Public Works (1897) Department.

G.O., No. 2443 W

DATED 3rd September 1897

[Despatch Abstract.]

Condition of the people of Bhadrachalam: Bo
Revenue Dept recording Board's Proc: passing
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Public works (1897) department.
Current No. 8305

Government {1897} of Madras.

REVENUE.

1694 May 25-6-97
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509 May 20-2-97

Recd. 20. 8. } 1897.
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Enclosures -

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G.O., No. 681, 9th August 1897.

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Communicated to the J. S. I circle.

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Condition of the people of Bhadrachalam.

Recording Board's Proceedings passing orders on Gódávari Collector's report on the —.

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GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), dated 28th June 1897, No. 468A :—

Read—the following letter from V. A. BRODIE, Esq., Collector of Gódávari, to the Secretary to the Commissioner of Revenue Settlement, Land Records and Agriculture, dated Camp, Tanuku, 8th June 1897, Dis. No. 1880-Ver. :—

In continuation of my previous letters, particularly those embodied in B.P., dated 11th May 1897, No. 358, dated 12th May 1897, No. 362, and dated 26th May 1897, No. 401, I have the honour to state that, after leaving Dummagudem on the 11th ultimo, I halted at Singavaram, Bhadráchalam, Tunikicheruvu, Mahadevarowpeta, and Murumu, and inspected the villages in their vicinity, leaving the Taluk on the 23rd, and up to that time there was no cause for anxiety. Indeed, I left with an easy conscience, as the 800 bags of cholam and ragi ordered from Rajahmundry had then all arrived at Kunaveram, and there was general and heavy rain on the night of the 22nd. My original intention was to go on from Bandrevu to Chintur and then proceed to Kunaveram *viâ* Lakkavaram, but I gave this up on Mr. Ward's assurance that things in those regions were no worse than about Bandrevu, as I was suffering a good deal from asthma and a bad throat, and the road was represented to be practically impassable for loaded carts and coolies difficult to get. At Murumur I met Mr. Woodhouse whom I had ordered up when I heard there might be some delay in Mr. Coleridge joining, and gave him instructions. Mr. Coleridge has now joined and proceeded to Bhadráchalam to work under the Special Assistant, but I do not propose to recall Mr. Woodhouse until I have received complete lists of those who should be given gratuitous relief and of those who require advances for the purchase of seed-grain, as I have ordered him to check these lists in the Bhadráchalam range and Mr. Coleridge those in the Marrigudem and Rekapalli ranges.

2. Throughout the taluk I did not meet with a single emaciated person who was not suffering from disease—usually leprosy—and generally the people were in good condition and seemed cheerful and contented, and it was sometimes difficult in the villages I visited to find people who could conscientiously be given gratuitous relief. At Chinkammalápuram, which is a good sized Koya village of about 20 houses, the headman said the only hard-up people were an old woman and her semi-idiot son. Pressed to say if there was no one else, he ventured to suggest another who, I found out, was one of his own sons. As he had two wives, which is generally a sign of comparative affluence, and both they and their children appeared to be in first-rate condition, I could not accept the recommendation. At Bandrevu I was struck by the fine physique of the men to which Mr. Hasted, who was with me, drew my attention, and the munsif could only recommend an orphan of about 12 whom he is himself supporting as he is a distant relative. The women were merry and contented enough, as coming back to camp Mr. Hasted and I heard them some distance off before we surprised the whole female population bathing in the Vagu under the shade of some large trees—mostly dressed in *puris naturalibus*.

3. As I made a point of giving small presents to the different villagers (women) who came to dance, I saw the women and girls of many other villages, besides those I could visit, and though of course all, with a view to getting as big a present as possible, made out that they were starving, their appearance most conclusively belied their words, and, on getting two or three rupees, they went off chattering and laughing, as if quite satisfied with themselves and their circumstances. No doubt there is a shadier side to the picture, and those who are sick or diseased, or crippled, are in some instances having a hard time of it, or at least a harder time than usual. At all times they are dependant on the charity of their relatives and neighbours, and these must, in the present condition of affairs, often look on them as a burden, and regard the duty of

maintaining them as a misfortune. These must be relieved not only for their own sake but often for the sake of their supporters. At the same time, fortunately, the clan feeling is strong among the Koyas, and several cripples, who were brought to me on stretchers by their relatives to beg, were so sleek that their profession of begging appeared to be a paying one. No doubt these were members of fairly well-to-do families though they would not admit it.

4. Taking the taluk as a whole, the conclusion I came to was that, up to date, there was nothing that could be called general distress except perhaps amongst the Koyas in the immediate vicinity of Dummagudem, where the Koya population is comparatively much denser than it is elsewhere, and has both less jungle and less productive jungle to fall back upon to supplement its other means of subsistence. Even there some villages are better off than others for no ostensible reason. The difference is, however, that in all there appear to be more cases of individual hardship than elsewhere. I must, however, at the same time, remark that it was more difficult to ascertain the real state of these villages than of those further away from the mission, for I never came across such unblushing liars. At Singavaram and Mahadevarowpeta the people frankly said how they stood, and made no fuss about letting one see all that was in their houses, but about Dummagudem, and especially in the villages of Mulakapad and Anjipaka, objections were generally raised to in-door inspections, on the excuse of there being a goddess in the house, &c., and one had to accept their own statements that what they produced was all they had. I infer, however, that a good many of them were hard-up, from the fact that a good many came to the relief works. At the same time these villages were the nearest to the relief works and they took very good care not to overwork themselves, as they were anything but regular in their attendance, and were constantly knocking off work for refreshment—drinking the *ambali* (a kind of conji) they brought with them, and what Mrs. Cain kindly sent down to the works for their benefit—so that even the work test is not very conclusive. As workers, of course, they were contemptible, and the Assistant Engineer complained several times of my giving them full pay, on the ground that not one of them ever did the D wage task; but to insist on tasks was, as I told him, to drive them away, which would be injudicious, for where every one without exception clamoured for relief, some at least probably deserved it, and there seemed to be no other means of separating the deserving from the undeserving.

5. Elsewhere the majority of the villagers seemed to me so well off that probably they will be able to weather the storm with slight assistance, and at the time of my visit instances of individual distress were not many. A few villages, for some reason or other, are worse off than their neighbours as regards stores of grain, but fortunately the worst off are those whose extraneous sources of supply—the jungles—are the best, like the Reddi villages among the hills lying between Banderevu and Kunaveram, and on the Bastar border. For the present, the relief we are giving them by selling at favourable prices is enough, and supplemented, as I have ordered it to be, by the grant of gratuitous relief to those who cannot work and, as I hope, by advances for the purchase of seed-grain, this should be ample. There has been great delay in the submission of the lists of those to be given this last form of relief, but when it is considered that the taluk is 911 square miles in extent, and has only three Revenue Inspectors, whilst the villages are small, numerous and scattered, this has been unavoidable. Now that the additional Revenue Inspectors ordered up have joined, the work must be completed or nearly so, and, meanwhile, I am asking the Famine Committee for Rs. 6,000, which will, I think, meet requirements, so that there may be no difficulty in making all payments within the current month, which is time enough, as I understand they do not sow their staple crop—cholam—before the middle of July. Of course much depends upon the monsoon. If it sets in favourably, every one but Mr. Ward says, it will improve matters, and I sincerely hope every one is right. Meanwhile a careful watch is being kept with two European junior officers in the taluk, and Mr. Phillips going up as soon as he can get away. If additional aid is wanted, or things get worse, the fact will be at once reported.

