DRAFT CODE OF FAMINE RELIEF.

CHAPTER I.—ADMINISTRATION.

Local Governments.

To make full reports to Government of India.

1. Each local Government is bound to keep up its relief scheme, to supply the place of those works which are carried out and to have its Famine Relief Code complete: it will also be responsible for keeping the Government of India fully informed of the condition of the country, and specially for giving notice at the earliest possible date of the likelihood of scarcity or famine. The reports thus submitted will be drawn up by the provincial director of agriculture, and will be submitted to the Government of India with the observations of the local Government thereon. The director's report will state the ascertained or probable amount of failure, the contingencies on which the probability of famine depends, the probable duration of pressure, the area, and number especially affected, and the position of the affected area as to trade and communications; the local Government will add its opinions as to the probable numbers that may require relief, the general arrangements which it considers should be adopted, the relief works it desires to open, the extent to which it proposes to suspend revenue or to make advances, together with an estimate of the total expenditure likely to be incurred, the extent to which it proposes to utilise the local staff in relief measures, and the additional officers of different grades that may have to be called for from other provinces.

Extent of local financial independence.

2. When it considers that distress is severe enough to call for measures of relief, the local Government will expend, without awaiting the sanction of the Government of India, any sums standing to its credit in the provincial balances, or which it can retrench from the authorized provincial expenditure of the year. For this purpose the budget allotments of each department should be scrutinised and any avoidable expenditure cut down, provided it does not throw large numbers out of work, especially in the Public Works Department, in which every work that can be stopped without serious loss aud inconvenience, and which does not provide employment for unskilled labour in the tract

affected by famine, should be suspended. Information of any such expenditure sanctioned from the balances, or alteration in the budget grants, should at the same time be given to the Government of India.

Expenditure in anticipation of sanction.

3. It is presumable that before the sums over which the local Government has control are expended, the Government of India will have received the famine forecast, and made a grant to meet the special expenditure; but if this grant should from any cause be delayed, the local Government, where convinced that immediate expenditure is essential for the preservation of life or the prevention of suffering dangerous to life, will be at liberty to incur such expenditure, at the same time informing the Government of India by telegraph of its proceeding and the grounds of it. Frequent revision of the estimates of outlay and comparison of the actual expenditure with the estimates will be requisite and very early intimation should be given to the Government of India of any important change either in the way of increase or diminution of charge.

Notifications as to famine area.

4. If the anticipations of coming distress are realised, the local Government will issue notifications declaring in what part of the province famine is admitted to be prevalent, and relief measures ought to be put in force. If the famine area spreads or contracts itself, similar notifications should be issued from time to time to make known the changes as they occur. Whenever the famine area is large enough to require the supervision of a special officer, the local Government shall, after communication with the Government of India, appoint a Famine Commissioner to administer the measures of relief in that area.

Appointment of Secretary in Famine Department.

5. As soon as it is officially declared that certain districts are under the direct operation of the Famine Relief Code (or under the authority of the Famine Commissioner), the local Government should select an officer who, as Secretary in the Famine Department, shall be its representative in correspondence with the Government of India and with all officials in the province in matters relating to famine relief administration. The local Government will convey, through the Secretary in this Department, instructions and reminders to all heads of departments, and to the Famine Commissioner, as to the different branches of relief administration, and the steps which have to be taken, and the reports to be submitted regarding them, and will keep the Supreme Government

constantly informed of the progress of the famine, the success of the relief measures, the cost incurred, and any change in the estimate of the future expenditure. A suitable establishment should be appointed under the Secretary to carry on the correspondence, and to check, compile, and publish the accounts of the relief operations. The statistics thus published should be prepared weekly, for the week ending on Saturday evening, and issued at the earliest date at which it is possible to receive the accounts which have to be embodied from outlying districts. They should show for each district the number of relief works and of relief camps, the total numbers employed on relief works whether under Public Works Department officials or under civil officers, or relieved gratuitously, on village relief or in relief camps, the expenditure of the week under each of these heads, the prices at headquarter towns of the three or four principal food grains, the rainfall of the week, and a short abstract of the information received as to the progress of the famine, the health of the people, and the success or failure of relief measures. A specimen of the form* which may be used for this table is given at the close of this chapter. Measures should be taken for removing all difficulties in the way of food supply and giving all proper facilities and for watching and controlling, if need be, the railway traffic.

Selection of famine relief staff.

6. The provision of a sufficient staff of officers for the efficient carrying out of relief measures should be one of the chief duties of the local Government in this department. In the earliest stage of anticipated famine the official staff should be warned to exert more than ordinary vigilance and activity. The Commissioners should be desired to inspect their divisions, and report; and, where judicial duties are performed by Commissioners, they should be desired to postpone all judicial work not immediately requiring disposal so as to keep themselves free for executive work, or additional Commissioners or Judges should be appointed to dispose of the judicial work. Leave, where not essential for health, should be refused. Officers absent at hill stations should be ordered down. In no case should a Commissioner in whose districts famine exists be allowed to be absent from the scene of distress. The local Government should, in conjunction with the Commissioners, go

* *N. B.*—The Mysore form was as good a one as I can suggest.

C. A. E.

through the official staff, and remove any officer, of whose capacity doubts exist, from a famine district to a place where his incapacity will signify less, and care should be taken to utilize, by transfer to the scene of distress, the services of any officer who has special experience or shows special aptitude for this work. In case of any district in the affected area being obviously beyond the powers of a single Collector, the Government will order its division for famine purposes, and will place one official in charge of each portion. Preparations should be made to transfer officers who can be temporarily spared from other departments and inquiries as to the pensioned and retired officers or non-official gentlemen who can be utilized in relief administration. If by all these measures a sufficient staff cannot be got together, reference must be made to the Government of India stating what classes of officers are required and how many of each class.

Historical report of famine.

7. When the famine is closed, the Secretary to Government in the Famine Department, or some other officer specially selected, will prepare a report showing the history of the past famine, the causes of the loss of crop, and the amount lost, according to the latest and best estimate, the statistics of the number relieved throughout the famine and the cost of relief, the mortality, and all other matters of interest and importance, together with the conclusions of the local Government as to the success or failure of the relief measures, and as to any modification in the Provincial Famine Code which experience may have shown to be advisable. This report will be reviewed by the Government of India in a resolution, and published for general information and guidance.

Duties of officials.

The Director of Agriculture, before the famine:

8. The Director of Provincial Agriculture will be responsible for keeping the local Government fully informed at the earliest possible moment of anything in connection with the seasons, rainfall and state of the population that renders the occurrence of distress probable. At any such time he will, before the information at his command enables him to make a detailed estimate, inform the Government of his anticipations and of the steps he is taking for obtaining more complete information. As soon as he can, he will submit a detailed estimate of the outturn of the affected crops, and the

During the famine.

probable numbers in need of relief, judging by the experience of previous occasions. During the course of a famine he will be constantly on tour engaged in making inquiries into the condition of the people and in correcting his previous estimates, and will report the information thus recorded from time to time to the local Government. At the close of each year he will submit to Government a detailed report as to the agricultural history of the year, any points interesting from the famine point of view which have occurred during the year, such as the progress made in collection of statistics, the degree of accuracy and completeness obtained, the agricultural outturn, the course of trade as agricultural exports or imports, any light thrown by the experience of the year on the liability of the province to drought, or the effect of rain-failure at certain times, or the feebleness of particular classes, the improvements effected or possible, and, if there has been famine relief, the numbers relieved, &c.

Annual Report.

The Public Works Department scheme of relief works.

9. It is the duty of the Secretary to Government in the Public Works Department to keep up a scheme of works suitable for relief, sufficient to give employment to the number of labourers who, in the opinion of the Local Government, may be expected to apply for it in time of famine. The works should be of permanent utility, and, as far as possible, should be calculated to produce a profit or to obviate ordinary recurring expenditure. They should be large enough to justify the employment of professional officers in supervising the labourers, and they should be so distributed that some portion of a relief work should be situated in each tahsil or taluk liable to famine. The scheme should be so drawn up as to show briefly for each work the estimated cost and the number of unskilled labourers to whom it will supply employment for six months; and, when prepared, it should be submitted to the Director of Agriculture, who shall satisfy himself that it provides sufficient employment in each tahsil or taluk for the number of persons likely, in his opinion, to require relief in time of famine. The sanction of the Government of India should be solicited to the scheme as a whole, and especially to such separate works as involve an expenditure of more than Rs.

From time to time as any works on this list are constructed in the ordinary course, the Secretary in the Public Works Depart-

ment will be responsible for supplying the vacant place by other projects suitable for the same locality.

Alteration of working system.

10. When the existence of famine is declared, the first duty of the Secretary in the Public Works Department, and of all officers in the department, is to realise that for a time new duties are required of them, and that the system on which works are conducted in ordinary years must now be modified or even abandoned in favor of that prescribed for famine relief. They must remember that, whereas ordinarily the primary object is to get the work done as cheaply and effectually as possible with no special regard for the well-being of the labourer, now the principal object is to keep the labourers alive, and all other considerations are subordinate to that. Of course, it is requisite that a proper task should be required according to the labourer's strength, that relief should be confined, as far as possible, to the necessitous, and that order and discipline should be maintained; but it should be understood in the department that credit will attach to officers according as they combine the pursuit of this object with the well-being and content of the labourers employed on their works.

Distribution of officers.

11. When recasting the departmental budget, in order to postpone works not urgently needed and not suitable for famine relief, the Public Works Secretary should, in communication with the Famine Commissioner, take this opportunity to redistribute the officers subordinate to him, and to detail them to the charge of relief works according to their suitability to such a charge. He should at the same time draw up and lay before the local Government his estimate of the increased strength of staff required, and his suggestions as to how the increase should be obtained.

Relations with Famine Commissioner.

12. If an Engineer is appointed Famine Commissioner, and if for any reason it is not thought advisable to place the Chief Engineer of the province in that post, he should be removed, and the officer appointed Famine Commissioner should also be made Chief Engineer of the province when he could tell off one of his subordinates to the special charge of those ordinary works which are still carried on, but are not utilised for relief purposes. If the Famine Commissioner is not an engineer, the professional supervision of those works will remain in the hands of the Chief Engineer, who will work in co-operation with the Famine Commissioner, to

whom belong all administrative details not directly bearing on the technical execution of the plans laid down for the work.

Duties of the Officers of the Public Works Department.

13. The officers of the entire Public Works Department should understand that they are each in their degree relief officers and are each bound to perform such duties pertaining to famine relief as lie within their reach. The District Engineer in particular should be the right hand of the Collector; he is as much bound to see that the relief works do not fail in their object, and that the people employed on them do not starve, as the Collector is; and in all other matters, if he sees any shortcomings or any reasons for alarm, he should report them to the Collector, even if they do not lie within his special sphere. It is essential that hearty and friendly co-operation should exist between the Civil and the Public Works Departments.

