                                 | Grain.                                             | Pulse. | Oil or ghee. | Salt. | Vegetables. | Condiments, tamarind, etc. |
| Special class to be paid the wage of class I and one pice (quarter anna extra)— |                                                    |        |              |       |             |                            |
| Class I .. .. .                                                                 | 55                                                 | 10     | 2            | 2     | 16          | 2½                         |
| „ II .. .. .                                                                    | 50                                                 | 7½     | 1½           | 1½    | 12          | 1-7/8                      |
| „ III .. .. .                                                                   | 40                                                 | 6½     | 1½           | 1½    | 10          | 1-9/16                     |
| Dependents—                                                                     |                                                    |        |              |       |             |                            |
| Class IV .. .. .                                                                | 40                                                 | 6½     | 1½           | 1½    | 10          | 1-9/16                     |
| „ V (a) .. .. .                                                                 | 30                                                 | 5      | 1            | 1     | 8           | 1½                         |
| „ V (b) .. .. .                                                                 | 25                                                 | 3½     | ¾            | ¾     | 6           | 15/16                      |
| „ V (c) .. .. .                                                                 | 15                                                 | 2½     | ½            | ½     | 4           | 5/8                        |
| „ V (d) .. .. .                                                                 | Under one year. One pice to be paid to the mother. |        |              |       |             |                            |

As we have pointed out, we consider that the main defect in the existing scale is the impossibility of ensuring that recipients of relief actually get what they are supposed to get and we trust that our proposals (1) to simplify classification, (2) to abolish the grain equivalent, and (3) to provide a standard ration for items other than grain will have the desired effect. It will be observed that by a very slight adjustment of the present scale under other items we have made the assumed ration for class I twice the ration for class V (a), for class II, one and a half times the ration for class V (a) and for classes III and IV, one and a quarter times the ration for class V (a).

The other important defects brought to our notice in the present scale are (1) the wage for adult women workers gives a low calorific value, (2) children under present classes V (c) and V (d) are not given any fat at all, (3) the allowance for vegetables is still very low compared with the jail diet. Such alterations as we have made are intended to remedy these defects. We have provided an extra 5 tolas of grain for class II, the class in which most adult women workers are found. We have increased the vegetable ration for workers under classes I and II and while reducing the oil item for class I we have increased it for the lower classes of dependents. The net result will be a slight increase in the wage for classes II and III, while the wage of class I will remain about the same.

For class IV we have proposed the allowances at present obtained by class IV (a) with slight additions under pulse and condiments. Our class V (a) will contain some who are at present classed under V (a) and some who are at present under V (b). We have therefore provided the average of the grain items now received by these two classes for our new class, but under other items we have in some cases adopted slightly higher figures than those now allowed for class V (a). Our class V (b) will consist mainly of members of the present class V (c) with some additions from the present class V (b). We have in this case taken the lower figure 25 tolas for the grain item but under other items we have provided amounts that are somewhat in excess of the present allowances for class V (b). Our class V (c) is present class V (d). Here again the grain item has been slightly reduced and a compensating increase given under the other items. For infants in arms we recommend that 1 pice extra should invariably be paid to the mother from the date of birth. At present prices this will bring 15 tolas of grain which is the grain equivalent for the class. We believe that the alterations which we have suggested will result in a more nutritious diet without greatly increasing the cost.

The view has been expressed in evidence before us that the Code wage does not allow for other necessities of life besides food and that some further addition ought to be made for this purpose. We are not prepared to make the addition to the burden of the State's obligations that the acceptance of this view in its entirety would entail, especially as we consider that the family wage will generally be sufficient to provide all the necessities of life. There are however two items either unprovided for or imperfectly provided for in the present Code which we consider essential to the health and comfort of the workers and their families. These are buttermilk and firewood, and we recommend that an extra pice should be given to all classes of workers to cover the cost of these items.

We also recommend that the grain provided should be of good quality and suggest the following amendment to section 128. For the sentence immediately below the table substitute—

"The amount of grain specified in column 2 of the above table should be reckoned in terms of grain of good quality cleaned for consumption."

If our proposal to dispense with the grain equivalent is accepted the second sentence in the note should be deleted. The last clause in the first sentence of the same note is even now inappropriate as separate rations of vegetables and condiments are provided under the section as it now stands.

(xiv) Section 129.—This section will require re-drafting if our proposals for the amendment of section 128 are accepted. The following is suggested:—

"The basis of conversion of the allowances into cash shall be the prices of the various items in the scale prevailing in the nearest market. As the grain and pulse ordinarily sold in markets require cleaning before they are fit for consumption, the Collector shall determine the price basis after deducting a suitable allowance for wastage due to cleaning. Any alteration in the wages and allowances shall be brought into effect only on the first day of the working week."

We also desire to add a sentence to note 2 under this section as follows:—

"The pulse, dhol and vegetables shall be in a condition suitable for cooking."