6. Another point I am satisfied about is that nowhere but in the vicinity of Dummagudem is it of the slightest use attempting relief works, for the villages are small and scattered and the people can only go to relief works if they leave their

villages and neglect both their cattle and their cultivation. Rather than do this, of course, they will risk starvation, for their living next year depends on their cultivation this, and we cannot in fairness offer them such a choice. The only course is to keep them in their villages, and help them, where necessary, to cultivate their lands, for then the sooner will they be off our hands. At Mahadevarowpeta and Singavaram the Koyas were most frank in their criticisms of relief works. At Mahadevarowpeta I had Mr. Ward with me, and as they know and trust him, they gave him the full benefit of their views which were not overcomplimentary to myself. According to them it was all nonsense my saying I would give them nothing unless they came to relief works. How could they leave their women and children and cattle and cultivation, and what was the use of the roads the Sircar proposed making? Nobody wanted any other roads than the present ones, and in a few years the new roads, if made, would be just like the old (a criticism which is, I fear, too true). Why should not the Sircar make them loans—on the Nagoo system if it liked—and order the Komaties to sell at mamul prices? It would be much less trouble to the Sircar and much more convenient and agreeable to them. If only the Sircar would do the last, it would do, and there would be no injustice, for the Komaties had been making money out of them and deceiving them for years.

7. The last fact is probably true, but the day for such orders is gone, and I have no doubt the local merchants would very much object to having the burden of supporting the Koyas thrown on them, seeing that so far their sole endeavour, with one or two exceptions, has been to make an extra profit out of the present distress. Advances on the Nagoo system, if repaid, would be profitable, as, under that system, which is the usual one in their dealings with the riversiders, the debt doubles itself every year. For example, a Koya borrows 100 kunchums of cholam. At harvest he has to pay back 200. If he does not pay the first year he must pay 400 the next, and so on. With such a system it is not surprising that most of the Koyas are in debt, and those once in debt never get out of it, and never know how their account stands. The difficulty is, as they themselves admit, that they can give no security for loans on whatever system they might be given on, and I do not commend the Nagoo one; they would in fact, I fear, prove gifts.

8. Another fact which leads me to think that the state of affairs is not so bad as the Dummagudem Koyas and Mr. Cain paint it, is that I heard of no sales of their cattle even by the Dummagudem Koyas. When I went to Anjipaka, of which village the people made the loudest clamour, I saw quite a lot of cattle, so that when I went to Singavaram I was surprised when told that the cattle I saw there belonged to the villagers of Anjipaka too, and they had sent away their own cattle to Bastar. Of course I was told they did not sell their cattle as they could only get very poor prices, but this is only half an excuse, as it is an admission that they are not so pressed as to be willing to take what they can get.

9. In reference to several matters, I request the sanction of the Board, and, where necessary, that it will obtain the sanction of Government.

(*a*) As reported in my letter printed in B.P., dated 12th May 1897, No. 362, I ordered up two Revenue Inspectors from the plains to assist the Bhadráchalam Revenue Inspectors, but almost immediately ordered up two more, in order to have the taluk promptly gone over and every village visited. As it is 911 square miles in extent, and mostly jungle, in which some 250 small Koya villages lie scattered about with no well-defined roads, &c., it was quite impossible for the three local Inspectors to visit every village, and prepare lists of those to be relieved gratuitously, and of those to be given advances for the purchase of seed-grain promptly. As it is, this work is still behindhand, because the Revenue Inspectors ordered up took a long time to join, owing to the difficulties in travelling. Three perhaps would have been enough but, as the work entails much extra work on the taluk office, of which the establishment is very limited, I have divided the taluk into six ranges, and given one Inspector to the Tahsildar as a famine assistant temporarily. They will all, I hope, be able to return to their regular duties in July, and meanwhile, as they have been called from taluks of which the jamabandi was over, no substitutes have been appointed to take their places as it is not necessary. I request sanction to their deputation on duty outside their regular ranges.

10. (*b*) The next question is that of money *versus* grain doles, and here I have been practically compelled to sanction the former, and request the sanction of Government to this course. It is just, I presume, in the case of such jungly tracts that the concession is necessary. In any case, it is the only method possible, for there are roads to only a few villages and these will become impassable for carts as soon as rains set in. It is consequently impossible to hawk grain about the country, unless we have it carried by coolies, of which the expense would be great. Then all the recipients of relief cannot be compelled to go to the riverside villages for it, and those are the only villages in which there are merchants, for the distance is often too great. Besides, neither I nor the recipients trust those merchants as a rule, for the general complaint of the Koyas is that they are a set of rogues who cheat them in many ways, and I fancy the complaint is not wholly without foundation, as I am told all the wealthiest men in the taluk came to it with nothing. The only course, is as they themselves desire, not to hand them over to the tender mercies of those they distrust, but to pay them money doles at convenient centres, and let them make their own purchases at the several depôts that have been started with the Rs. 2,000 allotted by the Famine Relief Committee and at Mr. Cain's depôt. These are few, but this cannot be helped, as nowhere else is supervision available. Of course the recipients will seldom be able to go themselves, but this does not matter, as the practice is for each village to purchase its supplies generally through a few of its members, as occasion arises, in the case of out-of-the-way villages, and not for every one to go and purchase for himself, and among themselves I believe they are thoroughly honest. Anyhow the recipients, where they are lepers and cripples, &c., can be trusted to entrust the duty of making purchases for them to those they know they can rely on.

11. (*c*) Up to date only 162 have been granted gratuitous relief, which is an advance of less than 20 on those I myself admitted to be deserving, from which I infer this form of relief is being allowed very sparingly, and I fear too sparingly. Probably it is being limited to the sick, and those otherwise incapacitated for work, and those who show signs of emaciation. I have therefore sent Mr. Woodhouse and Mr. Coleridge instructions that, although needless expenditure is to be avoided, still, in dealing with the Koyas, at any rate, over-caution and over-strictness, being liable to have disastrous consequences, are to be more guarded against than over-liberality. They must use their best discretion of course, but in cases of doubt the applicant must get the benefit.

The point however which I specially want to bring to notice is that, as soon as the rains set in, the Malas and Madigas will be off our hands, for they are confined practically to the riverside villages, and the Telaga villagers will then require their services for their agricultural operations as usual. For them relief works will no longer be necessary. The Koyas, on the other hand, when that event happens, will no longer be able to come to relief works as they will have their own cultivation to attend to. I am therefore issuing instructions to Mr. Woodhouse, who is at Dummagudem, to close the relief works as soon as the rains set in, putting such of the Koyas as have been at all regular in their attendance and who seem consequently to be really in straits, or showing signs of emaciation, on his gratuitous relief list. At the most, this will mean only about 200 people, I fancy, scattered over some 20 or 25 villages. Here, too, no other course is open, for we cannot keep the Koyas away from cultivating their lands. The rains, too, will put a stop to their present work of clearing the canal of silt, and making a ramp at Dummagudem, and there is no other work in that neighbourhood they can be put on to, even if we say "you must work for us and leave your own lands alone", as the Superintending Engineer tells me the Mahadevapuram tank is too big a work to be undertaken without careful preliminary investigation, and this is not complete. I request my action may be approved.