The Police Department.

14. The special duty of the Police Department in time of famine will be to prevent or put down the offences that usually are committed when the country is in a disturbed state, especially grain robberies and attacks on the houses of grain-dealers, money-lenders, and other wealthy persons; and for this end it may be necessary that the force should be strengthened if many offences of this kind are committed. The second chief duty of the police is to patrol the chief roads of the province and the streets and lanes of towns in order to assist wanderers who are found there in a starving state, to stop public begging, and to conduct before the relief officer famine-stricken people who are in obvious need of help. The registration and burial of persons found dead by the roadside will also form a part of the duties of the patrolling police, and the extent of the roadside mortality should be reported frequently to the Collector. The Superintendent of Police should constantly supervise the manner in which his subordinates carry out these duties, in order to see that no unnecessary harshness is shown, and that the work is done with as much discrimination as can be expected from the persons employed. He should also keep the Collector constantly informed of the extent to which violent crime, or aimless wandering exist, and whether they show any tendency to increase, or the contrary.

The Sanitary Commissioner, before the famine:

15. If at any time, either from the increased rate of mortality or from the state of crops and prices, the Sanitary Commis-

sioner has reason to believe that there is general distress, which may develope into famine, he will at once take steps to collect special information on the subject calling upon the Civil Surgeons for special reports, and will communicate with Government on the measures to be adopted. He should, as soon as possible, personally inspect any locality where any symptoms of abnormal suffering are observable, and report to Government thereon, and advise Government as to strengthening the medical force at places where pressure is likely to be felt. He should especially direct attention to the water-supply, the lowness of the wells or tank and other sanitary conditions of the tract affected.

During the famine.

16. In time of actual famine he will consider himself as especially in charge of the relief measures in their sanitary aspect. He will, in co-operation with the Famine Commissioner, or other official entrusted with the chief executive administration of relief measures, report on the general management of the health of the affected population, the size, position, and control of relief works in connection with the public health, the sanitary regulations and medical supervision of camps and relief works and hospitals and poor-houses, and he will devote very special attention to the water-supply of the country whenever, as is often the case, it runs short and becomes deteriorated by drought. He should also take measures, under the orders of Government and with concurrence of the Famine Commissioner, for testing the adequacy of the ration for the labourers or gratuitously relieved.

The Civil Surgeon: duty of warning.

17. It will at all times be the duty of the Civil Surgeon of the district to inform the Collector of any symptoms of abnormal suffering which are brought to his notice, suggesting the measures which ought to be taken to meet them. When famine is apprehended, he ought to take special steps to have the mortality reports laid as promptly and as frequently as possible before him, and should endeavour to discover the places where unusual mortality exists, keeping the district officer as much as possible well informed of the sanitary condition of the people.

Duty of supervising relief.

18. When the district officer decides to open relief works, poor-houses, hospitals, &c., of any kind, the Civil Surgeon must consider himself primarily responsible for providing that a proper medical staff is supplied at each of these places. Unless some special medical officer is appointed for the purpose he should endeavour, as far as possible, to supervise the

medical and sanitary arrangements, and he should ordinarily keep under his own superintendence, the famine hospital and poor-house at head-quarters.

Canal officers.

19. In districts where canal irrigation exists, the canal officer should, at an early stage, report to the Government the extent to which the available canal water is being utilised, and the amount that will be available for further use. Every effort should then be made to bring as wide an area as possible under irrigation, the district officers freely offering advances to the cultivators for the expenses involved, and the collection of the rate being postponed till after realization of the crop.

FAMINE CODE.

Chapter II.

Relief Works.

Order for opening relief works.

1. When it is decided that relief works shall be started in any district, or part of a district, it will be the duty of the Famine Commissioner, acting in consultation with the Chief or Superintending Engineer and the Collector, to decide which of the works entered in the sanctioned scheme shall be undertaken, and in what order they shall be begun. If from any cause there are no works entered in the scheme suitable for the relief of a distressed tract, then the Famine Commissioner and the Chief Engineer shall, in consultation, devise some work, and, if necessary, the Famine Commissioner may direct that such a work shall be started, in anticipation of the sanction of Government, taking, however, the necessary steps to obtain such sanction as early as possible.

Departmental relations between civil and engineer officers.

2. The Chief Engineer will at once detail the necessasy staff to supervise these relief works, and will see that each officer thus detailed possesses a copy of the instructions contained in this chapter and applicable to his department, and is informed what his relations will be to the different civil officers with whom he will be brought into contact. Every officer of the Pubic Works Department engaged on relief works will be subordinate in general administration, and as to all matters not strictly professional, to the Collector of the district. If the Collector disagrees on any technical or professional subject with the officer in charge of the relief work, he will state his objection in writing, and refer it to the Famine Commissioner, who will have power to settle the matter. Similarly, every officer employed on a relief work in any tahsil will ordinarily be subordinate in the same way to the civil officer in charge of the tahsil, or to the civil officer in charge of the work, if any, and will be bound to carry out his instructions on all matters not purely technical; but in the case of any difference of opinion on such subjects, the dispute should be referred to the Collector, and by him, if necessary, to the Famine Commissioner. If, however, the officer in charge of the work be considerably senior in rank, and the civil tahsil officer junior, it will be the duty of the Chief Engineer to point this out before appointing him to such a post, and the

Famine Commissioner will then decide what should be done, whether the officer should be shifted, or the Public Works Department officer made subordinate to the Collector alone, or a senior civil officer placed in civil charge of the work or of the tahsil.

Duties of the civil officer in charge of a relief work.

3. When the relief work is a large one, and the number of labourers on it sufficient to require the care of a special civil officer, the Famine Commissioner shall appoint such an officer to co-operate with the engineer officer. In such a case the duties of the civil officer will (*a*) be to receive the applicants when they arrive; (*b*) to provide them with the means of support till they receive their pay; (*c*) to classify them according to their apparent strength and fitness; (*d*) to draft them on to the work with proper vouchers, which the engineer officer will receive; (*e*) to be present at the payment of a certain proportion of the gangs whenever pay is distributed; (*f*) to see that the bazaar is well supplied with food, the prices fair, and the wage correctly based on the local price; (*g*) to settle the prices which with regard to the prevailing rates in neighbouring marts and the cost of transport thence grain-dealers admitted to the bazaar may charge; (*h*) to see that the current prices are written up clearly in the bazaar; (*i*) to see the regulations as to weight and measures are complied with; (*k*) to watch over the effects of the wage and task removing labourers as he thinks necessary from one class to another; (*l*) to hear all complaints and examine into any charge of peculation and corruption: (*m*) to see that the hospital arrangements are adequate and the medical staff competent; (*n*) to look after the condition of the non-working children of the labourers and arrange for their proper custody and feeding; and generally to watch that no mismanagement occurs by which the work may become too popular, or the reverse. The special or technical duties of the engineer officer will be the laying out the work, providing tools, maintenance of discipline on the work, the ganging of the coolies after they have been classed, fixing the tasks allotted to each class, measuring up the task executed, fining for short work and distributing payment, erecting or removing the camp, and providing for sanitary requisites. In default of the appointment of a special civil officer, the duties described as attaching to him will devolve upon the engineer officer, subject to such frequent inspection as may be possible from the civil relief officer of the tahsil.

Relations of the medical officer on a relief work to the other branches.

4. Similarly, there should be a medical officer attached to all large relief works; and if the numbers on any work are not sufficiently large to justify the appointment of a special officer, the medical officer of the tahsil or taluk should visit the work as frequently as possible, and satisfy himself that all proper provisions for the health of the labourers are being made. When such an officer is put in medical charge of a relief work, the Collector or the Famine Commissioner should decide, with reference to his standing in his service as compared with that of the civil and engineer officer, what his position in regard to them should be, and whether, in a difference of opinion, his view should be carried out, leaving the others to refer the question to the Famine Commissioner, or whether he should give way and refer the question himself.

Preliminaries before starting the relief work.

5. When a relief work is opened (whether it be the beginning of an entirely new work, or the conversion of an ordinary work already in progress by applying to it relief principles,) the engineer officer put in charge will, in the first place, inform the Collector or the relief officer of the tahsil how long it will be absolutely necessary to take in making preparations, and, if possible, relief labourers should not be sent to him till he is ready for their reception. This period would be spent in making the necessary arrangements as to aligning and marking out the work, getting together the requisite staff and tools, preparing hutting materials for about 10 per cent., or such other proportion as the Famine Commissioner directs, of the expected number and accommodation for traders' shops and a hospital. If possible, the site for the camps to be selected beforehand and approved by the Sanitary Commissioner, if not, he should be guided in selecting it by the medical officer's advice, if available, and in every case should have due consideration for sanitary requirements and for water-supply. The form and construction of the huts, and the manner in which they are to be laid out, are laid down in Appendix . For all assistance that he requires in getting together a temporary staff, in procuring hutting materials, or in arranging for the supply of food, he should refer to the civil relief officer of the tahsil, and he is entitled to receive from him all the support in his power. When his preparations are nearly complete, he should give information to the Collector of the district, that on a given day, or at given dates, he will be prepared

N. B.—This would be separately settled for each province. No general scheme can be provided or should be attempted by the Famine Commission.

to receive so many labourers, to be made over to him at such a place.

Hutting.

6. In parts of the country where groves of trees abound, and in the months when the weather is warm, hutting is unnecessary; but in the cold weather and rains it is essential to provide huts for the labourers. They should be made as cheaply as possible; the mode of construction and materials to be used should be prescribed from time to time by the Chief Engineer or the Famine Commissioner. As a general rule, the earthen walls and the raised floor should be the work of the labourers, on which they should be employed at their first arrival; the mats, bamboos, grass, or other material used for the roof should be supplied to them by the engineer officer. The huts should ordinarily be of a size to hold four or five persons, the members of one family. Residence in the huts should be an imperative condition of admission to the work, unless the rule is relaxed for special reasons by the officer in charge.

Admission of applicants.

7. It is important that persons who desire to be employed should know where to apply for admission, and should not be subject to delays and uncertainty. A place should be fixed (which may be marked by a flag) to which all new-comers should resort; and this place should be visited at least twice a day, morning and evening, by the civil officer, if any, or if there be none, by the engineer officer in charge, or a subordinate deputed for the purpose, who should examine the physical condition of the applicants, class them accordingly, and draft them on to the work. If they arrive without any written order from a relief officer, those who come in the morning should receive half a day's pay before being sent to work, and should get their full working pay in the evening; those who arrive in the evening should receive a day's wage (at the rate provided for gratuitous relief), and should go to work next morning. If they are sent to the work with the written order of a civil officer, they should receive pay, at the rate of about 12 miles a day, for the distance they have to go, and the wage for the last day should be paid on their arrival at the work.

Classification of labourers.