(xv) Section 132.—The revised rule relating to the treatment of pregnant women inserted after the 1935 famine, which was intended to clarify and explain the existing rule, has unfortunately merely led to increased confusion. Pregnant women are now allowed to absent themselves for three weeks before delivery and during this period they continue to receive the wage of the class to which they belong. If however they have not delivered at the end of this period, the Code does not state definitely what further treatment they should receive. We consider that it is an unnecessary hardship to ask them to return to the work for re-examination by the Medical officer. On the other hand if they are allowed to remain in the village and continue to receive a worker's wage on the mere certificate of the village officer that the child has not yet been born, we fear that there will be a strong temptation for these women to ante-date the probable time of delivery when they make their original application to the Medical officer, who will rarely be able to conduct a proper examination. We consider that no undue hardship is likely to be caused, if we prescribe that if the village officer certifies on the completion of the three weeks allowed by the Medical officer that the child has not yet been born, a further period of a fortnight should be allowed to elapse during which they will continue to receive the wage of the class to which they belong. If however at the end of this additional fortnight delivery has not taken place it may be fairly assumed that the woman has deliberately ante-dated the probable time of delivery. Her name should then be added to the village gratuitous relief list, and she should again become eligible for a worker's wage only from the date of delivery. To give expression to these views we suggest that the first sentence of section 132 should be re-drafted as follows:—

"A pregnant woman whether on public or village works shall be permitted to absent herself for three weeks before delivery and one month after delivery on the certificate of the Medical officer. If delivery does not take place at the end of three weeks she may be permitted to absent herself for a further period of two weeks on a certificate from the village officer that delivery has not yet taken place. If at the end of this extended period of two weeks the child has not yet been born, the woman should be brought to the village gratuitous relief list until the child is born. After delivery she should be replaced on the charge list for a period of four weeks. In an exceptional case the Medical officer in charge of the camp shall permit a pregnant woman to absent herself for such period as he considers necessary."

We also consider that in addition to the allowance of Rs. 2 for medical comforts a pregnant woman should be given a sari costing not more than Rs. 2. The second sentence of the section will therefore read: "During such period of absence (except for the period if any, for which she is brought to the village gratuitous relief list) she should be paid the wages of the class to which she belongs. An allowance of Rs. 2 for medical comforts and a sari at a maximum cost of Rs. 2 should also be given to all such pregnant women including those on the village gratuitous relief list."

(xvi) Section 133.—To make it clear that an emaciated person unable to work should be brought to the village gratuitous relief list we suggest the addition of the words "under section 137" to the last sentence of this section.

(xvii) Section 134 (b).—There is no reason why workers should be severely penalized if the failure to complete the full task is due to unfavourable weather. We think that only if work is stopped before the midday interval should the day be treated as equivalent to a rest day and that if rain stops work after 3 p.m. it ought to be assumed that the task would have been completed. We therefore suggest after "weather" the addition of the words "if it is before the midday interval" and we desire to add the following note to the section:—

"If work is unavoidably stopped after 3 p.m. the workers shall be entitled to full wages irrespective of the task performed."

For the last two sentences of this section we recommend that the following should be substituted:—

"Such allowances shall be paid to all persons whom the Medical officer in charge of the camp considers are not (a) in good health when they come on the works and (b) fall ill during the period of their employment on the works or (c) whose attendance on the sick or on infant children in their own houses is absolutely necessary. The Medical officer drawing the bill for the allowances should certify that he is satisfied that the absence of the worker was unavoidable and was due to one of the causes mentioned already."

It is not clear how persons whom we have specified should be treated under the Code as it stands. The amendment is suggested in order to clarify the position.

(xviii) *Section 135*.—There has been a good deal of difference of opinion as to the nature of the three days attendance prescribed in this section as a condition prior to the receipt of rest-day allowance. It should be made clear that attendance on the day before the rest-day is ordinarily compulsory both for workers and dependents and for this purpose sub-paragraph 3 of the section should be amended as follows:—

“The allowance shall not be given to workers or dependents who have been less than three days on the works in the week including the day previous to the rest-day unless they are ill on that day and are exempted from attendance by the Medical officer or are members of a weakly gang or are weakly persons in the able-bodied gang individually tasked under section 102 supra.”

#### CHAPTER IX.

38. (i) *Section 137*.—We wish to make it clear that no conditions are attached to the grant of relief to the dependents of workers on relief works. We propose therefore to add a note to this section in the following terms:—

“This section does not apply to the relief of dependents of workers on relief works who are provided for under sections 114 to 116 of the Code. But if any such dependents fall within the class of persons mentioned in this section they shall be brought on to the gratuitous relief list.”

The instructions for the preparation of gratuitous relief lists are in our opinion unobjectionable, but we apprehend the possibility that the provisos relating to persons who have relatives able and by the custom of the country bound to support them, may deprive persons of relief who are really in need of it. We have in mind the case of persons whose relatives may be in another part of the country and those who are not being actually supported by their relatives even though the relatives may be morally bound to support them. To guard against the possibility of such deserving persons being refused relief, we suggest a slight verbal alteration in section 137 and in sub-paragraphs (iv) and (vii) of section 140. In section 137 the words “are not living with” may be substituted for the words “have no.” In section 140, sub-paragraph (iv), the words “not living with” may be substituted for “to have no” and in sub-paragraph (vii) the words “not living with” for “to have no.”

