

- (1) பக்கங்களின் எண்ணிக்கை 8
 (2) புதுக்கித் திருப்பிய நாள் 14-11-1991
 (3) ஆதரங்குறிப்பவர் சுருக்கொப்பம் 10-7

தமிழ்நாடு ஆவணக் காப்பகம்.

தமிழ்நாடு அரசு

PWD துறை

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அரசாணை எண். மு. கோப்புத் தாள் எண். 1319	அச்சம் சுலவகை
நாள் : 26-4-1892	198

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மடிக்கவோ கண்டபடி கையாளவோ கூடாது

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PROCEEDINGS OF THE BOARD OF REVENUE
(REVENUE SETTLEMENT, LAND RECORDS AND AGRICULTURE).

MR. CLOGSTOUN.

READ—the following G.O., dated 21st March 1892, Mis. No. 1541, Revenue :—

Read—the following endorsement of the Public Works Department, dated 12th March 1892, No. 1297-C, transferring to the Revenue Department, with reference to paragraph 2 of G.O., No. 94, dated 25th January 1892, Revenue, the following endorsement of the Superintending Engineer, II Circle, dated 9th March 1892, No. 701-N.L., on letter from the Executive Engineer, Nellore Division, dated 23rd February 1892, No. 357 :—

With reference to your endorsement No. 588-N.L., dated 10th February 1892, and its enclosures, herewith returned, I have the honour to state that a scheme of major irrigation works suitable for famine relief in the portion of the district situated to the north of the Pennair river was given in my letter, No. 328, of 5th February 1892, to your address.

2. Subsequently, at the desire of the Collector, another elaborate list containing all major irrigation works which can by any possibility be usefully undertaken as relief works throughout the district, was sent to that officer, and a copy of which is herewith submitted.

3. This is a complete talukwar list of all major irrigation works which could with advantage be undertaken as professional agency works, and may be substituted for the list sent by the Collector for Rs. 7,73,227, in which the approximate cost of works was in some cases over-estimated, and works already undertaken or completed and those of doubtful advantage are also entered.

4. The progress made with regard to each estimate entered in the Collector's list is, however, noted in red ink in column 1 of the list opposite to each work.

5. I may mention in this connection that at the desire of the Collector the following works sanctioned for execution were dealt with as "Famine relief works" by giving them out on conditional contract system under paragraph 121 of the Famine Code :—

	Estimate.
	RS.
1. Madamanur tank	20,700
2. Griddalur do.	16,600
3. Vasili tank improvements	9,600
4. Vasili flood bank	6,000
5. Pakala new tank	3,780
6. Atmakur do.	

6. In the execution of these works a stipulation was made with the contractors that they should admit all labourers seeking work and a weekly report of labour thus employed on each of the aforesaid works sent to the Collector.

7. This system, I may say, appeared to be what is just necessary to start with and best suited for the purposes of relief, if relief is tendered promptly and before the people have begun to lose their strength from want of food, because the labourers have the advantage of receiving payment by these middlemen partly in grain and partly in money and in the shape of advances, which serve in a marked degree to help them, but the Collector has, however, subsequently written to say that this system should not be extended to works not begun already.

8. In arranging to carry out the earthwork in the estimates noted below—

Kalavakur tank,
Karedu tank,
Kaluvoya tank,

ordered by you to be executed as famine relief works in anticipation of sanction to estimates, the *piece-work system* advocated in paragraphs 119 and 120 of the Famine Code had to be resorted to in consequence, wherein it is laid down that in carrying out relief operations it should be borne in mind that, with all descriptions of work which is susceptible of setting-out and measurement, the system of payment by results should be enforced, so far as this is possible, and only those who are not accustomed to piece-work should be allowed to get through their tasks separately; but on intimation being given to the Collector of the aforesaid arrangements, I was told in reply that all famine relief works should be started on *task work system* on *daily* payments and not on piece-work, as the labourers on task work have to be paid individually at the close of each day after ascertaining that the proportion of the task to be exacted from them has been executed. I could not start the works on task work system without the necessary supervising and paying staff for each individual work, and the matter was brought to your notice in my letter No. 353 of 19th February 1892, paragraph 8a. The system on which the task work is to be given out and paid for is most complicated. The famine coolies are to be divided into gangs consisting of relatives. The amount of work which 100 children can do is assumed. Then it is assumed that 1 man = 2 women = 3 children. The gang is then counted, say 5 men + 10 women and 6 children = 15 + 20 + 6 = 41 children. The maistry in charge of the work has to work out a sum in proportion. Thus if 100 children can do so much, how much can 41 children do? Having done this, he has to mark out the work on the ground for the gang, and so on for each gang. In the evening the work done by each gang has to be measured and fines imposed for every one-tenth less than the task and extra payment for every one-fifth above the task. I submit that to carry out work on this system a large and very intelligent staff of maistries is absolutely necessary. The first day the above system will be easy, but after a few days, when pits of different sizes have been dug, confusion is bound to take place. If, on the other hand, the piece-work system be allowed, not only the trouble of accounting would be greatly diminished, but also the intentions of the Code, paragraph 119, wherein preference is given to piece-work, would be gained.