8. Where there is a civil officer attached to a relief work the classification of labourers will be a part of his duty. In cases of doubt he should refer to the medical officer (if any) for his opinion. If the

engineer officer is dissatisfied with the classification, he shall state his objections to the civil officer who may, if necessary, call in the medical officer to assist in the decision. If the civil officer adheres to his original opinion as to the classification of labourers, the engineer officer will be at liberty to refer the question to the collector of the district, and he should at the same time report the matter to the Superintending Engineer, or whoever is his immediate superior in his own Department. If there is no civil officer in charge of the relief work, the classification of labourers will fall on the engineer officer, but it will be the duty of the civil relief officer of the tahsil to parade and examine the labourers at least once a week, and to remove any labourer from one class to another if he thinks necessary; the engineer officer having liberty to refer the matter to the Collector of the district if he disagrees.

Division of labourers into five classes.

9. There should usually be five classes of labourers on a large relief work—(1), the ordinary piece-work or task-work gangs; (2), those employed at full relief rates; (3), the light labour gangs; (4), the old and decrepit; (5), the special gangs.

Class I.—Should be piece-work or task-work according to the nature of the work and the custom of the country. In this class should be included the ordinary labourers of the Department who were employed before the relief work was opened, skilled labourers, and those who are accustomed to manual labour of the kind demanded, and who have not suffered from famine. Moreover, those who belong to Class II, and have improved in strength and ability to work may be allowed and should be encouraged to transfer themselves voluntarily to the piece-work gangs.

Class II.—Ordinary relief gangs. Here the prescribed task should be 75 per cent. of that commonly performed at other times by able-bodied labourers at the sort of work in question.

All able-bodied, healthy labourers in good condition, not impaired by age or infirmity, but who are not used to this kind of work, or whose strength is enfeebled by low feeding, should be ordinarily placed in this class. Care should be taken to keep out of it any who, from weakness, or want of aptitude, or other causes, are likely to be unable to perform the task without suffering. But gangs in this class may contain along with able-bodied men a proportion of weakly women and children whom it is desirable to keep together as

belonging to the same family. The standard should be that, as far as possible, each man should be called to do three-quarters of what, looking to his strength, physique, and previous occupation, he would be expected to do in ordinary times.

Class III.—In which the task is 50 per cent. of that ordinarily performed at other times by able-bodied labourers.

In this gang labourers should be placed who fall short of the health, strength, &c., of those placed in Class II, and who in the best of times would not perform more than 75 per cent. of the task of the ordinary workman. As they improve they would be moved upwards into Class II.

Class IV.—In which the work done would be less than 50 per cent. of that ordinarily demanded from the able-bodied.

In this class the less capable labourers would be placed, *viz.*, such as are old and decrepit, though still able to execute some amount of work, but whose incapacity is not a temporary one due to famine, but arises from age or other physical infirmities. Such labourers would not be liable to transfer to a higher class, not being capable of improvement in strength.

Class V.—The special gang, in which convalescents, whose powers have been reduced by want or illness, would be employed. Here the task-work would be nominal, and the object would simply be to keep the labourers gently employed in the open air till they were fit to be transferred to Class III. This gang would be under immediate medical inspection, the labourers being carefully watched from day to day by the medical officer in charge of the works.

In order to keep families together, the classifying officer may allow persons, not properly belonging to a given class, to be placed in it, at their own wish, if other members of their family are in that class.

Non-working children.

10. There is also a sixth class, consisting of the infants or non-working children of the labourers. These will generally be children under the age of seven, but the officer in charge should have discretion to admit children even younger than seven to work if they are able and willing. Those who do not labour should be collected and put into the charge of female nurses while the parents are employed on the work. Shelter from sun and rain should be provided for them, and about 30 put under one woman, who is herself a nursing mother, or otherwise selected for her special fitness. The shelter should be at such a distance that the children of mothers belonging to the gangs should not interfere with the work, but should be within

easy access of their mothers. Any of these children who are weakly will be treated and fed as special cases.

Location and ganging of labourers.

11. After the labourers have been classed, the next business is to locate them on the work and to divide them into gangs. The work should be marked out so that separate parts of it should be allotted to the different classes, they being placed sufficiently far apart to allow of no intercommunication between them. The engineer officer should then divide them (except the piece-work labourers, who should be allowed to sort themselves as they choose) into gangs, allowing those of the same family, or of the same or neighbouring villages, as far as possible, to work together, and, where the prejudices of the people require it, those of the same caste. Each gang will ordinarily consist of about 50 people under one gangsman or head cooly, men, women and children being associated in due proportion; also consisting, as far as possible, of members of the same family, and the gang will further be broken up into task-parties, of from six to twelve persons. Such task-parties would consist of about two men, as diggers, and four women and children, as carriers, and the task to be performed by these would be marked out separately, so as to facilitate measurement and discrimination of those who fail to perform their task. Four to six gangs will be under one writer, who will keep up the nominal register. The Form A in the schedule may be adopted.

Form A used in the Mysore Code was intended.

The task.

12. When the labourers are thoroughly organised and set to work, task-work should be exacted from them, not individually, but by the gang. But in the case of habitual short work, the officer in charge should endeavour to ascertain to what person or persons the default is due.

The task for each class should be fixed on a careful consideration of the difficulty of the work, and of the capacity of the labourers, *i.e.*, their previous experience in work of this kind as well as their physical strength. The same amount cannot be expected from an artizan as from a field hand accustomed to digging, or an habitual labourer on the roads who is accustomed to stone-breaking. Care should be taken to explain beforehand to each gang what its allotted task is, so that its members may know what is expected of them. The work done by each task-party should be measured up twice or thrice a week. Task-work must not, however, be exacted rigidly during the first few days, especially from

those who are at all feeble. No task can be appointed for Class IV or V.

The wage.

13. The wage for those who are on piece-work rates should be so fixed that a labourer doing an ordinary full task should receive a little more than one who is in the second class, but not more than the amount of work done is worth assuming that the usual departmental rates are modified in reference to prevailing prices. The object of allowing piece-work gangs is twofold : (1) to meet the case of skilled workers who usually earn their bread in this way, and who need not be degraded by being lowered to the level of the unskilled workman ; (2) to give encouragement to the others in cases where the labourers are dispirited and listless, and where it may at times be advisable to have recourse to this method to give them life and spirits by the prospect of gaining more money. It should not, however, be done with this object, unless on works which it is the wish of Government to push on to completion, and which in the ordinary course of work will be probably left incomplete when the famine is over. It will not be permissible for a labourer to be in the piece-work gang while his family are in a task-work gang, they must be all together in one class or another.

To labourers in the second class, who perform 75 per cent. of an ordinary task, the wage should be based on a sliding scale, consisting, for the major part, of the price of a fixed quantity of food-grain, together with a small margin in cash to provide for contingencies. The wage which is considered sufficient is as follows :—

Adult males (above 12) the value of $1\frac{1}{2}$ lbs. of flour or rice, *plus* $\frac{1}{2}$ anna.

Adult females (above 12) the value of $1\frac{1}{4}$ lbs. of flour or rice, *plus* $\frac{1}{4}$ anna.

Working children (below 12) the value of $\frac{3}{4}$ lbs. of flour or rice, *plus* $\frac{1}{4}$ anna.

The flour should be that of the coarsest cereal or millet ordinarily consumed and commonly purchaseable in the bazaar ; where rice is made the standard of wage, it should be cleaned rice. The price should be that at which the flour or rice is sold at the bazaar attached to or nearest to the relief work ; if flour is not sold, the price should be based on that at which the grain is sold.*

* In calculating the price of flour, it should be remembered that flour is always dearer than the grain of which it is composed. This seems a simple matter for instruction, but it has constantly been forgotten, and wages have been based on the price of the grain, not of the flour. Thus, if barley is selling at 1 anna a pound, a pound of barley should be priced about $1\frac{1}{10}$ anna.

The wage thus calculated will not, as a rule, be less than the ordinary daily wage customary in the district, which the people were receiving before the large works were open. If it should come out a little lower than that wage, a point should be stretched to avoid reducing the rate, which would necessarily cause discouragement and discontent.

In the third and fourth classes, containing the feeble and the old persons, whose task is half that performed by an ordinary labourer, or less, a lower wage is required :—

Adult males	...	$1\frac{1}{4}$ lbs. + $\frac{1}{4}$ anna.
„ females	...	1 „ + $\frac{1}{4}$ „
Children (in the third class only)		$\frac{1}{2}$ „ + $\frac{1}{4}$ „

In the special gang of temporarily debilitated persons, whom it is desired to feed up and strengthen, the wage should be the same as in the case of Class II, together with any other sustenance which the medical officer, if any, or the civil officer, may think needful for them, such as a little milk or ghi or oil. It must be understood that this class should always consist of persons whose debility is due to want of food, not to old age, and that their stay in it should not be long. Either they will improve, and pass into Class II or III, or if they do not, they should be transferred to Class IV.

For the non-working children the best system is to provide cooked food to be distributed through the nurses by an official specially appointed for the purpose. The quantity given should be $\frac{1}{4}$ lb. of rice well boiled, and to the bigger children $\frac{1}{8}$lb. of bread or chappatti in addition. If the engineer officer is unable to provide for the cooking and distribution of this food, or if the parents for caste reasons object to it, then payment should be made at the rate of 3 pie, or $\frac{1}{4}$ anna, per diem to the parents, on whom the duty of providing food for the children will devolve. Nursing mothers should in all cases receive this allowance on behalf of their babies.

When a relief work is first started, the first day or two will be occupied in classifying and hutting the labourers, and for those days full wages should be given. Similarly on all days when from rain or other causes the full task cannot be performed.

Sunday wage.

14. Piece-work gangs will be allowed to work on Sundays if they choose, work being marked out for them beforehand for this object, but the establishment cannot be called on to measure their work or to make payments on Sunday. No other

classes will be allowed to work on Sunday. If the Famine Commissioner considers that the rate of wage laid down for Classes II, III and IV provides a sufficient margin, the six days' wage will be given for seven days' consumption. If he considers that it does not so provide, he will direct either that a small addition should be made to the daily wage during the six working days, to cover the Sunday consumption, or that two days' wage shall be given on Saturday to all who have worked continuously during the week. In either case he will report the issue of such an order, and the grounds for it, to the head of the local Government for the information of the Government of India.

To the special gangs and the non-working children wages and food will be distributed on Sundays as on week days.

Distribution of the wage.