(ii) *Section 144*.—We have been informed that the village headman is entirely unable to make any arrangements for the relief of persons not in the list as he has no permanent advance for the purpose. To make the section operative we propose to insert the words “section 144 and” before “section 147 (b)” in paragraph 6 of Appendix F.

(iii) *Section 145*.—It is very desirable that recipients of gratuitous relief who are fit for work should be given a light task. In order properly to implement the provisions of this section we recommend that the Government should arrange for the preparation of a task table for hand-spinning which could be employed both for the purposes of this section and as a form of task on village works.

#### CHAPTER X.

39. (i) Our attention has been drawn to the fact that the provisions of sections 161 to 163 cannot be strictly applied to the closure of relief works in the tracts of the Madras-Deccan which are liable to periodic visitations of famine. These tracts are of two kinds, red-soil taluks such as Penukonda and Hindupur of Anantapur district which depend entirely on the south-west monsoon, and black-soil taluks such as Alur and Siruguppa taluks of Bellary district in which the crops are not generally sown until September and which depend mainly on the north-east monsoon for a successful harvest. Though it has generally been found necessary to keep relief works in black-soil areas open for a month or so after the works in red-soil areas are closed it will generally be neither necessary nor desirable to wait until the earliest principal autumn crop (white cholam) is ripe in the black soils. This year, for example, it has not been found necessary to continue relief works beyond the middle of October in any of the tracts affected, while in 1935 all the works were closed down by the end of September. We therefore suggest the addition of a note to section 162 in the following terms:—

“Even though the south-west monsoon is well established it will ordinarily not be possible to close down works which serve tracts in which black soil predominates until late September or early October. On the other hand if sufficient

employment is available it is unnecessary to keep works in such tracts open until the crop is ready for harvest. If the north-east monsoon is a failure it may become necessary to reopen works that have been closed down, but it is better to do so than to keep works open unnecessarily until the north-east monsoon has completely declared itself.”

(ii) *Section 163 (c)*.—We wish to lay great stress on the desirability of the State giving every possible assistance to those who have been on relief works in taking up their ordinary agricultural duties again. For this purpose we recommend that the final dole now given to recipients of gratuitous relief should also be given to workers.

#### CHAPTER XI.

40. In accordance with our instructions we have carefully examined the possibility of providing famine relief by works of more appreciable benefit to the community than stone-breaking, e.g., irrigation works of suitable size, and we included a question on the point in the questionnaire which we issued. One suggestion that has been specially referred to us is that paddy-pounding might be considered as a suitable work on which to employ famine labour. We must report that we consider it quite unsuitable. If paddy pounding is proposed as a method for employing more than a minute fraction of those who seek relief, paddy would have to be imported in large quantities and re-exported, as the tracts usually affected neither grow paddy nor consume rice. This is obviously a most uneconomic proposition involving the State in all kinds of commitments both in buying and marketing the product. We are of opinion that the suggestion deserves no further consideration.

41. Any work such as spinning or weaving which is not a work of public utility and the finished products of which have to compete in the open market is open to similar objections. While we are in favour of the provisions of such work in special cases, e.g., for the relief of the weaving community and for giving employment to persons in receipt of gratuitous relief who are able to work, we do not consider this class of work suitable for relief on a big scale.

42. Apart from road works the only works of public utility which seem at all suitable for the employment of famine labour are (1) village improvement works, and (2) works connected with the maintenance and improvement of irrigation sources. The objection to both is the difficulty of concentrating a large body of labour on one spot for a considerable time and necessity for employing a certain amount of skilled labour. Clearance of silt from channels is less open to these objections than any other form of work except road work, but unless a channel requiring clearance happens to be near the place where relief is required it is obviously of no value as a relief work. The work involved would also not last long enough to make it worthwhile holding out any inducement to labourers to come from any distance and settle on the spot.

43. This leads us to a very important consideration. In another part of the report we have expressed the hope that the Tungabhadra and other minor projects will very shortly be under construction and we have sketched out a programme of rural development which ought to absorb for a time at least all the labour, skilled and unskilled, which the Ceded districts can supply. When the programme is completed we trust that operations under the Famine Code will be things of the past. The question however arises whether if famine breaks out during the construction stage the Government will depart from the policy which they have pursued for many years and draft labourers in large numbers from the area affected to the construction site providing them with accommodation at the site. The main question for decision will be whether the existence of large-scale construction works capable of absorbing all the unskilled labour that may apply, at some distance from the area that may be affected by famine, will justify the Government in refusing to incur the additional expense of providing works on the charge system as an alternative.

The Macdonnell Commission, influenced no doubt by the unfortunate consequences of drafting 11,000 labourers from Hissar district to work on the Jhelum canal, was of opinion that the risks involved in drafting large bodies of men great distances away from their homes do not justify the attempts to draft them. We think however that as the construction works which we have in mind will be at no great distance from the famine area, the risks involved will not be great and we are of the opinion that it should be possible to deal with famine in the immediate future by employing (either as a task work or limited piecework system) most, if not all of those able to work on the irrigation and other works which elsewhere in the report we recommend for construction.