9. In conclusion, I may add that besides the works already started and proposed to be started as indicated in paragraphs 5 and 8 above, estimates to the extent of Rs. 1,64,480 have been submitted for sanction as noted below, and if necessity should arise, the works can be proceeded with in anticipation of sanction to estimates, but some of them, as will be seen from remarks in the enclosed list, are not of much use as famine relief works:—

	RS.
1. Allur swamp	53,800
2. Kadanoothalu flood bank	24,400
3. Munganur tank	10,100
4. Kalavakur tank (ordered to be started already)	18,600
5. Chennur scheme (under revision)	18,000
6. Kota Penaka tank	28,000
7. Anamakondapallam tank	3,280
8. Challakalva embankment	8,300
Total	1,64,480

Endorsement.

Forwarded to the Chief Engineer, Public Works Department, for information with reference to G.O., No. 345 W. of 4th February 1892, and in continuation of this office No. 614-N.L., of 19th February 1892, on Nellore Division Executive Engineer's No. 328 of 5th February 1892, forwarded to the Chief Engineer for Irrigation.

Order—dated 21st March 1892, Mis. No. 1541, Revenue.

Communicated to the Commissioner of Revenue Settlement, Land Records and Agriculture, who is requested to report with reference to the Executive Engineer's remarks in paragraphs 6 to 8 of his letter.

(True Extract.)

(Signed) R. H. CAMPBELL,
Ag. Asst. Secy. to Government.

To the Commissioner of Revenue Settlement, Land Records and Agriculture, with 1 enclosure (to be returned).

RESOLUTION—dated 31st March 1892, No. 259.

In paragraphs 6 to 8 of his letter recorded in the Order of Government read above, the Executive Engineer strongly urges that, in order to avoid the serious difficulties inherent in the task work system, permission should be accorded to the carrying out of relief works in the Nellore district either—(1) by the agency of the ordinary contractors, who, however, should be required to bind themselves to give employment to all comers, or (2) by the piece-work system.

2. As regards the contract system the Executive Engineer urges that, if contractors are bound down to employ all comers, it is one well suited for purposes of relief if relief is tendered promptly and before the people have begun to lose their strength from want of food, because the labourers have the advantage of receiving payment by middlemen partly in grain and partly in money and in the shape of advances, which serve in a marked degree to help them. The system of employing contractors on relief works was, however, tried in Ganjam during the last famine and was found unsuitable. In his report * on the Ganjam Famine, paragraph 73, the Collector writes: "I question whether Professional agency works executed on the ordinary contract system, with payments made at long intervals, are at all suited to times of distress. To the man already suffering from want of food daily payments are essential. * * * It is to be regretted that the principle recognized in 1877, prohibiting the employment of contractors on these works and directing that labourers should be employed solely on the basis of daily work, was not adopted on these works." The system was condemned by Government in its order on the report and Government expressed the opinion that the employment of contractors and middlemen should be prohibited, as was done in 1877. As a matter of fact in Ganjam, though the works were required to give employment to all comers, employment was only given to the able-bodied, and numbers of people were consequently left without employment.

The idea that a contractor, though he may be bound to employ all comers, however incapable, will go out of his way to encourage such people to come to his work by giving them advances and paying them in grain or in money, as may be most convenient for the labourers, is one in which the Commissioner can place but little confidence.

Unless tempted by a favorable wage—a temptation which it is not in the scope of famine relief to hold out—the classes for whom relief works are provided will not resort to them until they are seriously distressed, and at such a time it is essential that regular payments on Government works should be assured. Contractors cannot be relied on to make these punctual payments, and can only be made to do so by a supervising staff, which renders the employment of the contractors themselves unnecessary.