12. (*d*) The last point, and a most important point, is whether the export of grain from Bhadráchalam is to be prohibited or not. Of course, I am aware that such a query would under ordinary circumstances be considered savouring of insanity in these free trade days, but the circumstances are not ordinary, for export from the Nizam's Dominions across the river is, I am told, stopped and this is, in fact, the case with Bastar, which adjoins Bhadráchalam on its other side. No doubt, Colonel Fagan, as he says, has not

issued orders, as Administrator, prohibiting it, but as a matter of fact it is matter of notoriety that it has been stopped by his underlings. Indeed it is no secret, for a Missionary of Bastar, who passed through Dummagudem when I was there, said as a matter for congratulation that Bastar was all right, because all export had been stopped in time, and Mr. Ward also in this matter corroborates Mr. Cain. It may be all right—probably is—so far as Bastar and the Nizam's Dominions are concerned, but whence is Bhadráchalam to get her supplies if it is not stopped there and the unexpected happens. As soon as the rains set in, the riverside villagers must open their grain pits, and every one asserts a fall in prices will follow, for, if the season opens well, the Telaga ryots will be anxious to sell some of their abundance in order to get the benefit of the high prices, and they will sell to the highest bidder. The rains will also bring up the Rajahmundry boatman, and, the moment the Bhadráchalam price falls below the Rajahmundry price, export will set in, and we shall have a repetition more or less of what occurred last September, when some boatmen are said to have cleared Rs. 1,000, by buying cholam in Bhadráchalam and re-selling at Rajahmundry. Should the coming season prove uniformly auspicious and favourable, the danger may not be great, though there will be danger even then of over-exportation, for neither the boat trader nor the Telaga ryot will consider the probable need of the Koyas up to harvest, and they cannot lay in stocks to last them till harvest if prices fall, as they have not the money. Should we, however, have a break in the monsoon, and scare, however temporary, consequences may be disastrous. In that event, no course will be open to us but to buy back in Rajahmundry, and send cholam back to Bhadráchalam up-stream. In these circumstances it might be well to prohibit the export of seed-grain from Bhadráchalam up to the 15th September, or so long as exportation is stopped from Bastar and the Nizam's Dominions, which are the natural sources of supply of Bhadráchalam when its own resources prove insufficient, otherwise prices in Bhadráchalam will be exposed to the danger of violent and sudden fluctuation.

13. In conclusion, I enclose copy of a circular issued by me before leaving Bhadráchalam for the Board's information.

Enclosure.

Memorandum.

Four Revenue Inspectors with their peons have been ordered up from the plains for the purpose of helping the Tahsildar to ascertain promptly by village-to-village inspection who are in want of gratuitous relief. On arrival two of them are to be appointed to assist the Revenue Inspector of the Bhadráchalam range and one appointed to assist each of the Revenue Inspectors of Rékapalle and Marrigudem.

2. The Bhadráchalam firka is to be divided into three divisions and one given each Revenue Inspector. Their head-quarters should, I think, be Bhadráchalam, Dummagudem and Singavaram and a list of the villages allotted to each should be at once furnished each Revenue Inspector. Their first duty will be to visit every village in their divisions and note down the names of those inhabitants entitled to gratuitous relief under section 62 of the Code. In their lists they will show the village in which the person recommended resides with his or her caste, age and sex together with their reasons for recommending relief and the relief recommended, *i.e.*, whether relief for the person alone or one or more dependants. They will note that persons unable to work are not entitled to relief if they have well-to-do friends and relations on the spot on whom their support would ordinarily and rightly devolve. Some no doubt have applied for relief who have no earthly right to it under this provision, but they are very few.

3. Their other duties will be to promptly prepare and submit the list of those persons requiring supplies of seed-grain, &c., from the Madras Charitable Relief Committee where these lists are still incomplete. They will note that it is not every one in every village who is entitled to this form of relief, though all, or almost all, are likely to ask for it. In this matter, therefore, the Revenue Inspectors are to be directed to exercise due care and caution. At the same time overcarefulness to the extent of causing hardship is equally to be discouraged.

4. The Marrigudem range will be divided into two divisions sub. *pro tem.* and one placed in charge of the regular Inspector at Kachavaram and the other in charge of the additional Inspector, who can be directed to make Ippacherla his head-quarters. In this range there is necessity for considerable care in seeing that relief is not wasted for the people generally are distinctly better off than they are in the Bhadráchalam range, though in the case of a few

villages their circumstances may be as bad. These remarks apply with greater force to the Rékapalle range where I am not at present certain any relief of any kind beyond the supply of seed-grain to those in want of it and the sale of food-grain at favourable prices to Koyas and Reddies is required. However, it must be divided between two Revenue Inspectors stationed at Wuddigudem and Chintore, and every village visited without delay. Probably a few persons will be found in it also who are in need temporarily of gratuitous relief as they cannot work themselves and have no natural supporters to maintain them. In these two divisions the preparation of the lists of those entitled to gratuitous relief must be at once prepared and until the Assistant Collector arrives the work in this respect of the Revenue Inspectors must be supervised by the Tahsildar.

5. As orders have been issued that cholam and ragi are to be sold at 20 seers per rupee to Koyas and Reddies at Kachavaram, Kunaveram and Pedamattapalli in the Marrigudem and Rékapalle ranges and at 16 seers per rupee in the case of Malas and Madigas in granting gratuitous relief in those quarters those prices are to be taken as the basis on which the amount of relief is to be calculated. Arrangements must now be made by the Tahsildar to sell at 16 seers per rupee to Koyas, Malas and Madigas alike at Bhadráchalam and Dummagudem and as soon as this has been done gratuitous relief can be calculated on a price of 16 seers per rupee.

6. The Probationary Deputy Collector is placed in charge of relief operations in the Bhadráchalam range and must promptly visit as many villages as he can in order to check on the spot the lists of those recommended for gratuitous relief by the Revenue Inspectors with due regard to the provisions of section 62 of the Code. He must satisfy himself both that the persons recommended deserve and need relief and that the amount of relief recommended is correct. Of course he can admit to relief persons whose claims they have rejected as well as reject persons they have recommended. He must be careful to see that persons from the Nizam's Dominions, Bastar and Cherla are not admitted to relief they have no claim to. He need not go from village to village to disburse grain-doles as the villages are too small and too far apart. Most of the infirm and helpless can walk to some centre and where they cannot, their dues can safely be entrusted to some resident of their village on their account, provided they nominate such agent who will usually be either a relative or sympathetic neighbour. For the Bhadráchalam range, Parnasala, Dummagudem, Singavaram and Bhadráchalam should suffice. He need not, too, make all payments himself. If he makes over the list of those to be paid at Dummagudem, for instance, with the money to the Rev. Mr. Cain, they will doubtless be paid, and at Bhadráchalam the duty of paying can be deputed to the Naib-Tahsildar, Hospital Assistant and Mr. Ramaswami Naidu sitting as a committee. At Singavaram and Parnasala he will probably have to make all payments himself. Even where he does not pay he must check the lists of payees as he tours from village to village.

7. These duties in the Rékapalle and Marrigudem ranges must be performed by the Tahsildar until the Assistant Collector comes and then by the latter, but the Assistant Collector can, of course, avail himself of the Tahsildar's services to make payments at some centres and at others entrust this duty to Mr. Ward, Forest Sub-Divisional Officer.

8. Especial care must be exercised in admitting the claims of Malas and Madigas to gratuitous relief for many of such persons have been attracted from the Nizam's Dominions by the hope of relief and many other claimants are not by any means so helpless and without supporters as they make out. In the case of Koyas greater truthfulness is to be expected, but in their case too care is necessary as the temptation to misrepresent is strong.

9. The only relief works sanctioned for the taluk are the road from Lutchigudem to Kalanugudem and that from Singavaram to Chatle, but neither is very useful first because in the vicinity of these proposed roads the people are not so badly off as they are at Dummagudem, and both at Singavaram and Baudrevu on these roads the people, who looked well and strong, said they did not want them and, in the next place, because these works are very ill-suited for relief works as there is no work connected with them that women and children are capable of doing. If they have to be re-started only men can be admitted to them, and these men made allowances for all dependant on them who would presumably work too if there was work for them to do, but cutting out tree stumps, &c., in the jungle is hardly work for women and children, even among the Koyas. Both at Singavaram and Baudrevu the people informed me that such works were unsuitable as they could not leave their crops and villages and asked that I would instead give them loans and issue orders to the Komaties to sell at mamul prices. Loans with them would be gifts so are not to be thought of, and though I should like to, I cannot comply with their second request. It is, however, I think certain that in the Marrigudem and Rékapalle ranges and parts of Bhadráchalam it will suffice to help the indigent, infirm and helpless and sell food-grains to the rest at prices approaching normal prices as has been arranged for. If further relief works are necessary, so far as possible, such works should be found for them in their own villages and take the form of constructing drinking-water tanks and improving their means of communication by improving the approaches of the vagus which intersect their roads everywhere. Such works should not, however, be begun until they have been regularly planned out and estimated for and the estimate sanctioned by the Special Assistant Agent when it does not exceed Rs. 50 or the

undersigned when it will cost more. Such works are however probably few. The Tahsildar is however ordered to direct the Revenue Inspectors to report at once what useful works of the kind are available in their divisions and they are also to be ordered to submit estimates without delay for such of them as they recommend.