44. (i) *Section 172.*—Under the provisions of this section distressed weavers are “if possible” to be given special relief at their own craft. This form of relief has been successfully employed at three centres this year and we can imagine no circumstances in which it would be impossible to form such centres. We therefore recommend the deletion of the words “if possible.”

(ii) At the end of this chapter we desire to introduce three new sections which may be numbered as 192-C, 192-D and 192-E.

*Proposed section 192-C.*—“As soon as relief works are started or the test works are converted into relief works all liquor shops situated within ten miles from the work spot shall remain closed during the period of famine.”

Enquiries were instituted into the extent to which famine workers have been in the habit of visiting liquor shops in the famine area during the present famine, and it was found that very few did so. All the witnesses whom we examined on the point were however of the opinion that this source of temptation should be removed from the vicinity of relief works so that a wage which is given for maintenance should be used for that purpose alone. We share their opinion and recommend accordingly. We assume that famine workers will normally come from villages within five miles of the work-spot. The provision as it has been drafted will therefore mean that there will normally be no liquor shop open within five miles of a village which sends workers to a relief work.

*Proposed section 192-D.*—“As soon as relief works are started the Collector shall, in consultation with the District Educational Officer, arrange to have the local board schools, labour schools and aided schools in the locality shifted to the work-spots and provide necessary facilities for the education of the children fed in the kitchens. If no such schools are within the locality the Collector may make necessary arrangements to open temporary schools in the camps for the benefit of the children of the workers.”

The section is self-explanatory. It is in our opinion very necessary that the education of non-working children should not suffer. Some schools were successfully opened on works in Bellary district this year.

*Proposed section 192-E.*—“When accidents occur on test or relief works in the course of employment involving loss of life or serious injury causing disablement the workers involved in such accidents or their dependents if the workers do not survive shall be paid compensation as if they were workers or dependents entitled to compensation in accordance with the provisions of the Workmen’s Compensation Act.”

There has been a number of accidents on relief works this year mostly due to workers unauthorizedly working pits in such a way that the sides slipped and engulfed them. The survivors of deceased workers have in most cases, we understand, received *ex gratia* payments from the Government. We understand also that the Government would have been liable as an employer under the Workmen’s Compensation Act if these workers had been employed “on the construction of a road” and not on work “for the construction of a road.” A majority of the Committee desire to impose a legal obligation on the Government in the terms mentioned above. The minority is in favour of merely making a recommendation to the Government that they may treat such cases sympathetically and grant a liberal gratuity at their discretion.

We have considered the suggestions which the Government have put before us for the prevention of accidents. These are that a special gang should be employed to go round the area and find out dangerous quarries and fill them up and that a set of instructions should be issued and embodied in the Code for the guidance of officers. We consider that no special gang is necessary except for the work of blasting, which requires special training. For filling up pits, etc., the work can be done by the ordinary gang under the supervision of a maistri.

We are in favour of issuing instructions as proposed and would add that maistries should be given training in first aid and supplied with first aid equipment.

#### CHAPTER XIII.

45. (i) *Section 199 (a).*—The last sentence of this sub-section allowing for the enlistment of pensioned officers of the warrant and L.M.P. classes is out of date. It should be deleted and the following inserted instead “Pensioned Medical officers and rural medical practitioners may be enlisted and should this supply prove inadequate private registered medical practitioners may be employed part-time.” We prefer to leave the question of the duties on which private registered medical practitioners may be employed open. For this reason we have removed the reference to attendance on the sick at night.

(ii) *Section 201 (c).*—We understand that there is sometimes delay in distributing medicines, etc., to famine camp hospitals as there is no permanent reserve stock for the purpose at district headquarters. If the District Medical Officer indents on the Surgeon-General as soon as test works are opened he ought not to find any difficulty in equipping camp hospitals. This clause may be redrafted as follows:—

“He shall keep his subordinates supplied with medicines, instruments and appliances for the treatment of the sick in the famine hospitals by indenting for them as soon as the test works are opened.”

(iii) *Section 203 (c).*—After “weakly persons” in this sub-section the words “and pregnant women” may be added and the word “and” before weakly persons may be deleted.

(iv) *Section 203 (d).*—The word “communicable” instead of “infectious and contagious” is, we understand, generally employed to cover a slightly wider field. We recommend the substitution.

(v) *Section 203 (f).*—Cases of scurvy are now extremely rare. Reference to the distribution of anti-scorbutics is therefore unnecessary. The words “and anti-scorbutics on the appearance of scurvy” may therefore be deleted from the sub-section.

#### CHAPTER XV.

46. *Sections 250 and 257.*—The words “salaries and allowances of gazetted officers and” are inappropriate in these sections and may be deleted.

#### APPENDICES.

47. (i) *Appendix C-XXII (1).*—The duties of the Director of Public Health do not seem to be defined in sufficiently wide terms. At the end of sub-paragraph (i) the following may be added:—“(3) such other features as may affect the health of the workers.”