15. It will generally be necessary at first to pay the labourers daily, and after a time twice or thrice a week; but those in Class V, the special gang should always be paid daily, and the piece-work gangs should be paid on the completion of the piece. Every labourer in Classes II to V should be paid individually; it is not sufficient to pay the gangsman and leave him to distribute the wages to the members of the gang, except in the piece-work gangs, where payment for the actual work will be made to the head of each working party. All payments must be made in cash; no cooked or raw food is to be given, except to the people who are under special treatment, and to the infants. Nominal registers of labourers should be drawn up, showing the name, caste and village of each, and the date he was taken on the work. The roll will be called daily, and those who are absent for part of the day will receive half a day's pay; if absent during the whole day, no pay for that day. Payments must not be made through low-paid underlings, but by regular cashiers borne upon the strength of the establishment, from whom good security should be required. Care must be taken that the payment is quickly completed and does not last till an unreasonably late hour. Where there is a civil officer in charge, he should invariably be present to witness the payment of wages to a certain percentage of the gangs, and if there is no such officer, the engineer officer in charge should perform this duty. Inspecting officers, of whatever department, must, on visiting a work, endeavour to satisfy themselves that the full prescribed wage reaches the cooly, less duly authorised cuttings. Arrangements should invariably be made

for paying new arrivals daily till they have been several days on the work. Under no circumstances should payment be made seldomer than once a week.

Fining.

16. Fining is the chief, if not the only, punishment that can be inflicted for short work, and resort should not be had to it unless the engineer officer is satisfied that the failure to work is wilful, and not due to weakness. He should exercise discretion and patience, and should warn the labourers before putting this penalty in force. It can only be enforced against Classes II, III and IV.

Labourers in Class II should not be fined so as to reduce their pay below that of Class III, and those in Classes III and IV should only be fined to the extent of the fixed cash addition to the food value. If, however, there is a deliberate refusal to labour amounting to insubordination, or actuated by the hope of forcing the authorities to relax the discipline, the fining may be carried out more severely, down to the proportionate payment for work actually done, provided that the fine is imposed with the approval of the civil officer in charge of the work or the tahsil, and is immediately reported to the Collector of the district, who should take an early opportunity of visiting the place and satisfying himself that the proceedings have been judicious. In all cases the number of persons fined and the amount of wage deducted should be entered in the weekly report. It should also be impressed on the engineer officers that fining should not be carried out in a mechanical way, as the necessary sequence of any shortcoming in the task: slight shortcomings should be overlooked; fining should be reserved as a punishment for those who can perform the task and will not, and even with them it should not, be persevered in too long; the full wage should be given for two or three days to show them its advantages, and in all such ways encouragement should be given and discipline enforced by hope as well as fear.

Food supply.

17. The supply of the local bazaar should be the special care of the civil officer attached to the work: if there is no such officer, it should devolve on the engineer officer in charge, who should refer to the civil officer in charge of the taluk or tahsil in all cases of difficulty. Arrangements must be made for the supply of sufficient and suitable food at a fair price: a contract may be given to one large merchant, on condition of charging a price which shall bear a

suitable fixed relation to the price in the town from which the supplies are brought; or leave may be given to any traders who wish to set up shops, on the same condition. Assistance may be given, if necessary, to aid the traders in conveying grain to the work; and if the work extends over a long line of country, care should be taken that there are a sufficient number of shops to supply the labourers without compelling them to go a great distance. The rate at which each kind of food is sold should be written up in a conspicuous place in the bazaar from day to day, or as often as it changes. All weights and measures should be according to a given standard, and should be frequently examined. The site for the bazaar should be fixed by the officer in charge, and no one allowed to set up a shop elsewhere; a policeman or peon should be placed on duty to prevent disputes or thefts, and orders may be given by the civil or Public Works Department officer as to the articles to be exposed for sale, the hours of sale, and any other matter of discipline. The quality of the articles exposed for sale should from time to time be examined, to see that they are fit for human food.

Medical supervision.

18. To all large works a hospital should be attached under a medical officer; he should have charge both of out-patients and in-patients, not merely waiting till any sick person is brought to him, but patrolling the whole of the work daily and inspecting the gangs, especially those of Classes IV and V, the nursing mothers and the infants. He should carry with him, while patrolling the works, simple medicines for application to cases of itch and ulcers or slight wounds from the working tools, which he should dress on the spot. If he thinks the classification of labourers is incorrect, he should point it out to the civil officer, if any, or (in his absence) to the engineer officer, and if he disagrees, the matter must be referred to the Collector. If he sees that deterioration of condition is going on in any of the gangs, he should bring it to the notice of the officer in charge, suggesting his views as to its cause and remedy; and if the deterioration continues, he should report the fact to his own medical superior, who should then visit the work and inspect the gangs. He should also inspect the conservancy arrangements, the latrines and the water-supply, and should report to the officer in charge any imperfections he observes. The utmost vigilance

should be observed to prevent any contamination of the water-supply. The rest of his time should be given to his in-patients in hospital. One or more hospital sheds should be erected as quickly as possible in a convenient locality, and provided with a sufficient number of mats, blankets and ordinary medical comforts. An adequate supply of common medicines should be furnished by the Medical Department. Care should be taken to keep the hospitals dry and clean, and the requisite nursing and sanitary establishment will be supplied by the officer in charge of the work. Clear rules should be laid down by the Sanitary Commissioner or Famine Commissioner as to the supply of medicines and medical comforts to such camp hospitals, the registration of sick in hospital and of deaths, whether in or out of hospital, and as to the checking of the expenditure incurred. The outbreak of any epidemic disease, and especially of cholera, should be immediately reported to the civil officer, or, if there is none present, to the collector of the district, and also direct to the chief Engineer. Separate sheds should be erected for infectious diseases.

If there is no medical officer attached to the work, his duties will be performed, as far as may be, by the Engineer officer, who will send all cases of serious illness in to the nearest hospital for treatment.

Registers and reports.

19. Every officer in charge of a relief work will make a weekly return, for the week ending Saturday evening, containing all necessary information as to the condition and progress of the work. He should state the number of labourers he is able to employ in addition to those now on the work, the state of health of the labourers employed, and the increase or decrease of their numbers. He should report the average daily number for the week of men, women and children in each class, the total weekly pay at full wage rates, the total weekly pay distributed, the number fined during the week, the number sent to hospital during the week, the daily number of sick in hospital classed according to diseases, the daily number of deaths, the name and price of the food-grain on which the wage rate is calculated. When a money sanction is nearly expended, or the work approaches completion, he should warn his departmental superior and the Collector in due time, so that the supply of funds may not run short, and a new work be got ready for the employment of the people on the completion of this one. At the close of

the famine the value of the work executed at normal rates should be calculated and compared with the actual outlay, which again should be divided into (1) wages to labourers; (2) charitable relief, such as the initial sums given to newcomers, the indulgence given to Class IV, the pay or food of infants, the hospital expenditure &c.; (3) the cost of materials, *e.g.*, tools and huts; (4) the pay of the supervising establishment.

Drafting of labourers.

20. When labourers are sent in by the village inspecting agency with tickets (as described in Chapter IV, paragraph 6), the civil officer on the work should give them a day's wage or half a day's wage, according to the distance they have come, and should classify them and send them on to the work, taking from them the ticket of admission they have brought with them, which should be returned to the relief inspector as a voucher. When labourers have to be moved in large bodies, as on the completion or stoppage of a relief work, much care must be taken to keep them together, to protect them from panics, and to restrain them from doing injury to the places they pass through. When the gangs drafted are large, and the people have long been accustomed to one place, there may be unwillingness to move and timidity, which must be overcome by tact and exertion. The relief officer should himself march the earliest gangs to the relief work, so as to prevent any desertion by the way, or he may send them in the charge of a trusty superior official. When the system is well established, and the people have confidence in the work and crowd to it instead of shrinking from it, it will be sufficient to place the party under the charge of a gangsman or peon or constable, according to discretion, and to send with him a slip of paper showing so many persons of the 1st class, so many of the 2nd, so many of the 3rd, despatched on such a day to reach the relief work on such a day. Pay will be given to the labourers according to the distance to be travelled. If the distance is more than one day's march, they should either be halted for the night at a relief camp, or else at some police station, or some village, where the police officer or headman would, on production of the relief officer's order, arrange for the supply of grain required.

Permanent advance.

21. Every civil officer in charge of a relief work will receive a permanent advance of Rs. 100 to enable him to give

food or money to applicants the first day they arrive on the works, and to meet any exceptional expenditure. He will send in to the Collector on every Monday an account of his expenditure under this head for the previous week, and also a weekly report on all points of interest and importance.

Entire families to be brought on works.

22. Relief labourers should be encouraged to bring their whole families with them to the works, and relations of labourers who arrive subsequently should always be taken on, if fit for labour. Attention to this point is particularly necessary when any deterioration of the labourer's physique becomes apparent, and inquiry will probably show that he has been endeavouring to support members of his family on a wage intended only for himself. Inspecting or superintending officers will, therefore, be expected to watch narrowly the proportion of young children on the works, and to take immediate steps when that proportion is improperly small.

FAMINE CODE.

CHAPTER III.

Gratuitous Relief.

Part I.—*Village Relief.*

Classes entitled to gratuitous relief.

Gratuitous relief is for the most part given to famine-stricken people at their homes. The persons entitled to receive it are those who are unable to do a moderate amount of labour on the public works, such as the old and infirm, cripples, the blind, sick, or unable to leave their houses, women far advanced in pregnancy or recently confined; widows or deserted wives with several small children, and those relatives or attendants who are needed to attend on the sick and helpless.

The village list.

2. As soon as it is decided that gratuitous village relief shall be distributed in any district or part of a district, the relief officer of the tahsil (or if none has yet been appointed, the tahsildar) shall make known to the headman* of each village that it is his duty to draw up, with the assistance of the village accountant, a list containing the names of all persons who belong to the class entitled to gratuitous relief, and that he is liable to a penalty for any failure in the performance of this duty. A period shall be fixed (usually about a week), at the end of which the relief inspector will visit each village to examine the list; and after correcting it he will deliver a certified copy to the headman, who will be bound to see that relief is distributed in accordance with that list. The headman is also bound to strike off the list from time to time the names of those who die or leave the village, and to report to the relief inspector the names of those who, in his opinion, have so improved in strength as to be capable of labour on the relief works.

Amount of relief.

3. The amount of relief to which each person on the village list is entitled is as follows:—

Adult male or female (over 12 years of age), 1 lb. of the meal or flour of the common coarse grain of the country, or, in rice-eating countries, of cleaned rice.

Child below 12 years, ½ lb. of the above.

Nursing mothers, 1½ lbs. of the above.

* It is assumed that, as recommended in para. 143 of Report, Part I, the necessary legal provision has been made, and a person designated in each village in whom the legal duties of village headman in time of famine are vested.

A ticket will be given to each person on the list in the following form :—

Date of Ticket.	No. on Village List.	Adult or Minor.	Daily Amount.	Date of distribution of food, with signature of grain-dealer.

Mode of distribution.

4. This food shall ordinarily be given weekly, seven days' supply at a time, to each person on the list, or in the case of families, to the representative of the family, by a grain-dealer authorised for the purpose by the relief inspector. If possible, the grain-dealer should be a person resident in the village, and if there is none such, the village headman may, if it is thought proper, receive an advance to enable him to purchase a stock of grain and dole it out according to the list. If this cannot be done, the nearest grain dealer must be selected. He should receive an advance, for which a receipt will be taken, sufficient to enable him to purchase the grain required for three or four weeks' consumption; he should be bound to attend in the village for the purpose of the weekly distribution; and should keep an account showing the weekly distribution of food to each village :—

Week ending	Village.	No. of Adults on List.	No. of Minors on List.	Amount distributed.	Rate.	Cost.