10. In the case of the vicinity of Dummagudem the people have proved their readiness to work by actually working, but there remains no relief work that can be given them when the works of clearing the canal of silt and making a ramp to enable the villagers to get to the river are completed. There seems to be no other course in their case lest when this happens to employ the people on the probable bund of the proposed Mahadevapuram tank. They should be given the B scale of wages with allowances for dependants who are unable to work at rates varying from the D ration to one quarter of it. The D ration can be allowed for infirm parents and crippled adult relatives who are not getting gratuitous relief. In the case of children, those over seven can come to work and those of seven and under can be allowed for at rates varying from a quarter to an eighth of the D ration, those under three being allowed an eighth and those over three a quarter. When a family consists of several dependants and several who can work—all the former—should not be treated as dependant on those who work when only some and not all who can work, come to the work. As soon as arrangements are made to sell ragi and cholam at 16 seers per rupee at Dummagudem, both the gratuitous relief rate and the money wage should be calculated according to this price. In the event of his deciding in consultation with the Assistant Engineer to start work on the Mahadevapuram tank, the Probationary Deputy Collector will at once report the fact to the undersigned for report to Government for sanction.

Resolution—dated 28th June 1897, No. 468A.

Submitted for the information of Government.

2. The fifth paragraph of the Collector's memorandum is not clear. No reason is assigned for charging differential rates to various classes of people.

3. All applicants for relief must be admitted to works, whether they come from the Madras Presidency or from outside.

4. With reference to paragraph 9 of his memorandum, the Collector should consider whether the intermediate works prescribed in G.O., No. 430 of 1897, cannot be introduced.

5. The proposal of the Collector to employ the people on the "probable" bund of the Mahadevapuram tank cannot be approved. The work should not be commenced until all investigations, plans and estimates have been completed.

6. The direction, to grant allowances for dependants, who are unable to work, at rates varying from the D ration to one-eighth of it, is opposed to the Code, and the Government orders on the subject. In paragraph 5 of G.O., No. 216 of 1897, it is ordered that dependants who attend at works, but are prevented from caste objections from partaking of cooked food, may be provided for by giving an additional wage to the worker to provide the dole prescribed in section 122, of the Famine Code; those who cannot attend at works being dealt with under section 64 or sections 83 and 85, of the Famine Code, while in sections 120 and 124 of the Code, the child's ration is fixed at one-fourth to three-fourths of that for an adult, special diet for children under three being regulated by section 125, Famine Code.

7. The Famine Commissioner is not prepared to approve of the deputations of Revenue Inspectors on duty outside their ranges, while their own posts are left vacant. The proper course is to appoint Circle Inspectors in the affected tracts, and where men are taken from their ordinary duties for this purpose, others should be appointed to do their ordinary work. If this is not done, the ordinary work of the areas from which officers are drafted must fall in arrears. It is open to the Collector to appoint the Revenue Inspectors temporarily transferred to Bhadráchalam to be Relief Circle Inspectors, on a suitable salary, to which service in such an unhealthy tract gives them a strong claim.

8. The Famine Commissioner is not inclined to agree with the Collector as to the necessity for money-doles. The only reason given for the adoption of this form of relief is that it will be impossible to hawk grain about the country when the rains begin; but it seems that grain depôts have been established in parts, and the Collector

contemplates giving money to enable the grantees to buy grain at these depôts. The easier course would be to grant grain-doles at these depôts. In the case of those who are unable to walk, grain may be given to their friends on the production of relief tickets. There is no more risk of relief being taken by the wrong persons under this system than under that which meets with the approval of the Collector. The Famine Commissioner is quite aware of the great difficulty of acting in this remote tract, in which access to markets is so beset with obstructions of all kinds. He leaves the matter, with the above remark, to the Collector for consideration.

9. The proposal of the Collector in paragraph 11 of his letter is approved. The officer in charge of relief operations should satisfy himself that the Panchamas get not only employment, but adequate wages, when rain comes.

10. The Collector's proposal, to interfere with private trade by prohibiting exports from Bhadráchalam, would not be approved by Government. The Collecter has already been allowed to do what has been disallowed in Ganjám, viz., to import grain. The emergency called for this action, and Mr. Brodie deserves credit for having assumed the responsibility. The problem now reported must work itself out. Should the Collector find it absolutely necessary to import cholam again, the river is now navigable for steamers, and there will be no delay in throwing in supplies.

11. Mr. Brodie is to be congratulated on having faced the difficulty of making enquiries in Bhadráchalam himself. It was a task which can only be appreciated by those who have had to inspect that taluk, and rendered all the more arduous by the fact that the route by the river was not open. Mr. Phillips is an energetic officer out of doors, and the Famine Commissioner is confident that he will repeat in Bhadráchalam the good work of inspection done by him in 1892.

12. Mr. Brodie should insist on drafts from his office being properly punctuated. In his letter above, there were 166 mistakes in punctuation. It would also facilitate the despatch of public business if the Collector would employ, to fair copy his letters, some clerk whose handwriting is not an understudy of his own.

13. In a telegram, dated 27th June, the Collector reports heavy rain at Bhadráchalam. He adds that somewhat disquieting reports have reached him from Chintalapudi and Kottapadi, and that enquiries are being made.

(True Copy and Extract.)

(Signed) L. E. BUCKLEY,
Famine Secretary.

To the Secretary to Government, Revenue Department.
Copy to the Collector of Gódávari.

Order—No. 681, Revenue, dated 9th August 1897.

Miscellaneous. Recorded.

(True Extract.)

for Ag. Secretary to Government.

To the Famine Commissioner.
„ the Public Works Department.
„ the Local and Municipal Department.

Exd. Shaik Karim.

70 Copies.

Government {1897} of Madras.

REVENUE.

Recd. }
} 1897. . *Enclosures*
Regd. } *Spare copies*

G.O., No. 681, 9th August 1897.

No. 2443 W, dt 3-9-97

Commd: to the S. E. I. Circle.

Sgd D. Mc. W

S. E. I. Circle.

AUGUST.

Condition of the people of Bhadrachalam.

Recording Board's Proceedings passing orders on Gódávari Collector's report on the —.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), dated 28th June 1897, No. 468A :—

Read—the following letter from V. A. BRODIE, Esq., Collector of Gódávari, to the Secretary to the Commissioner of Revenue Settlement, Land Records and Agriculture, dated Camp, Tanuku, 8th June 1897, Dis. No. 1880-Ver. :—

In continuation of my previous letters, particularly those embodied in B.P., dated 11th May 1897, No. 358, dated 12th May 1897, No. 362, and dated 26th May 1897, No. 401, I have the honour to state that, after leaving Dummagudem on the 11th ultimo, I halted at Singavaram, Bhadráchalam, Tunikicheruvu, Mahadevarowpeta, and Murumu, and inspected the villages in their vicinity, leaving the Taluk on the 23rd, and up to that time there was no cause for anxiety. Indeed, I left with an easy conscience, as the 800 bags of cholam and ragi ordered from Rajahmundry had then all arrived at Kunaveram, and there was general and heavy rain on the night of the 22nd. My original intention was to go on from Bandrevu to Chintur and then proceed to Kunaveram *viâ* Lakkavaram, but I gave this up on Mr. Ward's assurance that things in those regions were no worse than about Bandrevu, as I was suffering a good deal from asthma and a bad throat, and the road was represented to be practically impassable for loaded carts and coolies difficult to get. At Murumur I met Mr. Woodhouse whom I had ordered up when I heard there might be some delay in Mr. Coleridge joining, and gave him instructions. Mr. Coleridge has now joined and proceeded to Bhadráchalam to work under the Special Assistant, but I do not propose to recall Mr. Woodhouse until I have received complete lists of those who should be given gratuitous relief and of those who require advances for the purchase of seed-grain, as I have ordered him to check these lists in the Bhadráchalam range and Mr. Coleridge those in the Marrigudem and Rekapalli ranges.