(ii) *Appendix D, paragraph 18.*—There was some difficulty in carrying out the tests on water prescribed in the section owing to the lack of apparatus. It is therefore necessary to add at the end of the paragraph “Each camp will be supplied with a set of the Horrocks Water Testing Apparatus for the purpose of carrying out the test.”

(iii) *Appendix D-VI, paragraph 22.*—After the word “case” we suggest the addition of the sentence “two stretchers should be provided for each hospital.”

(iv) *Appendix D, paragraph 34.*—Some of the witnesses who appeared before us thought that the hours of work in the middle of the hot weather were rather too long. We would give the Collector discretion to extend the rest hour by one hour and reduce the task accordingly.

(v) Another complaint prominently brought to our notice is the absence of a distance allowance for workers who come to the task after walking a long distance. Though in section 78 it is clearly stated that no public work shall be expected to serve people living beyond a radius of five miles from the work-spot we found that in many of the camps there were workers coming from a much greater distance and returning to their villages at night. This might have been avoided if it had been possible to open village works, but we fear that in the black-soil tracts especially, village works are difficult to find and the public work must continue to be “the backbone of the relief system.” It is also clear that it will not always be possible to have a public work to serve the villages within a radius of five miles, and we cannot prevent people near the end of their resources walking much greater distances to obtain employment. The question of a reduction in the task for workers who come from a distance has been considered more than once. The Lyall Commission observed that it would hardly be practical to introduce different scales of wages varying with the distance from which people might come to the works. The Macdonnell Commission recorded the failure of an attempt in one district in Behar to adjust tasks on large works according to the distance travelled by the individual. The Macmichael Committee considered that “distance allowances are liable to abuse and difficult to work in practice.” We revive the proposal now owing to the failure which we have recorded to approach the Code standard of a public work for villages within a radius of five miles. While we make no definite recommendation as to the method of calculating the allowance we do not think that any insuperable difficulty will be found in reducing the standard tasks by a certain number of cubic feet for every mile walked beyond five.

(vi) We think that work should be stopped at a fixed hour somewhat before sunset to allow workers who come from a distance to return to their villages in daylight. The following addition to paragraph 34 is suggested :—

"The Collector may during the summer months extend the rest period by not more than one hour making corresponding reduction in the task allotted. To enable workers coming from a distance exceeding five miles to complete the task and earn full wages, a distant allowance in the shape of reduction in the task shall be granted. As far as possible workers coming from a distance exceeding five miles shall be constituted into separate gangs and given work nearer their villages and thereby the distance allowance reduced. In calculating the distance the work-spot shall be the starting point.

Work shall be ordinarily stopped at 5-30 p.m. Stoppage of work earlier even if the task has been completed shall not be permitted."

(vii) *Appendix D, paragraph 68, table XI.*—We have carefully examined the important question of the ability of workers on relief works to complete the task in normal conditions and are satisfied that generally no difficulty should arise if the provisions of the Code are strictly followed. We wish, however, to draw the attention of the Government to the fact that on the Moka-Gulyam and Hebbatam relief works this year exceptionally long leads were provided involving a walk of 15 miles for carriers if the full task was to be completed. While we realize that if a rigid rule limiting the length of leads were to be made this might lead to difficulty in opening a work in a place where a work is necessary, we think it desirable that Collectors should be instructed to take great care in selecting the site for works and to avoid long leads wherever possible.

(viii) *Appendix D-XV.*—The present system of wage distribution is admittedly defective in that it depends entirely on the proper maintenance of muster rolls. In spite of the duty laid on the charge officer and all inspecting officers to check these rolls we have been informed that the practice of adding the names of fictitious persons is not uncommon as the result of connivance between the maistri and the headman who of course share in the profits of the transaction. We recommend the investigation of a ticket system, the tickets to be distributed to the actual workers and to be cashed daily at the work-spot by sub-cashiers.

(ix) *Appendix D, paragraph 95.*—Our attention has been drawn to the existence of a certain amount of frictions between charge officers and work agents on subjects which the latter choose to consider strictly professional. In order to prevent the work agent going behind the back of the charge officers and to allow him to express his point of view we consider that all communications from the work agent to superior officers should pass through the charge officer. We suggest the insertion of a note to this effect at the end of paragraph 95.

(x) *Appendix D, paragraph 97 (v).*—Some additions are required to the summary of the duties of the medical officer attached to a work in order to give effect to our proposals under various sections of the report.

We suggest that the words "or who should be allowed to absent themselves from work owing to illness" should be added to sub-clause V (a) and that the following new sub-clauses are necessary :—

"(f) for removing women in advanced stage of pregnancy for action under section 132;"

"(g) for removing all persons who from age or physical infirmity are incapable of working;"

"(h) for permitting absence from work of all persons whose attendance on the sick or on infant children in their homes is absolutely necessary;"

"(i) for removing children from the work who should not have been admitted."