This account will be tested at each inspection, and the amount distributed compared with the number on the list, care being taken to recoup expenditure, so that the grain-dealer may always have funds in hand.

Relief in towns.

5. The same system should be pursued in towns as in villages, *mutatis mutandis*. There being no legally responsible headman, or village accountant, the task of preparing the relief list will fall more directly on the Government officials who will, however, receive voluntary assistance from the respectable inhabitants of the town. In the case of municipalities the same work will be performed by the municipal authorities. The town should be divided (if large) into mohallas or quarters, and lists prepared, and relief distributed, on the same system and at the same rate as in the villages.

SECTION III.

PART II.—*The Poor-house.*

Object of the poor-house.

1. The poor-house is the name given to an institution in which cooked food is distributed gratuitously on the condition of residence within the enclosure, and of conforming to the rules of discipline and order. The people for whom this provision is intended are mainly those who have no homes or have cut themselves adrift from their homes, and who are unfit for employment on works. They are mostly to be found wandering on roads or byepaths, and a special system of patrol should be organized to bring them in and prevent their dying in out-of-the-way corners. There is also the class of professional beggars who cannot be made to work, and of whom the streets of towns should be swept by a daily patrol. Lastly, there will be a few people in villages, regarding whose necessities the circle officer cannot satisfy himself, and to whom he may say that if they are really in want of relief they must go to the relief-house and get it there. The people who are thus received into a relief-house should be kept there compulsorily until the famine is so far at an end that private charity can again be relied on to feed the beggars; excepting two classes, those who improve in strength with the food given them and who are relegated to the relief-work, and those who have homes and who, after proving their necessity by submitting to the conditions of the relief-house, may be sent back there and placed on the out-door relief list of their village. The relief camp may also be used as a rest-house for gangs, on their way to a relief work, who come with an order from the relief officer entitling them to food and shelter for the night. There is, further, the case of the emigrants' rest-houses, which will be treated separately.

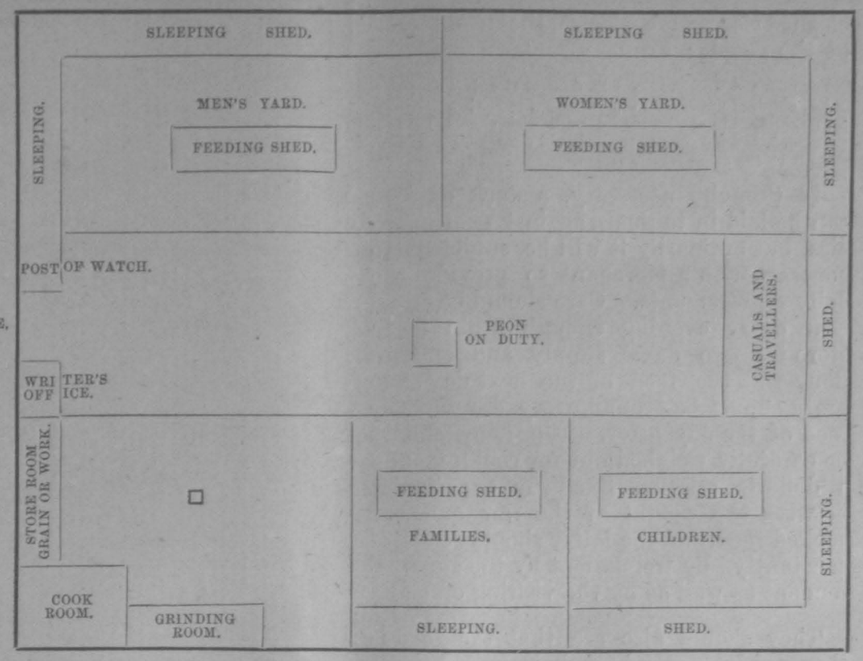
Organization of the poor-house.

2. The best site that can be selected for a poor-house would be in a grove of trees on tolerably high land, with open ground between it and the town, with a water supply near at hand, distant about one mile from a town in which a superior official resides, so as not to be near enough to allow of illicit communication with the town, nor so far as to make supervision by the officials difficult. As a rule, there should not be more than one poor-house in a tahsil, and it should be situate at the head-quarters of the tahsil. In

some cases one poor-house at the head-quarters of the district may suffice. It should be surrounded by an enclosure such as not to be easy to surmount, but not so formidable as to make it resemble a jail, since the authorities, for the keeping the residents inside, should rely not so much on the wall as on the certainty that the patrol will catch and bring back wanderers and beggars. There should be only one entrance to the poor-house: a peon should always be on duty there to check ingress or egress. There should be to every relief-house a superintendent and a writer, with sufficient assistance to enforce discipline and keep the accounts and registers. The menial establishment should consist of cooks, water-carriers, sweepers, &c., the paupers themselves being utilized in this work as well as in grinding the flour for their food as far as possible.

Interior accommodation.

3. The poor-house should be divided into sleeping sheds, working yards and offices. The sleeping shed should ordinarily be erected round the sides of the enclosure, the working yards being in front of them, and the offices collected in one corner or along the side nearest the gate. The walls of the sheds should be of earth or of wattle, according as is most suitable to the climate of the locality and the time of year. They should be thatched so as effectually to keep out rain. A free current of air should pass through them, but the sheds allotted to families may have spaces divided off into cubicles or apartments for each family. Superficial space should be allowed to each sleeper, 7 feet by 4, a mat provided to sleep on, and a ticket hung up over the mat corresponding in number to that worn by the pauper. The area of the poor-house should be staked off, so as to provide separate enclosures for men, women, children, and for entire families. Families should not be broken up, but otherwise the sexes and ages should be separated. Each of these enclosures would contain the sleeping shed and working yard of the class to which it belongs, and where this is found necessary, separate enclosures should be provided for those of good caste, and those of low caste. The offices will consist of a store-room for the grain required for food, another for the work done by the paupers, a grinding shed, a cook room, and an office in which the accounts would be written up and the records and registers kept.



The above sketch may serve as a suggestion as to the way in which a poor-house should be laid out and arranged.

Either inside or (which is better) outside the enclosure there should be a well used solely for washing purposes. A trough or bath should be attached to it, which should be filled from the well, and to which the paupers should be marched in detachments to bathe as often as is thought good with reference to the climate and time of year.

Reception of applicants for relief.

In front of and near the door of each relief camp an enclosure shall be railed off in which all fresh applicants for relief shall be received, whether they present themselves voluntarily or are sent in by the police or by relief officers. In this place some superior relief officer shall attend at a fixed hour every day, either the special relief officer of the taluk or the village relief officer or the tahsildar or, in the absence of all of these, the peshkar, to receive the applicants, and either forward them to a relief work or admit them into the relief camp.

If the severity of the famine render it necessary, some official, with a supply of cooked food, should be present at all hours of the day.

Food.

4. The food should be distributed twice a day, and should consist of a daily ration of the following quantities of the meal or flour of the common coarse grain of the country, or the same quantities of

cleaned rice where rice is the usual food of the people:—

For men and women	- 1 lb.	flour or rice	+ 2 oz. pulse.
For children under 12	- ½ lb.	„	+ 2 „

For children in arms a special milk diet should be provided, and nursing mothers should receive 50 per cent. above the usual female ration.

If thought necessary, a stock of food can be laid in to guard against contingencies, but ordinarily it will be sufficient to contract with a merchant to provide the daily requirements. Care should be taken that every evening enough grain is in store for two days' supply and enough flour for the food of the next day; the grain should be ground every day for the food of the day after. The flour should be carefully weighed out for cooking, and a definite relation fixed by experiment between the weight of the raw and the cooked food, and the latter should be tested constantly by weighment by the superintendent as well as by the visiting official.*

They should also see that the food is thoroughly cooked, and is served in a state as palatable as possible. The pulse should contain a certain quantity of pepper and of spices to be fixed in each province according to the local custom. The paupers should be arranged in rows in the feeding-sheds in their own enclosures, and the number of rations required for each enclosure should be taken to them, after being counted by an official at the cook-room door, and distributed. A plate or pot should be given to each in which to receive the liquid portion of the meal. They should be supervised while eating it, and not allowed to get up till it is eaten, or to give any away; especial watchfulness is required in the case of the children, who are liable to have the food snatched from them by other children or by adults, or who may be induced by fear to save a part of it to give to their parents.

Employment during the day.

5. A certain number of the residents should be selected as water-carriers, sweepers, grinders, &c., and as monitors or orderly peons to enforce discipline. For the rest such employment as they are capable of should be provided; for instance, rope-making, spinning, stone-breaking, basket-making, &c.

Establishment.

6. The establishment should consist of paupers as far as possible. The only paid

* *Note.*—The importance of frequent testing cannot be overrated. Under the most careful superintendence errors will creep in on this head if the cooks are not subject to constant inspection; and it must be remembered that where the daily ration is cut down to a low scale, its sufficiency to sustain life cannot be ensured, if the pauper can be defrauded of even a small fraction of it.

officials should be the superintendent, the accountant and the hospital assistant; but Re. 1 per month may be paid to the overseers and to the head cook in addition to food. Carpenters and blacksmiths, if required, may be called in and paid in cash. But all other servants in the poor-house should be paid in food, or in raw grain if their caste requires it, and should, as far as possible, be appointed from among the paupers themselves, not from outside.

The superintendent.

7. The duty of the superintendent is general supervision. He is responsible for examining the supply of grain received from the contractor, testing its quantity and quality, and entering it in the stock register; also for seeing that it is securely kept in a safe chamber under a good lock or sufficient guard. He is bound to be always present at feeding time, to see that the food is well cooked and the amount of it correct; to see that the paupers are properly organised into gangs and parties, are set to work at labour suitable to their capacities and do a sufficient quantity of work, and that all members of the establishment do their duty punctually and thoroughly. He will muster the establishment every day, and record their attendance in a register, the form of which will be found at the end of this chapter. He will also receive daily from the taluk relief officer all new admissions, and see that their names are entered by the overseer on his muster-roll.

The accountant.

8. The accountant must always be a member of the tahsildar's permanent establishment, and must be selected for this work because of his special qualifications, a temporary officiating man filling his place. He has to keep up the returns and registers the forms of which are given in the appendix at the end of this chapter. They consist of—

See forms appended to Mysore Famine Code.

(1) the stock register of rice or grain;
(2) the daily register of paupers fed in the poor-house;
(3) the daily abstract statement of paupers fed in the poor-house;
(4) the pay register of establishment;
(5) the cash book and register of contingent expenditure.

The manner in which each of these statements is to be prepared is explained in a note at the foot of the statement.