3. To the piece-work system as one means of affording famine relief the Commissioner sees no objection, provided the rates paid for a fair day's work do not exceed those admissible to task workers under section 185 of the Madras Famine

Code. Anything in excess of these rates is unnecessary if the object of the work is solely to relieve distress in the most economical way possible, and any excess over these rates may have an incalculable effect in increasing the already very large numbers which Government has to support. An increased rate admitted on the Public Works Department works can hardly be refused on the road works. It is, however, only as one, and that a supplementary, means of affording relief that the Commissioner considers the piece-work system admissible, and he fears that it must always, and even on the same work, be supplemented by the task work system or some other similar system.

The essence of the piece-work system in the eyes of the Executive Engineer is evidently this, that it enables him to carry out work by merely dealing with the head of each particular gang. The individual, the amount of his earnings, and their sufficiency to maintain him, are disregarded on the assumption—safe enough in ordinary times—that if the wage is not sufficient, the labourer will not come to the work. All that is required is that a certain amount of work shall be turned out to justify a particular payment.

In ordinary times the system is a good one: persons resorting to tank works are probably accustomed to work together, and have no difficulty in forming themselves into gangs. They, moreover, understand thoroughly what work has to be done to earn a certain daily wage. Under existing circumstances large numbers are resorting to relief works who are not accustomed to working together in gangs, and the Executive Engineer will find that they cannot all be relied on to form themselves into gangs, and that, for a very considerable number, he must himself be responsible for doing so. It is, moreover, desirable, the Commissioner would say it is necessary, that all officers employing labour at famine rates should be in a position to assure Government that each labourer on his work is earning a fair subsistence, and it is essential for this purpose that a record should be kept of the names of workers and of their earnings. If all this has to be done, there is but little, if any, less labour involved in carrying out relief on the piece-work system than on the task work system.

4. The Executive Engineer dilates on the difficulties of the task work system. Some difficulty must of course be faced in calculating tasks for gangs of varied numbers, but the difficulties, such as they are, have been faced and overcome by the Local Fund Engineers of all districts in which road relief works are being carried out, and these officers were on the 12th instant employing 27,000 labourers under this system. The Commissioner is convinced that the Executive Engineer will find as little difficulty as the Local Fund Engineers in carrying out the system. Some additional establishment will of course be necessary, but this is demanded, if by nothing else, by the necessity that exists of making frequent payments on the works.

(True Copies and Extract.)

(Signed) P. RAJARATNA MUDALIAR,
Secretary.

To the Secretary to Government, Revenue Department,
with enclosure (returned).

Exd. L. Passaigne.

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REVENUE DEPARTMENT.

1892.

Board of Revenue

(Revenue Settlement, Land Records
and Agriculture),

MADRAS.

Printed April 6th.

Proceedings, 31st March 1892, No. 259.

Reporting on the Executive Engineer's remarks regarding the carrying out of relief works in the Nellore district on the contract system and the piece-work systems.

REVENUE DEPARTMENT.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

Read again the following G.O. dated

31st March 1892. No. 1541. G.O. of the Public Works
Department, dated 12th March 1892. No. 1297 C.

Order.

Communicated to the Commissioners
of Revenue Settlement, Land Records and Agriculture,
who is requested to report with reference to the
Executive Engineer's remarks Nos. 6 to 8
of his letter.

* Copy attached.

Also Proceedings of the Board of Revenue
(Revenue Settlement, Land Records and Agriculture)
dated 31st March 1892. No. 259 Press.

Order thereon 20 April 1892. No. 367.

The Government concurs in the
remarks of the Commissioners which are
in accordance with the principles enunciated
in the Government of India Resolution Circular
dated 17th March 1892. (G.O. 1890
8-4-92)
(True Extract)

12194812.4.92 No. 44

Chitry
Secretary to Govt.

To the Commr. of Rev. Sett.
L. P. W. ✓
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Receipt to Recd
for 8. S.C.
Recd. 274 274

The Public works
Department

no. 1319 May 26 April 92

Recd. 22.4.58

Communicated to
Communicated to the
the Suptg Engineer II
Circular for information
and guidance.

Mrs. G.O. 20 April 1892, No. 367 *Chen*

SUBJECT.

Concurring in the remarks of the
Commissioner of Revenue
Settlements: for the execution
of relief works in the Nilou
District (1) on the Contract
System (2) on the piece work
system.

only

22-6-4a

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No 142. Wd 15-1-92
 No 145. C 27-1-92
 " 346. Wd 4-2-92
 " 347. Wd 4-2-92
 " 458 Wd 13-2-92
 " 1098. C 3-3-92
 " 1127. C 4-3-92
 " 1297. C 12-3-92
 " 1219. Wd 12-4-92

July
 Solo. II Circle ✓
 C. Co. Toward ✓
 J.C. 27/4