2. Throughout the taluk I did not meet with a single emaciated person who was not suffering from disease—usually leprosy—and generally the people were in good condition and seemed cheerful and contented, and it was sometimes difficult in the villages I visited to find people who could conscientiously be given gratuitous relief. At Chinkammalápuram, which is a good sized Koya village of about 20 houses, the headman said the only hard-up people were an old woman and her semi-idiot son. Pressed to say if there was no one else, he ventured to suggest another who, I found out, was one of his own sons. As he had two wives, which is generally a sign of comparative affluence, and both they and their children appeared to be in first-rate condition, I could not accept the recommendation. At Bandrevu I was struck by the fine physique of the men to which Mr. Hasted, who was with me, drew my attention, and the munsif could only recommend an orphan of about 12 whom he is himself supporting as he is a distant relative. The women were merry and contented enough, as coming back to camp Mr. Hasted and I heard them some distance off before we surprised the whole female population bathing in the Vagu under the shade of some large trees—mostly dressed in *puris naturalibus*.

3. As I made a point of giving small presents to the different villagers (women) who came to dance, I saw the women and girls of many other villages, besides those I could visit, and though of course all, with a view to getting as big a present as possible, made out that they were starving, their appearance most conclusively belied their words, and, on getting two or three rupees, they went off chattering and laughing, as if quite satisfied with themselves and their circumstances. No doubt there is a shadier side to the picture, and those who are sick or diseased, or crippled, are in some instances having a hard time of it, or at least a harder time than usual. At all times they are dependant on the charity of their relatives and neighbours, and these must, in the present condition of affairs, often look on them as a burden, and regard the duty of

maintaining them as a misfortune. These must be relieved not only for their own sake but often for the sake of their supporters. At the same time, fortunately, the clan feeling is strong among the Koyas, and several cripples, who were brought to me on stretchers by their relatives to beg, were so sleek that their profession of begging appeared to be a paying one. No doubt these were members of fairly well-to-do families though they would not admit it.

4. Taking the taluk as a whole, the conclusion I came to was that, up to date, there was nothing that could be called general distress except perhaps amongst the Koyas in the immediate vicinity of Dummagudem, where the Koya population is comparatively much denser than it is elsewhere, and has both less jungle and less productive jungle to fall back upon to supplement its other means of subsistence. Even there some villages are better off than others for no ostensible reason. The difference is, however, that in all there appear to be more cases of individual hardship than elsewhere. I must, however, at the same time, remark that it was more difficult to ascertain the real state of these villages than of those further away from the mission, for I never came across such unblushing liars. At Singavaram and Mahadevarowpeta the people frankly said how they stood, and made no fuss about letting one see all that was in their houses, but about Dummagudem, and especially in the villages of Mulakapad and Anjipaka, objections were generally raised to in-door inspections, on the excuse of there being a goddess in the house, &c., and one had to accept their own statements that what they produced was all they had. I infer, however, that a good many of them were hard-up, from the fact that a good many came to the relief works. At the same time these villages were the nearest to the relief works and they took very good care not to overwork themselves, as they were anything but regular in their attendance, and were constantly knocking off work for refreshment—drinking the *ambali* (a kind of conji) they brought with them, and what Mrs. Cain kindly sent down to the works for their benefit—so that even the work test is not very conclusive. As workers, of course, they were contemptible, and the Assistant Engineer complained several times of my giving them full pay, on the ground that not one of them ever did the D wage task; but to insist on tasks was, as I told him, to drive them away, which would be injudicious, for where every one without exception clamoured for relief, some at least probably deserved it, and there seemed to be no other means of separating the deserving from the undeserving.

5. Elsewhere the majority of the villagers seemed to me so well off that probably they will be able to weather the storm with slight assistance, and at the time of my visit instances of individual distress were not many. A few villages, for some reason or other, are worse off than their neighbours as regards stores of grain, but fortunately the worst off are those whose extraneous sources of supply—the jungles—are the best, like the Reddi villages among the hills lying between Banderevu and Kunaveram, and on the Bastar border. For the present, the relief we are giving them by selling at favourable prices is enough, and supplemented, as I have ordered it to be, by the grant of gratuitous relief to those who cannot work and, as I hope, by advances for the purchase of seed-grain, this should be ample. There has been great delay in the submission of the lists of those to be given this last form of relief, but when it is considered that the taluk is 911 square miles in extent, and has only three Revenue Inspectors, whilst the villages are small, numerous and scattered, this has been unavoidable. Now that the additional Revenue Inspectors ordered up have joined, the work must be completed or nearly so, and, meanwhile, I am asking the Famine Committee for Rs. 6,000, which will, I think, meet requirements, so that there may be no difficulty in making all payments within the current month, which is time enough, as I understand they do not sow their staple crop—cholam—before the middle of July. Of course much depends upon the monsoon. If it sets in favourably, every one but Mr. Ward says, it will improve matters, and I sincerely hope every one is right. Meanwhile a careful watch is being kept with two European junior officers in the taluk, and Mr. Phillips going up as soon as he can get away. If additional aid is wanted, or things get worse, the fact will be at once reported.

6. Another point I am satisfied about is that nowhere but in the vicinity of Dummagudem is it of the slightest use attempting relief works, for the villages are small and scattered and the people can only go to relief works if they leave their

villages and neglect both their cattle and their cultivation. Rather than do this, of course, they will risk starvation, for their living next year depends on their cultivation this, and we cannot in fairness offer them such a choice. The only course is to keep them in their villages, and help them, where necessary, to cultivate their lands, for then the sooner will they be off our hands. At Mahadevarowpeta and Singavaram the Koyas were most frank in their criticisms of relief works. At Mahadevarowpeta I had Mr. Ward with me, and as they know and trust him, they gave him the full benefit of their views which were not overcomplimentary to myself. According to them it was all nonsense my saying I would give them nothing unless they came to relief works. How could they leave their women and children and cattle and cultivation, and what was the use of the roads the Sircar proposed making? Nobody wanted any other roads than the present ones, and in a few years the new roads, if made, would be just like the old (a criticism which is, I fear, too true). Why should not the Sircar make them loans—on the Nagoo system if it liked—and order the Komaties to sell at mamul prices? It would be much less trouble to the Sircar and much more convenient and agreeable to them. If only the Sircar would do the last, it would do, and there would be no injustice, for the Komaties had been making money out of them and deceiving them for years.

7. The last fact is probably true, but the day for such orders is gone, and I have no doubt the local merchants would very much object to having the burden of supporting the Koyas thrown on them, seeing that so far their sole endeavour, with one or two exceptions, has been to make an extra profit out of the present distress. Advances on the Nagoo system, if repaid, would be profitable, as, under that system, which is the usual one in their dealings with the riversiders, the debt doubles itself every year. For example, a Koya borrows 100 kunchums of cholam. At harvest he has to pay back 200. If he does not pay the first year he must pay 400 the next, and so on. With such a system it is not surprising that most of the Koyas are in debt, and those once in debt never get out of it, and never know how their account stands. The difficulty is, as they themselves admit, that they can give no security for loans on whatever system they might be given on, and I do not commend the Nagoo one; they would in fact, I fear, prove gifts.