(xi) *Appendix G, paragraph 7.*—There is at present no one specially deputed to look after children on relief works. We suggest that a maistri may be specially appointed to bring children to the kitchens, mark their attendance and attend to their admission to the dining sheds.

(xii) *Appendix M.*—Our attention has been drawn to a scheme outlined by the Famine Commissioner to retain a stock of one hundred tons of hill grass at Bellary which would be sold annually or biennially in the open market and replaced. The idea is to have a stock which would be quickly available for distribution in the first week or two of a fodder famine before the officer placed on special duty is able to organize supplies. We approve of this suggestion and recommend it for the acceptance of the Government.

48. One of the questions on which we have been specially asked to report is the possibility of reducing expenditure on famine establishments. We accordingly raised this point in the questionnaire which we issued and we have given it and the representations which we received our careful consideration. The majority of those who replied were of opinion that no reduction in the cost of establishment was possible.

The suggestions of the others may be summarized as follows :—

- (1) Much more use should be made of the provisions of the Code relating to village works which could be run by managers or work agents under the control of the Revenue Department. Resort should be had to the Public Works Department only in exceptional circumstances.
- (2) The dual control by officers of the Revenue and Public Works Departments is unnecessarily costly. The entire management of famine relief works should be with the Public Works Department.
- (3) The control of relief works should in general be entrusted to a class of official drawing lower pay.
- (4) The adoption of the piecework system would be less costly.
- (5) The use of non-official agencies such as village panchayats to take over part of the duties now performed by paid officials should be tried.

We have examined these suggestions on their merits but do not see our way to recommend that any of them should be followed up. As indicated elsewhere in this report we are far from being opposed to the use of famine labour on village works but when as in the present year about 100,000 workers and dependents sought relief over an area of over 3,000 square miles it is obvious that they must be grouped and relieved in larger and less scattered units than can be organized for village works. When distress is at all severe and a large area is affected we see no alternative to the charge system unless it is possible to draft workers to some large work of public utility in or near the affected area, a subject on which we have already given our views.

We agree that the system of dual control has its disadvantages both as regards the cost involved and the friction that inevitably occurs when members of one department are put wholly or partially under the control of another. But we find it impossible to recommend that either the Revenue or the Public Works Department should be wholly divorced from the management of famine relief. The Collector as administrative head of the district must continue to carry the main responsibility for the working of a system on the efficiency of which the welfare of a very large number of persons depends. For the smooth running of this system he must rely mainly on his own subordinates whom he can control and if necessary punish. The Public Works Department, on the other hand, furnishes the essential technical knowledge without which it would be impossible to fix tasks or turn out work that will be of some value to the State. We are therefore of the same opinion as the Lyall Commission that "famine relief is an emergency of varying intensity but in every case it absolutely requires the co-operation of the officers of the Revenue and Public Works Departments, departments which are accustomed to work separately."

We are entirely opposed to any reduction in the grade of officers in immediate control of famine works. The work is difficult, arduous, and in many ways unattractive, and it requires qualities of initiative and tact such as officers who have been selected for executive as opposed to purely clerical duties may be presumed to possess. We invite attention to the remarks of the Macdonnell Commission in paragraph 71 of that report with which we entirely concur. In this connexion we note with regret that the statutory rules do not permit an officer who has started probation either as Deputy Tahsildar or as Tahsildar to count his service as charge officer towards his probation in these posts. We are strongly of opinion that the rules should be amended in the interests of famine administration. Successful service as a charge officer will be an indication that the officer possesses administrative capacity above the ordinary, and the knowledge that such service is being counted towards the probation will naturally be a spur to an ambitious man to give his best.

We do not understand in what way the limited piecework system as described in section 113 and Appendix D-XIII of the Code is expected to reduce expenditure on establishment, but in any case we see no reason to differ from the statement in paragraph 71 of Appendix D that it is not suited to the relief of severe distress. We consider that a non-official agency is entirely unsuitable for the management of famine relief works as it would not itself be subject to adequate control by the Famine Commissioner or the Government. We have no figures to enable us to compare cost of the staff with the total

cost of relief given during the present famine but we observe that during the famine of 1935 the cost of the staff in Anantapur district worked out to 6.9 per cent of the total cost and in Bellary district where the total cost was much less to 8.2 per cent of the total cost.

These overhead charges cannot be considered very high. Our final conclusion is that no reduction in the cost of establishment is desirable.

49. The task entrusted to the Committee to suggest ways and means to prevent or mitigate distress caused in a tract subject to frequent failure of rains was by no means an easy one. Within the time at its disposal, the Committee has spared no efforts to collect material on and deal with all subjects likely to rehabilitate the people in the famine zone. During the greater part of its deliberations, it enjoyed the advantage of having as its Chairman, Mr. C. A. Henderson, C.S.I., V.D., I.C.S., whose intimate knowledge of the tract, his active and sympathetic interest in the various problems relating to it and above all his genial presence were of great assistance. The Committee places on record its deep appreciation of his work both as the Famine Commissioner and the Chairman of the Committee.