The overseer.

9. The overseer will keep the nominal register (the form of which is given at the end of this chapter) of the paupers in the poor-house. If there are more than 400 inmates, a second overseer may be appointed. He should ordinarily be a

respectable literate inhabitant of the taluk, Muhammadan or Brahman, or of other good caste, who is in distressed circumstances, and is glad to do the work for a payment of one rupee a month, plus half as much again as the daily ration, which may be given raw. He will marshal the people in the morning to the early meal, and will take the roll-call while it is being eaten. When it is taken he will write out a slip in the following form, and make it over to the accountant :—

ATTENDANCE morning of the of

Name of Gangsman.	Men.	Women.	Children.	Total.	Total Number of lbs. of Grain.

During the day he will supervise the work of the gangs, either generally or any particular set of gangs as the superintendent may direct. In the evening he will again marshall the people to the evening meal and take the roll-call, and give a slip to the accountant in the same form as in the morning.

Organisation of enclosures.

10. There should be a gangsman or monitor to each enclosure, a female being appointed to the female enclosure: they should be responsible for the discipline of all the residents in their enclosure at night, when at work, or when eating. If the numbers in an enclosure are small, persons of good caste can be allowed to sit a little apart in working and eating from the other members of the gang, and can have a portion of the shed walled off for them. The gangsman or monitor should, if possible, be chosen from among the more respectable and capable paupers in the poor-house; if none such are available, he should ordinary be a respectable illiterate resident of the taluk in distressed circumstances who is glad to accept the post for the wages of a ration half as large again as the ordinary one, *i.e.*, 1½ lbs. of grain, which may be given raw. The discipline of the party should be kept as uniform as possible, so that people may know their work and their place and each other ; they should sleep in the same shed, eat meals in the same place, and after meals go together to the same work in the same place as nearly as possible. Proper arrangements should be made as to the water-supply, the latrines and urinals and the burial of those who die in the poor-house or hospital.

Menial establishment.

11. This establishment, which consists of cooks, water-carriers, rice-cleaners or grinders, guards and sweepers, should be kept down to a moderate strength, and should, as far as possible, be recruited from the paupers of the kitchen, or from respectable people of the taluk who are in distressed circumstances. As a rule, they should be paid in grain, which may be given raw if desired, at the rate of 1½lbs., or for the most onerous tasks 2lbs. a day ; but where the numbers are large the head cook may in addition receive Re. 1 per mensem. The number of each class of servants should be arranged on a sliding scale in proportion to the number of paupers to be attended to. In Southern India it was found that 1 per cent. of the population to be fed was a sufficient number of cooks, but that more were required where rice was cooked than where ragi ; and where the resident population is very feeble more persons must be entertained to carry and distribute the cooked food than where there are able-bodied paupers who can be so employed. Great care should be taken that the persons employed in the cooking and handling the food should be of such castes that the prejudices of the inmates should not be offended. The number of water-women and of sweepers should be about the same as the cooks. But for the sick in hospital probably one sweeper will be required for 25 patients. The occupation of rice cleaning or grinding is one that can be suitably given to women of respectable castes ; two women in good health should easily grind thirty seers of grain a day, or enough for sixty adults ; but if they are enfeebled, then two relays of two women each should be allowed for each mill. It is not intended in these rules to tie officers down to a too rigid uniformity, but every superintendent and taluk relief officer is expected to do all in his power to combine efficiency with economy.

The hospital.

12. There should be a hospital and a medical officer attached to each poor-house. The site of the hospital should be as near to the poor-house as possible, subject to sanitary considerations, and it should be selected with great care by a superior medical official. Its arrangements should correspond in all important particulars with those laid down for the hospitals on large relief works. The medical official should be appointed with due consideration of the relation between his rank and experience and the difficulties and responsibilities of the post, the most experienced men being put in charge of

the largest hospitals and poor-houses. He will be responsible for seeing that all the requirements of a hospital are provided, and that the sheds are dry and ventilated. He will send in to the superintendent a daily return showing the number of sick in hospital, the daily admissions, discharges and deaths, and the number of rations and the quantity of extra food required for his patients. He will also keep up a nominal register of all admissions, their diseases and history ; and will prepare from this such return as may be called for by his own department. He will constantly go round and inspect the residents in the poor-house and give outdoor treatment to those in need of it, avoiding as far as possible any compulsion on the paupers to enter the hospital as in-patients. He should notice the condition of all the residents to see if they are improving, or the reverse : and he should report at once to the superintendent or the civil relief officer if he believes the food to be insufficient or bad in quality. For those who are specially emaciated, he should prescribe special diet, such as milk or ghee or other nutriment. He should also report to the superintendent if he thinks that in any case the work exacted is too severe for any of the paupers.

Inspection.

13. The poor-house is under the immediate charge of the civil relief officer of the tahsil, and the superintendent of the poor-house is directly subordinate to him. But whenever a poor-house is established, a body of respectable Native gentlemen shall be associated with the relief officer as a committee of management. They should be consulted on all matters connected with caste and social observances, and their influence should be exerted to spread abroad the knowledge that everything possible is done to prevent any offence being given to the sensitive feelings or prejudices of the inmates. They should be especially consulted as to the appointment of cooks and overseers, in order that no one may be appointed to whose caste any objection can be taken. One of them should be invited to visit the poor-house every day according to a roster, and especially to be present at feeding time; and the whole committee should, if possible, meet the relief officer weekly at the poor-house, where any suggestions may be offered, or any objectionable practices brought to light and stopped. The relief officer should then, accompanied by the committee, inspect the residents, and inquire into their cases and condition. Those who have improved in strength sufficiently to enable

them to work should be sent to a relief work; those who have not, should, if their homes are known and there is any reasonable prospect that they will stop there, be sent back to their homes and put on village relief.

14. The exceptions, who must be kept as permanent residents as long as the famine lasts, are (1) incurable wanderers who have been sent to their homes more than once, but have not gone or have not stayed there; (2) able-bodied professional beggars who have been sent to work more than once, but have persistently left it; (3) persons from villages in which village relief is not given.

Rest-houses for emigrants.

On the roads along which emigrants are known to travel in large numbers it may be necessary to keep up places at which they can be fed. At these places the conditions of residence and work will not be insisted on. Two meals will be cooked a day, morning and evening; those who arrive in the evening will receive a meal and shelter in a shed for the night, and will be sent on next day after receiving a second meal in the morning. The superintendent is responsible for seeing that they eat the meal in his presence and do not carry it away, and that this indulgence is granted only to *boná-fide* travellers who are in want. The taluk relief officer will pay special attention to these rest-houses, will endeavour to dissuade feeble and emaciated persons from emigrating, and offer them employment on a relief work, and if the number becomes at all considerable he will report the facts to the Collector of the district. He will also be careful to visit these rest-houses frequently and at feeding times in order to test the superintendent's returns as to expenditure and the number of emigrants fed. The superintendent will add to his daily abstract register a note showing number of people going to and returning from the place which is the goal of emigration.

Part III.—*Other kinds of Gratuitous Relief.*

Orphanage.

15. Children who are found in poor-houses without any relations, or whose relations cannot be traced or cannot be compelled to support them, should be sent to the district head-quarters, or (if the numbers are not many) to such places within the province as the local Government may select, in which orphanages for their reception shall be established. The Government orphanage should be managed generally like the poor-house; it should

be under a superintendent, and should be inspected by a relief officer and a committee of Native gentlemen; the greatest care should be taken not to do anything which may affect the caste of the orphans; they should be daily inspected by a medical officer, and should receive such diet as he thinks necessary in special cases; and they should be taught to read. At the close of the famine they should be disposed of by the Government according to the principles laid down in para. 186 of the Report, Part I.

Emaciated wanderers.

16. Starving wanderers must be fed wherever they are found. If the police patrols meet them on the main roads they should either bring them in to the police station, or, if they are unable to go so far, should make them over to the headman of a village. Every officer of a police station, and every village headman, should receive an advance of Rs. 5 to enable him to supply food to cases like these. The village headman should understand that he is responsible if any one dies of famine, unsuccoured, in his village; and he should instruct all residents, and especially the policeman, that if they meet any such wanderers in lanes or byeways within the village lands, they should bring them to him to be fed. Such persons should be kept for one day, and then be passed on to the nearest poor-house or to their own homes.

FAMINE CODE.

CHAPTER IV.

Village Inspection.

Object of village inspection.

1. The preceding section has described how the duty of the village officers in respect of ascertaining and registering the distressed poor of their respective villages, with a view to the gratuitous distribution of food to those in need, is to be performed. In order that the execution of this duty may be properly controlled and supervised, it is necessary that a complete and elaborate system of village inspection should be established.

Organisation of inspecting establishment.

2. Village inspection will be conducted by—

1—The circle inspector.
2—The relief officer in charge of a tahsil or taluk.
3—The officer in charge of the relief of the district.

The extent to which this organization should be carried out will depend on the severity of the famine.

Village inspection when famine is anticipated.

3. In the earliest stages of distress the duty of inspection will be carried out by the assistant and deputy collectors in charge of the different sub-divisions of the district. It will be their business to go on tour through the parts of the district placed in their charge, visiting especially those places where the failure of the crop is reported to have been, or to be likely to be, most complete, and where the population is known to be poorest, and entering into communication with the native and village officials, and with all persons who are likely to be possessed of information as to the condition and prospects of the country. They should take steps for ensuring special accuracy in the preparation of the price-currents, and for getting full information as to the movements of the grain trade. The police should be instructed to supply the earliest information as to any special mortality and any movements or migration on the part of any class of the population; and the attention of the sanitary officers should be specially given to the punctual examination of the mortuary returns, and to the local investigation into any figures which indicate the outbreak of an epidemic or any increase in the rate of mortality.

Division of the district into circles.

4. Immediately on its becoming apparent that distress is imminent, the Collector of the district should (if this has not

been done before) prepare a scheme for the division of his district into inspection circles. The scheme should be twofold, so as to be prepared either for slight or for acute distress. To meet the former case the circles would be larger in area—about two or three to a taluk or tahsil; to meet the latter case they should be small enough to allow the inspecting officer (who will be hereafter called the "circle officer") to visit every village in the circle at least once a fortnight, on the assumption that he can visit two or three good sized villages and four or five small ones in a day, provided they do not lie very far apart. These circles should be marked off on the map so as to show the head-quaters of each circle, and to what circle every village in the district belongs; and the map and scheme thus prepared should be sent for the approval of Government through the Commissioner of the Division. They should be accompanied by a statement showing what local officials or non-officials the Collector would employ as circle inspectors, and to what extent he would require the assistance of other officers, European or Native, who would be sent by the Government to supplement the district staff. In the case of acute distress, when the circles are small and a large number of circle officers have to be appointed, there should be one (or if necessary more than one) supervising officer to each tahsil or taluk, whose special occupation it would be to control the operations of the circle officers, and test the manner in which they carry on their duties. His title should be the Tahsil Relief Inspector.