8. Another fact which leads me to think that the state of affairs is not so bad as the Dummagudem Koyas and Mr. Cain paint it, is that I heard of no sales of their cattle even by the Dummagudem Koyas. When I went to Anjipaka, of which village the people made the loudest clamour, I saw quite a lot of cattle, so that when I went to Singavaram I was surprised when told that the cattle I saw there belonged to the villagers of Anjipaka too, and they had sent away their own cattle to Bastar. Of course I was told they did not sell their cattle as they could only get very poor prices, but this is only half an excuse, as it is an admission that they are not so pressed as to be willing to take what they can get.

9. In reference to several matters, I request the sanction of the Board, and, where necessary, that it will obtain the sanction of Government.

(*a*) As reported in my letter printed in B.P., dated 12th May 1897, No. 362, I ordered up two Revenue Inspectors from the plains to assist the Bhadráchalam Revenue Inspectors, but almost immediately ordered up two more, in order to have the taluk promptly gone over and every village visited. As it is 911 square miles in extent, and mostly jungle, in which some 250 small Koya villages lie scattered about with no well-defined roads, &c., it was quite impossible for the three local Inspectors to visit every village, and prepare lists of those to be relieved gratuitously, and of those to be given advances for the purchase of seed-grain promptly. As it is, this work is still behindhand, because the Revenue Inspectors ordered up took a long time to join, owing to the difficulties in travelling. Three perhaps would have been enough but, as the work entails much extra work on the taluk office, of which the establishment is very limited, I have divided the taluk into six ranges, and given one Inspector to the Tahsildar as a famine assistant temporarily. They will all, I hope, be able to return to their regular duties in July, and meanwhile, as they have been called from taluks of which the jamabandi was over, no substitutes have been appointed to take their places as it is not necessary. I request sanction to their deputation on duty outside their regular ranges.

10. (*b*) The next question is that of money *versus* grain doles, and here I have been practically compelled to sanction the former, and request the sanction of Government to this course. It is just, I presume, in the case of such jungly tracts that the concession is necessary. In any case, it is the only method possible, for there are roads to only a few villages and these will become impassable for carts as soon as rains set in. It is consequently impossible to hawk grain about the country, unless we have it carried by coolies, of which the expense would be great. Then all the recipients of relief cannot be compelled to go to the riverside villages for it, and those are the only villages in which there are merchants, for the distance is often too great. Besides, neither I nor the recipients trust those merchants as a rule, for the general complaint of the Koyas is that they are a set of rogues who cheat them in many ways, and I fancy the complaint is not wholly without foundation, as I am told all the wealthiest men in the taluk came to it with nothing. The only course, is as they themselves desire, not to hand them over to the tender mercies of those they distrust, but to pay them money doles at convenient centres, and let them make their own purchases at the several depôts that have been started with the Rs. 2,000 allotted by the Famine Relief Committee and at Mr. Cain's depôt. These are few, but this cannot be helped, as nowhere else is supervision available. Of course the recipients will seldom be able to go themselves, but this does not matter, as the practice is for each village to purchase its supplies generally through a few of its members, as occasion arises, in the case of out-of-the-way villages, and not for every one to go and purchase for himself, and among themselves I believe they are thoroughly honest. Anyhow the recipients, where they are lepers and cripples, &c., can be trusted to entrust the duty of making purchases for them to those they know they can rely on.

11. (*c*) Up to date only 162 have been granted gratuitous relief, which is an advance of less than 20 on those I myself admitted to be deserving, from which I infer this form of relief is being allowed very sparingly, and I fear too sparingly. Probably it is being limited to the sick, and those otherwise incapacitated for work, and those who show signs of emaciation. I have therefore sent Mr. Woodhouse and Mr. Coleridge instructions that, although needless expenditure is to be avoided, still, in dealing with the Koyas, at any rate, over-caution and over-strictness, being liable to have disastrous consequences, are to be more guarded against than over-liberality. They must use their best discretion of course, but in cases of doubt the applicant must get the benefit.

The point however which I specially want to bring to notice is that, as soon as the rains set in, the Malas and Madigas will be off our hands, for they are confined practically to the riverside villages, and the Telaga villagers will then require their services for their agricultural operations as usual. For them relief works will no longer be necessary. The Koyas, on the other hand, when that event happens, will no longer be able to come to relief works as they will have their own cultivation to attend to. I am therefore issuing instructions to Mr. Woodhouse, who is at Dummagudem, to close the relief works as soon as the rains set in, putting such of the Koyas as have been at all regular in their attendance and who seem consequently to be really in straits, or showing signs of emaciation, on his gratuitous relief list. At the most, this will mean only about 200 people, I fancy, scattered over some 20 or 25 villages. Here, too, no other course is open, for we cannot keep the Koyas away from cultivating their lands. The rains, too, will put a stop to their present work of clearing the canal of silt, and making a ramp at Dummagudem, and there is no other work in that neighbourhood they can be put on to, even if we say "you must work for us and leave your own lands alone", as the Superintending Engineer tells me the Mahadevapuram tank is too big a work to be undertaken without careful preliminary investigation, and this is not complete. I request my action may be approved.

12. (*d*) The last point, and a most important point, is whether the export of grain from Bhadráchalam is to be prohibited or not. Of course, I am aware that such a query would under ordinary circumstances be considered savouring of insanity in these free trade days, but the circumstances are not ordinary, for export from the Nizam's Dominions across the river is, I am told, stopped and this is, in fact, the case with Bastar, which adjoins Bhadráchalam on its other side. No doubt, Colonel Fagan, as he says, has not

issued orders, as Administrator, prohibiting it, but as a matter of fact it is matter of notoriety that it has been stopped by his underlings. Indeed it is no secret, for a Missionary of Bastar, who passed through Dummagudem when I was there, said as a matter for congratulation that Bastar was all right, because all export had been stopped in time, and Mr. Ward also in this matter corroborates Mr. Cain. It may be all right—probably is—so far as Bastar and the Nizam's Dominions are concerned, but whence is Bhadráchalam to get her supplies if it is not stopped there and the unexpected happens. As soon as the rains set in, the riverside villagers must open their grain pits, and every one asserts a fall in prices will follow, for, if the season opens well, the Telaga ryots will be anxious to sell some of their abundance in order to get the benefit of the high prices, and they will sell to the highest bidder. The rains will also bring up the Rajahmundry boatman, and, the moment the Bhadráchalam price falls below the Rajahmundry price, export will set in, and we shall have a repetition more or less of what occurred last September, when some boatmen are said to have cleared Rs. 1,000, by buying cholam in Bhadráchalam and re-selling at Rajahmundry. Should the coming season prove uniformly auspicious and favourable, the danger may not be great, though there will be danger even then of over-exportation, for neither the boat trader nor the Telaga ryot will consider the probable need of the Koyas up to harvest, and they cannot lay in stocks to last them till harvest if prices fall, as they have not the money. Should we, however, have a break in the monsoon, and scare, however temporary, consequences may be disastrous. In that event, no course will be open to us but to buy back in Rajahmundry, and send cholam back to Bhadráchalam up-stream. In these circumstances it might be well to prohibit the export of seed-grain from Bhadráchalam up to the 15th September, or so long as exportation is stopped from Bastar and the Nizam's Dominions, which are the natural sources of supply of Bhadráchalam when its own resources prove insufficient, otherwise prices in Bhadráchalam will be exposed to the danger of violent and sudden fluctuation.

13. In conclusion, I enclose copy of a circular issued by me before leaving Bhadráchalam for the Board's information.

Enclosure.

Memorandum.