50. Mr. D. I. R. Muir, I.C.S., Joint Secretary to the Board of Revenue, was also the Secretary of the Committee. In addition to his normal official duties, he had to work at very high pressure at every stage of our enquiry. He has unreservedly placed at our disposal his intimate knowledge of the tract, where he served as a Settlement Officer and his thorough grasp of the details of famine administration. The task of gathering material of varied kinds and from various departments of Government, of arranging matter and drafting, mainly devolved on him. He has done all this work with great promptitude and has always answered demands for information with every consideration. The Committee is therefore glad to place on record their appreciation of his services and those of his staff.

51. The Committee desires to express its thanks to the large number of officials and non-officials who sent their written evidence and to those who offered themselves for oral examination.

52. Before concluding, the Members of the Committee wish to impress on the Government the need for taking early action on the various recommendations of the Committee. Fortunately the seasonal conditions this year are normal. But there is no knowing when the calamity of the kind through which the tract passed last year may recur again. To be forewarned is forearmed. Procrastination will spell disaster bringing untold misery to a large population. The Committee feels its labours will have been amply repaid if its recommendations receive the prompt and favourable consideration of Government.

(Signed) T. A. RAMALINGAM CHETTIAR.

( „ ) F. M. DOWLEY.  
( „ ) N. SWAMINATHA IYER.  
( „ ) R. ADISESHAN.  
( „ ) L. B. GREEN.  
( „ ) D. ABDUL RAWOOF.  
( „ ) H. SITARAMA REDDY.  
( „ ) N. SANKARA REDDY.  
( „ ) KALLUR SUBBA RAO.  
( „ ) H. R. DOGRA.  
( „ ) R. SURYANARAYANA RAO.  
( „ ) K. KOTTI REDDI. \*

53. When owing to exigencies of public service the Committee was suddenly deprived of Mr. Henderson's assistance, the Committee was fortunate enough to secure as its Chairman, Sri T. A. Ramalingam Chettayar, M.L.C., whose long and varied experience in public life especially as a legislator, his wide knowledge of the problems confronting the Committee and his assiduous labours were largely responsible for the quick deliberations

\* A note by this member is attached.

and the drafting of the report in such a short time. Sri Chettayar is mainly responsible for suggesting ways and means for arriving at the largest measure of common agreement. The Committee feels greatly indebted to him.

(Signed) F. M. DOWLEY.

( „ ) R. ADISESHAN.  
( „ ) N. SWAMINATHA IYER.  
( „ ) L. B. GREEN.  
( „ ) D. ABDUL RAWOOF.  
( „ ) H. SITARAMA REDDY.  
( „ ) N. SANKARA REDDY.  
( „ ) KALLUR SUBBA RAO.  
( „ ) H. R. DOGRA.  
( „ ) R. SURYANARAYANA RAO.  
( „ ) K. KOTTI REDDI.

NOTE.

As I could not attend the meeting of the Committee when the final report was approved, though I agree with the recommendations made therein, I am adding a note in order to give expression to my views with regard to some recommendations made.

There is very little doubt, about the suitability of the black-cotton soils for irrigation wet or dry and I hope that any doubts, if any, will not prevent the Government from undertaking the construction of the Tungabhadra project at the earliest possible time. Even, if any genuine doubts are entertained by any one with regard to the reaction of Tungabhadra water on black-cotton soils, there are some considerations which show that the Government is not taking any risk in undertaking this project: (1) The area commanded by the original Tungabhadra scheme is vast consisting of both black and red soils. It is only on account of the limited quantity of water now available, that the scope of the present scheme has been confined to a smaller area, almost black-cotton soil, mainly in Bellary and Kurnool districts and if, at any moment, it is found that that area is not suitable for irrigation, the waters could be diverted to other areas which are admittedly suitable for irrigation, viz., red soils in Anantapur and Cuddapah districts. The dam and the main canal for about 130 miles (and it is the upper portion of this canal which is very costly) can be used for the above purpose and cannot therefore be considered a waste. (2) In any case, the construction of the dam at Mallapuram can never be a waste as the waters impounded therein, if can't be used or not used for black-cotton soils, can be taken up into the Kurnool-Cuddapah canal which can be widened and let into Kunderu and Pefner and used for red soils commanded by those rivers and the Kurnool-Cuddapah canal. (3) If ever black-cotton soils prove to be unsuitable for irrigation, it will, I believe, be due to the defective method of irrigation now in use, viz., flow irrigation. If some method of applying water to the crops from above the ground is devised and is practicable, the difficulty involved, if any, in irrigating black-cotton soils is solved. I learn that in England and America, a system of supplying water to the growing crops in the fields by means of revolving sprinklers in portable pipes laid in the fields through which water is led or pumped, is now being gradually used. It is known as "rain maker" or "overhead" irrigation. I have no idea as to the cost of this method of irrigation and provided it is financially feasible, I have no doubt that it is the ideal method of dry irrigation specially suitable for black-cotton soils which yield excellent crops provided there is neither too much nor too little water used. As many of the fields in the black-cotton area of the Bellary district are very undulating and require a lot of levelling involving great cost before flow irrigation can be applied to them, it is of great importance to find out the cost of applying water by this method, as apart from other advantages such as economic use of water, no loss of soil fertility, keeping foliage fresh and clean, etc., no levelling of the fields is necessary, if this method is used and I have no hesitation in impressing on the Government the urgent necessity for investigating into the feasibility of this method of irrigation.