Appointment of the circle establishment.

5. The Commissioner of the Division, or as soon as such an officer has been appointed, the Famine Commissioner, should decide for each part of the district whether slight or acute distress prevails, and which of the two schemes for inspection should be put in force, and should see that the proper staff is appointed to carry out the duties of inspection. At this period order should be issued to the headman of villages to prepare the list of persons entitled to gratuitous relief as described in paragraph 1, Chapter III.

Mode of conducting village inspection: (*a*) on first visit.

6. The principal duty of the circle officer is threefold; to see (1) that the measures of relief set on foot by Government are known to the people, and to encourage them to accept and avail themselves of those measures; (2) to see that relief is received by those who are entitled to it; and (3) that it is not bestowed on those who are not entitled to it. Before making

his first visit to a distressed village, he should send notice to the headman of his intended coming, and should desire that all the inhabitants may be collected for inspection at a given hour in a suitable open place within or close to the village site. He should begin by visiting every house to see that all the residents have been collected in the open air, except those who are sick or incapable, into whose circumstances inquiry must be made; he should then inform the villagers of the places where and the conditions on which work is offered. He should next divide them into three classes (1) those who neither ask nor appear to need relief; (2) those whom the headman has put down in his list for the receipt of gratuitous relief; (3) those who are not in that list, but who either apply for it or appear to be in need of it. After counting and noting down the numbers in the three classes, the 1st class may be dismissed, retaining only such as the circle officer may consider able and willing to assist him in the inquiry that follows. The 2nd class should then be carefully examined. Inquiry should be made into their circumstances, the number of their families, the manner in which they have hitherto been supported, and the reasons why that source of support is withdrawn. The opinions of the more respectable bystanders should be invited as to the reality of their claims. Their houses should be inspected to see what stores of grain, utensils, cattle or other possessions they have got; and such as are bed-ridden or unable to leave the house should be visited in their houses. Finally, after satisfying himself that they are really in want of food, and unable to perform a moderate task on the relief works, the circle officer should enter them on the village relief list. A similar inquiry should be made into the circumstances of those who are in the third class, and the village headman should state the reasons for which he did not place them on his list. Those who are fit to work should be instructed to go to the nearest relief work, and should receive a printed form,* which should be filled up in counterfoil by the circle officer, showing name, adult or minor, male or female, class (such as labourer, cultivator, &c.), work to which sent, date and signature of sending officer. Those who appear deserving of gratuitous relief should be placed on the village relief list, and the rest should be rejected. The circle officer should then explain to those on the village relief list, and to the village officers and to all concerned, the arrangements made for the

* The form may be as follows:—

Village.	Name and Class.	Work to which sent.	Date.	Signature of Inspector.

The counterfoil should contain the same columns, and one for the signature of the officer in charge of the relief work. On the arrival of the labourer, that officer should take from him the ticket, sign it, and send it to the relief officer of the tahsil, as a voucher.

purpose of distributing the sanctioned relief either in grain or money. The first distribution of such relief for a week's support of the recipients should be made in his presence. He should then fill up in his note-book the following statistics respecting the village before he proceeds to inspect another:—

Name of Village.	Census Number of Village Population.	Date of Visit.	Number present at Inspection.	Number in Class I.	Number in Class II.			Number in Class III.			Total Number on Village Relief List.	Weekly Amount of Relief in Grain or Money.	Remarks.
					Rejected.	Sent to Relief Works.	Admitted to Village List.	Admitted.	Rejected.	Sent to Works.			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	

7. On subsequent visits the first care of the circle officer should be to inquire whether those on the relief list have received the amount of grain or money which they were entitled to receive since his last visit. His visits should sometimes be made without warning, in order to take the recipients unawares and see if those who appeared to be bed-ridden have gone out to work, or if the houses and cattle sheds that appeared empty have been occupied or more comfortably furnished, or if any have died or left the place without their names being struck off the list. The visits should sometimes be made with notice given, so that those not on the list may have opportunity for urging their claims, and also that he may make a fresh parade and census of the whole population in order to judge if the general condition is improving, or the reverse; if any have migrated or returned from migrations; and if those to whom he gave tickets for relief works have gone there and have found employment. He should at the same time see that the stock of money left with the village headman for assisting starving travellers, burying corpses, or other miscellaneous expenditure, is properly accounted for and duly replenished, that the grain-dealer is paid for the grain distributed gratuitously, and that proper arrangements are made for obtaining a continuous supply. He should examine the mortuary returns of the village, noticing how many of those who have died are strangers or residents, and what the chief causes of death are.

(*b*) on subsequent inspection.

Treatment of wanderers.

8. If the circle inspector when on his rounds meets with an emaciated wanderer or any one who is apparently in extreme distress, he should carry him with him to the nearest village and make him over to

the headman, there to be treated under the rules for gratuitous relief.

Circle inspector's weekly report.

9. The circle inspector should submit to his immediate superior (who will generally be the relief officer of the tahsil or taluk) a weekly report made up to the end of each Saturday, containing an account of his proceedings during the week. He should state the number of villages inspected, and the general result of his observations if he has inspected them for the first time. He should report the general numerical proportion of the three classes into which the population is divided, and his conclusions therefrom as to the prevalence of acute distress. If he has been inspecting villages visited before, he should state if their condition is improved or deteriorated. He should report generally whether the relief measures are working successfully or otherwise; whether there is much migration or aimless wanderings; if the people capable of labour go willingly to the works, or if after having gone they return with complaints of the treatment received; what are the prospects of the crops in the ground, the prices of food-grains, the extent to which the markets are supplied, and the activity of trade; the health of the people; and any other matters of general importance and interest with which he has become acquainted while on his tour of inspection.

His weekly statements.

10. He should also keep up two weekly statements, one showing his receipts and expenditure for the week, the other showing the number relieved. The following may be suggested as suitable forms for each statement:—

STATEMENT of RECEIPTS and EXPENDITURE for CIRCLE , for the week ending .

Receipts.		Expenditure.					
		Name of village.	*Advances to*— Headman.	*Advances to*— Grain-distributor.	*Payments of Weekly Bills to*— Headman.	*Payments of Weekly Bills to*— Grain-distributor.	Total Expenditure.
		3.	4.	4.	5.	6.	
1. Balance in hand from last Week -							
2. Drawn from Treasury during Week -							
		Casual expenditure by Circle Inspector (in such detail as may be necessary) -					
Total Receipts to end of Week -		Total Expenditure - - - - - -					
		Balance in hand at end of week - - - -					

N.B.—1. Should agree with closing balance of preceding week.
2. Should agree with Treasury Officer's accounts.
3. Names of villages in circle to be lithographed in this c...
4. Each advance for each village should be mentioned in de...
5. The headman's account and signature to be attached as a voucher, countersigned by circle officer.
6. The grain-distributor's account to be attached as a voucher. It should correspond with the return showing number of adults and minors on relief list for the week.

STATEMENT of NUMBERS on GRATUITOUS RELIEF in CIRCLE , for week ending.

Name of Village.	Number on Relief List at beginning of Week.		Number added to List during Week.		Number struck off List during Week.						Total Number on Relief List at end of Week.		Total Number of lbs. of grain given weekly.	Number of Casuals, Travellers, &c., relieved with one meal.
					Dead.		Left Village.		Struck off for other Causes.					
	Adults.	Minors.	Adults.	Minors.	Adults.	Minors.	Adults.	Minors.	Adults.	Minors.	Adults.	Minors.		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.

The relief inspector's duties.

11. The relief inspector of the taluk or tahsil (or of a portion of it if there is more than one such officer) should devote himself to testing the work done by the circle inspectors, teaching such of them as are inexperienced, and securing uniformity of system among his subordinates. He should endeavour to inspect a certain percentage of villages in each circle, so as to go round the whole of the area under his care in about three weeks or a month at the outside. His weekly reports should contain a record of his proceedings, and a brief account of all matters coming under his cognizance, embracing the pith of the reports submitted by the circle officers. He should compile an account for the whole tahsil or taluk (corresponding to the two sent up by each circle officer, giving details for circles instead of for villages), showing the weekly expenditure from the treasury in each circle on village relief, and the number of persons on the relief list in each circle at the close of the week. These statements should be sent to the district officer to be compiled into a single statement for the entire district.

Inspection of towns.

12. In the case of small towns with a population not mainly agricultural in character, and varying from 2,500 to 10,000 in number, the special inspectors appointed (as described in the section on gratuitous relief) to do the work which in villages is expected from the headmen, would be visited by the circle inspectors within whose jurisdiction they fall. Towns over 10,000 in population should be constituted a separate circle and placed in the sole charge of a circle officer, who should generally be a leading member of the municipal committee. In most respects his duties would be the same as those of the inspectors of village circles, differing only in regard to such measures and conditions as are peculiar to towns. When the town and the roads leading to it are patrolled by the police to collect beggars and wanderers, the circle officer should attend at the place to which they are brought in order to inspect them, and to give directions as to how they should be disposed of.

FAMINE CODE.

CHAPTER V.

OTHER MEASURES OF RELIEF.

Relief to Parda-nashin Women.

1. A special system of relief must be established for the support of respectable women (generally of the Mahommedan faith) whom custom does not permit to appear in public. They are generally to be found in towns, not in villages; but wherever such classes exist, and there is danger of any such persons suffering from starvation, arrangements must be made for their relief. They cannot be inspected by a relief officer or their wants judged by their personal appearances, and it is therefore necessary to rely on other measures for discriminating real distress. A committee of Mahommedan gentlemen should be formed in the first place to draw up a list of such women as they know to be in need of relief, and they should be expected to state what their means of support is in ordinary years, and from what causes it is now withdrawn. The relief officer must further take other means for testing the list by inquiry from independent sources, and, if necessary, by the appointment of a female inspector to visit the applicants in their houses. English ladies of experience and good judgment may render valuable assistance as volunteers in this branch of relief. When the list has been drawn up containing the names of the women and the children dependent on them, they should be given tickets authorising them to receive weekly a grant of 7 lbs. of common flour for each adult and 3½ lbs. for each child from some grain merchant in the town. In return for this they should be expected to do some work, and spinning cotton is a work most suitable for women to do at their homes, and one which is not repugnant to the feelings of any female. A certain number of ounces of cotton should therefore be given with the ticket to each woman on the list, and she should be expected to return it spun into thread before she receives the second weekly allowance. It is generally reckoned that a woman who is not particularly skilful can spin lbs. of cotton in a week. Each woman should have a basket in which the cotton can be sent and returned, and she should be allowed to send it and to draw her ration of flour through any male relation or child

who is able to go abroad for the purpose. But, as a rule, women who possess able-bodied male relations (not in receipt of relief) should not be admitted to this relief list, and care must be taken lest such relations should try to throw on to the State the burden of supporting the relations who are entitled to look to them for help.