Four Revenue Inspectors with their peons have been ordered up from the plains for the purpose of helping the Tahsildar to ascertain promptly by village-to-village inspection who are in want of gratuitous relief. On arrival two of them are to be appointed to assist the Revenue Inspector of the Bhadráchalam range and one appointed to assist each of the Revenue Inspectors of Rékapalle and Marrigudem.

2. The Bhadráchalam firka is to be divided into three divisions and one given each Revenue Inspector. Their head-quarters should, I think, be Bhadráchalam, Dummagudem and Singavaram and a list of the villages allotted to each should be at once furnished each Revenue Inspector. Their first duty will be to visit every village in their divisions and note down the names of those inhabitants entitled to gratuitous relief under section 62 of the Code. In their lists they will show the village in which the person recommended resides with his or her caste, age and sex together with their reasons for recommending relief and the relief recommended, *i.e*, whether relief for the person alone or one or more dependants. They will note that persons unable to work are not entitled to relief if they have well-to-do friends and relations on the spot on whom their support would ordinarily and rightly devolve. Some no doubt have applied for relief who have no earthly right to it under this provision, but they are very few.

3. Their other duties will be to promptly prepare and submit the list of those persons requiring supplies of seed-grain, &c., from the Madras Charitable Relief Committee where these lists are still incomplete. They will note that it is not every one in every village who is entitled to this form of relief, though all, or almost all, are likely to ask for it. In this matter, therefore, the Revenue Inspectors are to be directed to exercise due care and caution. At the same time overcarefulness to the extent of causing hardship is equally to be discouraged.

4. The Marrigudem range will be divided into two divisions sub. *pro tem.* and one placed in charge of the regular Inspector at Kachavaram and the other in charge of the additional Inspector, who can be directed to make Ippacherla his head-quarters. In this range there is necessity for considerable care in seeing that relief is not wasted for the people generally are distinctly better off than they are in the Bhadráchalam range, though in the case of a few villages their circumstances may be as bad. These remarks apply with greater force to the Rékapalle range where I am not at present certain any relief of any kind beyond the supply of seed-grain to those in want of it and the sale of food-grain at favourable prices to Koyas and Reddies is required. However, it must be divided between two Revenue Inspectors stationed at Wuddigudem and Chintore, and every village visited without delay. Probably a few persons will be found in it also who are in need temporarily of gratuitous relief as they cannot work themselves and have no natural supporters to maintain them. In these two divisions the preparation of the lists of those entitled to gratuitous relief must be at once prepared and until the Assistant Collector arrives the work in this respect of the Revenue Inspectors must be supervised by the Tahsildar.

5. As orders have been issued that cholam and ragi are to be sold at 20 seers per rupee to Koyas and Reddies at Kachavaram, Kunaveram and Pedamattapalli in the Marrigudem and Rékapalle ranges and at 16 seers per rupee in the case of Malas and Madigas in granting gratuitous relief in those quarters those prices are to be taken as the basis on which the amount of relief is to be calculated. Arrangements must now be made by the Tahsildar to sell at 16 seers per rupee to Koyas, Malas and Madigas alike at Bhadráchalam and Dummagudem and as soon as this has been done gratuitous relief can be calculated on a price of 16 seers per rupee.

6. The Probationary Deputy Collector is placed in charge of relief operations in the Bhadráchalam range and must promptly visit as many villages as he can in order to check on the spot the lists of those recommended for gratuitous relief by the Revenue Inspectors with due regard to the provisions of section 62 of the Code. He must satisfy himself both that the persons recommended deserve and need relief and that the amount of relief recommended is correct. Of course he can admit to relief persons whose claims they have rejected as well as reject persons they have recommended. He must be careful to see that persons from the Nizam's Dominions, Bastar and Cherla are not admitted to relief they have no claim to. He need not go from village to village to disburse grain-doles as the villages are too small and too far apart. Most of the infirm and helpless can walk to some centre and where they cannot, their dues can safely be entrusted to some resident of their village on their account, provided they nominate such agent who will usually be either a relative or sympathetic neighbour. For the Bhadráchalam range, Parnasala, Dummagudem, Singavaram and Bhadráchalam should suffice. He need not, too, make all payments himself. If he makes over the list of those to be paid at Dummagudem, for instance, with the money to the Rev. Mr. Cain, they will doubtless be paid, and at Bhadráchalam the duty of paying can be deputed to the Naib-Tahsildar, Hospital Assistant and Mr. Ramaswami Naidu sitting as a committee. At Singavaram and Parnasala he will probably have to make all payments himself. Even where he does not pay he must check the lists of payees as he tours from village to village.

7. These duties in the Rékapalle and Marrigudem ranges must be performed by the Tahsildar until the Assistant Collector comes and then by the latter, but the Assistant Collector can, of course, avail himself of the Tahsildar's services to make payments at some centres and at others entrust this duty to Mr. Ward, Forest Sub-Divisional Officer.

8. Especial care must be exercised in admitting the claims of Malas and Madigas to gratuitous relief for many of such persons have been attracted from the Nizam's Dominions by the hope of relief and many other claimants are not by any means so helpless and without supporters as they make out. In the case of Koyas greater truthfulness is to be expected, but in their case too care is necessary as the temptation to misrepresent is strong.

9. The only relief works sanctioned for the taluk are the road from Lutchigudem to Kalanugudem and that from Singavaram to Chatle, but neither is very useful first because in the vicinity of these proposed roads the people are not so badly off as they are at Dummagudem, and both at Singavaram and Baudrevu on these roads the people, who looked well and strong, said they did not want them and, in the next place, because these works are very ill-suited for relief works as there is no work connected with them that women and children are capable of doing. If they have to be re-started only men can be admitted to them, and these men made allowances for all dependant on them who would presumably work too if there was work for them to do, but cutting out tree stumps, &c., in the jungle is hardly work for women and children, even among the Koyas. Both at Singavaram and Baudrevu the people informed me that such works were unsuitable as they could not leave their crops and villages and asked that I would instead give them loans and issue orders to the Komaties to sell at mamul prices. Loans with them would be gifts so are not to be thought of, and though I should like to, I cannot comply with their second request. It is, however, I think certain that in the Marrigudem and Rékapalle ranges and parts of Bhadráchalam it will suffice to help the indigent, infirm and helpless and sell food-grains to the rest at prices approaching normal prices as has been arranged for. If further relief works are necessary, so far as possible, such works should be found for them in their own villages and take the form of constructing drinking-water tanks and improving their means of communication by improving the approaches of the vagus which intersect their roads everywhere. Such works should not, however, be begun until they have been regularly planned out and estimated for and the estimate sanctioned by the Special Assistant Agent when it does not exceed Rs. 50 or the

undersigned when it will cost more. Such works are however probably few. The Tahsildar is however ordered to direct the Revenue Inspectors to report at once what useful works of the kind are available in their divisions and they are also to be ordered to submit estimates without delay for such of them as they recommend.

10. In the case of the vicinity of Dummagudem the people have proved their readiness to work by actually working, but there remains no relief work that can be given them when the works of clearing the canal of silt and making a ramp to enable the villagers to get to the river are completed. There seems to be no other course in their case lest when this happens to employ the people on the probable bund of the proposed Mahadevapuram tank. They should be given the B scale of wages with allowances for dependants who are unable to work at rates varying from the D ration to one quarter of it. The D ration can be allowed for infirm parents and crippled adult relatives who are not getting gratuitous relief. In the case of children, those over seven can come to work and those of seven and under can be allowed for at rates varying from a quarter to an eighth of the D ration, those under three being allowed an eighth and those over three a quarter. When a family consists of several dependants and several who can work—all the former—should not be treated as dependant on those who work when only some and not all who can work, come to the work. As soon as arrangements are made to sell ragi and cholam at 16 seers per rupee at Dummagudem, both the gratuitous relief rate and the money wage should be calculated according to this price. In the event of his deciding in consultation with the Assistant Engineer to start work on the Mahadevapuram tank, the Probationary Deputy Collector will at once report the fact to the undersigned for report to Government for sanction.