In view of the fact that from the scope of the present Tungabhadra project, large areas in the Rayalaseema, which were originally intended to be benefited by that project are excluded, Government should make fresh and vigorous efforts to take up the great Sangameswaram project to utilize the waters of the Kistna river. The scheme not only affords protection to areas liable to famine but would bring under irrigation large tracts of country in the Ceded districts and Nellore, affording employment to many and affording

ample scope for colonization for people from areas in the Ceded districts, which are not and cannot be served by any irrigation scheme big or small. By adverting to Sangameswaram project, it ought not to be understood that I am in any way belittling either the importance or urgency of the Tungabhadra project. Tungabhadra project serves an area most liable to famine and must be completed without any delay and, if preference is necessary, preference must be given to it over all others. But I see no conflict. Most, if not all the irrigation projects big and small which are either kept pending for further investigation or given up as unremunerative are remunerative from my point of view involving no loss to the country because I believe that all irrigation projects are remunerative where the annual value of increased produce resulting from such projects, is at least equal to the interest on the capital spent on them and the maintenance charges. The Sangameswaram project satisfies this test easily and at a time when the credit of the Province stands high and money can be obtained in plenty and at a low rate of interest, every effort should be made for constructing great works of public utility, especially irrigation works which create wealth and I therefore recommend that the Government should spare no effort in concentrating on the construction of Sangameswaram project also without any avoidable delay, along with Tungabhadra and other irrigation projects, big and small.

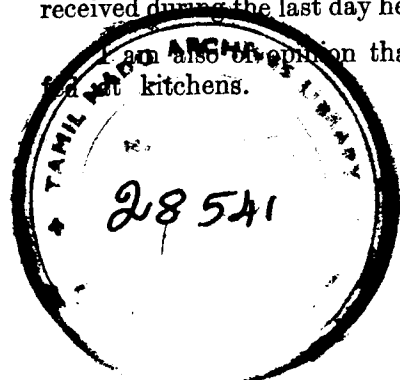
It is not enough that the Forest department is entrusted with the task of regenerating forest areas now denuded. The ryots also must be encouraged to grow trees in their fields. There are in the Ceded districts vast areas consisting of gravelly red soils where very little crop is grown in the best of seasons and nothing when rains fail. Such areas could be made to yield some income if trees are planted. Margosa tree grows anywhere and requires little water. It is a very useful tree. So also tamarind trees. "Ragi" or "Aswatham" trees whose tender leaves can be used as fodder for cattle, can also be grown. Babul tree, either black or white, is another useful tree, which grows anywhere. There must be some immediate inducement to the ryots to grow them in their fields. A partial, if not, a full remission or at least suspension of revenue on the fields where the ryots plant trees, till at least the plantation begins to yield some income will go a long way to induce them to take to tree planting. Extensive growth of trees by the ryots, will not only supply, at least partially, them with the agricultural implements and building material they need but will also add considerably to their manurial resources and thus relieve, at least partially, the pressure on the Government forest reserves which they cannot at present bear. In view of the possibility of utilizing charcoal (and even wood) fuel for motor transport, tree planting by the ryots should be encouraged by the State in all possible ways in order to supplement their poor income.

A word with regard to hand-spinning. I see no difficulty why hand-spinning cannot be adopted for famine-relief work on a big scale, at least amongst women. In the tract usually affected by famine, hand-spinning was very common and even now it is in use to some extent. Elderly ladies know the art and there won't be any difficulty in their taking to it if need arises. Those who are not used to it can, in a fortnight, learn to spin rough yarn that can be used for weaving towels and duppatis and after an experience of about two months, they can learn to spin yarn of such quality as is useful for shirting cloth and dhotis. For old women and nursing mothers, no better form of famine-relief work can be thought of. There may be some difficulty in finding a market for the hand-spun and hand-woven goods at the present rates. This difficulty can be overcome either by supplying it to Government servants to whom dress is now supplied free or utilized in hospitals or by selling it in the open market at prices that can compete with the mill-made cloth. As admittedly, the other forms of famine-relief work are also costly, the State will not be the worse for it by reducing the cost of the cloth so produced. I believe that this form of relief work will be less costly to the State. No highly technical knowledge is necessary to organize and supervise this form of work and I am sure non-official help could be secured for this work, thus reducing the cost of administering relief. One obvious advantage in providing this form of relief work will be that the habit of spinning acquired during the famine operations is very likely to be kept up afterwards with the result that the poor agriculturist will have an additional income, which will go some way to mitigate famine.

I am of opinion that workers should be paid for the rest day not the dependants' allowance as provided in section 135 of the Famine Code but the wages that the worker received during the last day he worked previous to the rest day.

I am also of opinion that provision should be made to supply buttermilk to children at kitchens.

K. KOTI REDDI.



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