Employment of Artizans.

N.B.—For the general principles on which this subject should be treated, see para. 185 of Report, Part I.

Limits and principles.

2. The class of artizans for whom it is at once easiest and most necessary to provide employment other than that of relief works is the class of weavers, both because they are unsuited by the practice of their profession for hard manual labour, and would lose their professional skill and delicacy of touch if so employed, and also because they are generally to be found congregated together in considerable numbers. When they live scattered over many villages, only one or two families of weavers in each village, it is almost impossible to provide them with work, except at a disproportionate cost of labour to the supervising establishment. Where, however, they live in one quarter of a town, or where they are very numerous in a group of contiguous villages, employment in weaving can generally be given them. It may be done either through a supervising official appointed expressly for this purpose, or through a head of the guild; and this latter course is preferable if there is a responsible head to whom the work be delegated.

Kind of work to be given.

3. The first step is to draw up, through this head, a list of weavers who are unable to find a market for their goods, and who, though willing to work, are in danger of falling into a state of starvation for lack of employment. The list should show the name of the head of the family, the number of the family, and the number of looms in the house. The work to be given should ordinarily be the weaving of coarse clothes, such as are worn by males and females of the lower orders. If the weavers are not in the habit of weaving cloth of this kind, but finer cloth, it may be possible to adapt their looms to coarser thread. If this is not possible, or they are weavers in silk or fancy fabrics or carpet weavers, the Famine Commissioner should decide whether they can be supplied with work in their own branch of the profession, or should be provided with coarser loom for common work, and the decision should mainly depend on the prospect of

Government being able to utilise or dispose of such fabrics without serious loss.

Amount of work and mode of payment.

4. The kind of work to be given being decided on, the amount of work to be turned out weekly by each loom should be settled by a committee of experienced persons. The quantity of thread requisite for a week's work should then be given out, and at end of the week the woven cloth should be received, and a week's subsistence paid to the weaver sufficient for himself and his family. If the family is too large for all its members to be employed on the looms and in the subsidiary work required, cotton may be given to the balance to spin into thread. The cloth received from the looms should be utilised in the poor-houses and on the relief works. Whatever is not thus utilised should, at the close of the famine, or some time after when trade appears to be reviving, be sent to some considerable mart, and there sold by auction. If possible, the mart should be a distant one, and situated in a region which had not been affected by famine.

Establishment and registers.

5. Under this system the establishment would consist of a distributor of work (either the head of the guild or a special officer), a store-keeper and a grain merchant. The distributor would keep up two returns: one would show weekly the amount of thread received from the relief inspector; the amount of cloth (in yards) into which that thread is convertible; the amount of cloth received from weavers and stored, with the storekeeper's signature; the number of weavers employed; the number of the families; and the total amount disbursed. The other would show the name of each weaver; the number of his family; the number of looms; the amount of thread given out to him; the amount of cloth due; the amount of cloth received from him; the week's wages in grain. In payment of this wage a ticket should be given to each family, which would be received by the grain-dealer appointed for gratuitous relief, and the amount marked on it would be disbursed by him.

Alternative system.

6. In some cases it is possible that the head of the guild may undertake, with the help of advances from Government, to carry on this system of relief as a private speculation, taking over the cloth himself to sell when the market is strong. Such an offer may be accepted as relieving Government of a considerable amount of work, but the relief inspector will be bound to examine carefully into the way in which the system is worked, and to see that effectual relief is provided for each needy family.

Suspension of the Land Revenue.

7. The principles involved in this measure are fully set forth in paragraphs 166-170 of Part I of the Report, as well as the mode in which it should be carried out. It is unnecessary to enter into further detail, as in minor matters, the procedure will differ under different Governments; and in respect of the suspension of rent, the procedure will depend on the course which it is decided that legislation should take. The paragraphs of the Code relating to this head have therefore not been drafted, but will be left to be drawn up by the different local Governments, and submitted to the Government of India.

Loans to the Landed Classes.

8. It should be the object of the Famine Relief Administration to provide the smaller landowners, or the tenants who possess any beneficial interest in the soil, with such assistance as may prevent their being obliged to have recourse to the relief works, or from being involved in debts incurred on ruinous terms of interest. Advances may be made on the security of the interest such persons possess in the land, and under a special notification of the local Government (power to issue which will be provided by legislation). Such loans will take precedence of all other claims on the land, and need not be registered or written on stamped paper. The local Government will make a special allotment to each district under this head, being guided mainly by the opinion of the district officer and the Agricultural Department, and the Collector will distribute this to the different tahsil relief officers. Each of these will, with the aid of the permanent tahsil establishment and the circle inspectors, inquire into the circumstances of each of the smaller agricultural holders, and invite them, if they are in need, to apply for a loan. The loans shall be made at rates calculated to support the agriculturist's family for a month, at the expiry of which time the application may be renewed. At the time of making application the agriculturist should be warned against taking a loan unless he is in absolute need of it, and it should be pointed out to him that if by reducing his present consumption he can avoid a loan, he will be in a far better position than if he takes a loan and afterwards has to pay it when the rupee will buy three times as much grain as it can in the famine time.

When the application is made, if the agriculturist has brought in a ticket from the circle inspector certifying that he is in want, and is owner of a beneficial interest in a certain plot of land in a certain village, the loan shall be granted at once. If he has not brought such a certificate, reference must be made (when a survey record has been made) to the village records in the tahsil office to verify his claim as a landholder or privileged tenant, and when this has been verified, local inquiry should be made through the circle inspector to ascertain whether he is really in want. In making these inquiries, as little delay as possible should take place; and if the applicant is in obvious want, a preliminary advance should be made for his support while the inquiry is going on.

A section might be passed to this effect; whenever the Government has proclaimed that special relief measures are necessary in any part of the country any advance made in the course of such relief measures to an agriculturist will be deemed to be an arrear of land revenue, and will be in every way recoverable as though it was such an arrear. Such an advance need not be evidenced in writing, or if in writing need not to be stamped or registered.

G. C. B. Press, Simla,—No. 804 H., R. & A. D.—15-11-80.—150.

P.W. 3019/81.
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For orders

Having been given to understand that a draft Famine Code framed by the members of the Commission has been circulated for opinion by the Govt. I would venture to suggest a letter that as the P.W. Dept. is essentially in future to be looked to as subsidiary to the executive agency in supervising all special famine works the provisions of the said Code, in so far at least as they especially relate to this Department may be fully considered in this branch of Govt. before final adoption and with this view I would beg the favour of being furnished with a copy

R.H.

4/5/81

Cir 4/5 Obd. 1. Rets 5/5

But copy is with Secy. in the Rev. D. I don't know if there is any of the copy. But I think it is right that I should take care that P.W.D. sees it before disposal

EK
5/5/81.

To
The Secretary to Govt
Revenue Dept.
For information.

6.5.81.

Returned to the Secretary to Govt., P.W. Dept. with reference to G.O. of 9th May 1881 No. 723.

Secy to Govt.

Postcammd. 21st May 1881 3

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

9th May 1881, No. 723.

READ THE FOLLOWING PAPER :—

No. 118. From C. L. TUPPER, Esq., C.S., Officiating Under-Secretary to the Government of India, Home, Revenue and Agricultural Department (Famine), to the Secretary to the Government of Madras, dated Simla, 18th November 1880, No. 163.

IN continuation of my letter No. 111, dated the 25th September last, with which was forwarded Part I of the Report of the Famine Commission, I am desired to transmit copies of a draft Code of Famine Relief prepared by the Secretary to the Famine Commission, and to request that you will be good enough, with the permission of His Grace the Governor in Council, to favor the Government of India, at as early a date as possible, with any suggestions or remarks which the Government of Madras may have to offer on the draft.

No. 119. ORDER THEREON, 9th May 1881, No. 723.

Miscellaneous.

SPARE copies of the draft Code will be referred to the Honorable Mr. Sullivan, Colonel Sankey and the Board of Revenue for perusal and remarks.

2. The Code seems to the Right Honorable the Governor in Council to embody most of the principles which were practically adopted in the recent famine, and the definite enumeration of them will be useful as obviating hesitation at the commencement of any future season of calamity.

3. Dr. Cornish will be asked to give his opinion on the scales of grain wages proposed.

(True Extract.)

Secretary to Government.

To the Honorable H. E. Sullivan.
" the Board of Revenue.
" Colonel R. H. Sankey, R.E., C.B.
" W. R. Cornish, Surgeon-General, C.I.E.
" the Public Works Department.

Without copy of the Report

Exd. W. H. French.
20 spare copies

70 Copies.

P. R. c. No. 3019

Govt. of {1881} Madras.

REVENUE.

20. P.C

To

THE HON. H. E. SULLIVAN,

&c., &c., &c.

Enclo. 1

Dated May 9th.

Printed 13th.

Recd. 19th May. *Encl.*

G.O., 9th May 1881, No. 723.

MAY.

Nos. 118-119.

SUBJECT.

Code of Famine Relief.—Directing, with remark, that spare copies of the —, received from the Government of India, be referred to the Honorable Mr. Sullivan, Colonel Sankey, and the Board of Revenue for perusal and remarks; and that Doctor Cornish be asked to give his opinion on the scales of grain wages proposed.

No 1291 W. 20/5/81

B Recorded

Ch C.P.S. 20.5.81.

GOVERNMENT OF MADRAS.

PENSION DEPARTMENT.

4th May 1881, No. 428.

Gratuity.

Read the following papers :—

Tindal recd. { From the Superintendent, Harbour Works, Madras, dated 11th December 1880.
„ Examiner, Public Works Accounts, dated 4th March 1881, No. 995-X.

ORDER THEREON, 4th May 1881, No. 428.

Under Section 134 of the Civil Pension Code (Fourth Edition), the Right Honorable the Governor in Council is pleased to grant to Gullaloo Kavilly an extraordinary gratuity of Rs. (60) sixty, payable at Cocanada, in consideration of her husband Gullaloo Koorliah, late Tindal on board the *Hobart*, having been killed in the execution of duty.

(True Extract.)

Moncrieff

Acting Under Secy. to Govt.

To the Accountant-General, with Register.
„ Examiner, Public Works Accounts.
„ Superintendent, Madras Harbour Works.
„ Collector of Godávari.
„ Public Works Depte

Exd. J. Wright.

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6. 7-do ho 1585 W

Pte A. 2894

Govt. of {1881} Madras.

PENSION.

To

THE ACCOUNTANT-GENERAL,

&c., &c., &c.

1 I.e

Dated May, 4th.

Issued

Recd. 13 May. *Encl.*

G.O., 4th May 1881, *No.* 428.

MAY.

Gratuity.—Granting an extraordinary gratuity of Rs. 60 to Gullaloo Kavilly, wife of the late Gullaloo Koorliah, who was killed in the execution of duty.

No 1290 W. 20/5/81

B. Recorded

C.C. Bk W

20-5-81

G