Resolution—dated 28th June 1897, No. 468A.

Submitted for the information of Government.

2. The fifth paragraph of the Collector's memorandum is not clear. No reason is assigned for charging differential rates to various classes of people.

3. All applicants for relief must be admitted to works, whether they come from the Madras Presidency or from outside.

4. With reference to paragraph 9 of his memorandum, the Collector should consider whether the intermediate works prescribed in G.O., No. 430 of 1897, cannot be introduced.

5. The proposal of the Collector to employ the people on the "probable" bund of the Mahadevapuram tank cannot be approved. The work should not be commenced until all investigations, plans and estimates have been completed.

6. The direction, to grant allowances for dependants, who are unable to work, at rates varying from the D ration to one-eighth of it, is opposed to the Code, and the Government orders on the subject. In paragraph 5 of G.O., No. 216 of 1897, it is ordered that dependants who attend at works, but are prevented from caste objections from partaking of cooked food, may be provided for by giving an additional wage to the worker to provide the dole prescribed in section 122, of the Famine Code; those who cannot attend at works being dealt with under section 64 or sections 83 and 85, of the Famine Code, while in sections 120 and 124 of the Code, the child's ration is fixed at one-fourth to three-fourths of that for an adult, special diet for children under three being regulated by section 125, Famine Code.

7. The Famine Commissioner is not prepared to approve of the deputations of Revenue Inspectors on duty outside their ranges, while their own posts are left vacant. The proper course is to appoint Circle Inspectors in the affected tracts, and where men are taken from their ordinary duties for this purpose, others should be appointed to do their ordinary work. If this is not done, the ordinary work of the areas from which officers are drafted must fall in arrears. It is open to the Collector to appoint the Revenue Inspectors temporarily transferred to Bhadráchalam to be Relief Circle Inspectors, on a suitable salary, to which service in such an unhealthy tract gives them a strong claim.

8. The Famine Commissioner is not inclined to agree with the Collector as to the necessity for money-doles. The only reason given for the adoption of this form of relief is that it will be impossible to hawk grain about the country when the rains begin; but it seems that grain depôts have been established in parts, and the Collector

contemplates giving money to enable the grantees to buy grain at these depôts. The easier course would be to grant grain-doles at these depôts. In the case of those who are unable to walk, grain may be given to their friends on the production of relief tickets. There is no more risk of relief being taken by the wrong persons under this system than under that which meets with the approval of the Collector. The Famine Commissioner is quite aware of the great difficulty of acting in this remote tract, in which access to markets is so beset with obstructions of all kinds. He leaves the matter, with the above remark, to the Collector for consideration.

9. The proposal of the Collector in paragraph 11 of his letter is approved. The officer in charge of relief operations should satisfy himself that the Panchamas get not only employment, but adequate wages, when rain comes.

10. The Collector's proposal, to interfere with private trade by prohibiting exports from Bhadráchalam, would not be approved by Government. The Collecter has already been allowed to do what has been disallowed in Ganjám, viz., to import grain. The emergency called for this action, and Mr. Brodie deserves credit for having assumed the responsibility. The problem now reported must work itself out. Should the Collector find it absolutely necessary to import cholam again, the river is now navigable for steamers, and there will be no delay in throwing in supplies.

11. Mr. Brodie is to be congratulated on having faced the difficulty of making enquiries in Bhadráchalam himself. It was a task which can only be appreciated by those who have had to inspect that taluk, and rendered all the more arduous by the fact that the route by the river was not open. Mr. Phillips is an energetic officer out of doors, and the Famine Commissioner is confident that he will repeat in Bhadrá-chalam the good work of inspection done by him in 1892.

12. Mr. Brodie should insist on drafts from his office being properly punctuated. In his letter above, there were 166 mistakes in punctuation. It would also facilitate the despatch of public business if the Collector would employ, to fair copy his letters, some clerk whose handwriting is not an understudy of his own.

13. In a telegram, dated 27th June, the Collector reports heavy rain at Bhadrá-chalam. He adds that somewhat disquieting reports have reached him from Chinta-lapudi and Kottapadi, and that enquiries are being made.

(True Copy and Extract.)

(Signed) L. E. BUCKLEY,
Famine Secretary.

To the Secretary to Government, Revenue Department.
Copy to the Collector of Gódávari.

Order—No. 681, Revenue, dated 9th August 1897.

Miscellaneous.

Recorded.

(True Extract.)

(Signed) G. STOKES,
Ag. Secretary to Government.

To the Famine Commissioner.
„ the Public Works Department.
„ the Local and Municipal Department.

Exd. Shaik Karim.

70 Copies.

Government {1897} of Madras.

REVENUE.

Recd. } 1897. *Enclosures*

Regd. } *Spare copies*

G.O., No. 681, 9th August 1897.

No. 2443 W. of 3-9-97.

Commd: to the S.E. I Circle.

AUGUST. Sgd Dmc. W

S.E. I. circle

Condition of the people of Bhadrachalam.

Recording Board's Proceedings passing orders on Gódávari Collector's report on the —.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), dated 28th June 1897, No. 468A :—

Read—the following letter from V. A. BRODIE, Esq., Collector of Gódávari, to the Secretary to the Commissioner of Revenue Settlement, Land Records and Agriculture, dated Camp, Tanuku, 8th June 1897, Dis. No. 1880-Ver. :—

In continuation of my previous letters, particularly those embodied in B.P., dated 11th May 1897, No. 358, dated 12th May 1897, No. 362, and dated 26th May 1897, No. 401, I have the honour to state that, after leaving Dummagudem on the 11th ultimo, I halted at Singavaram, Bhadráchalam, Tunikicheruvu, Mahadevarowpeta, and Murumu, and inspected the villages in their vicinity, leaving the Taluk on the 23rd, and up to that time there was no cause for anxiety. Indeed, I left with an easy conscience, as the 800 bags of cholam and ragi ordered from Rajahmundry had then all arrived at Kunaveram, and there was general and heavy rain on the night of the 22nd. My original intention was to go on from Bandrevu to Chintur and then proceed to Kunaveram *viâ* Lakkavaram, but I gave this up on Mr. Ward's assurance that things in those regions were no worse than about Bandrevu, as I was suffering a good deal from asthma and a bad throat, and the road was represented to be practically impassable for loaded carts and coolies difficult to get. At Murumur I met Mr. Woodhouse whom I had ordered up when I heard there might be some delay in Mr. Coleridge joining, and gave him instructions. Mr. Coleridge has now joined and proceeded to Bhadráchalam to work under the Special Assistant, but I do not propose to recall Mr. Woodhouse until I have received complete lists of those who should be given gratuitous relief and of those who require advances for the purchase of seed-grain, as I have ordered him to check these lists in the Bhadráchalam range and Mr. Coleridge those in the Marrigudem and Rekapalli ranges.

2. Throughout the taluk I did not meet with a single emaciated person who was not suffering from disease—usually leprosy—and generally the people were in good condition and seemed cheerful and contented, and it was sometimes difficult in the villages I visited to find people who could conscientiously be given gratuitous relief. At Chinkammalápuram, which is a good sized Koya village of about 20 houses, the headman said the only hard-up people were an old woman and her semi-idiot son. Pressed to say if there was no one else, he ventured to suggest another who, I found out, was one of his own sons. As he had two wives, which is generally a sign of comparative affluence, and both they and their children appeared to be in first-rate condition, I could not accept the recommendation. At Bandrevu I was struck by the fine physique of the men to which Mr. Hasted, who was with me, drew my attention, and the munsif could only recommend an orphan of about 12 whom he is himself supporting as he is a distant relative. The women were merry and contented enough, as coming back to camp Mr. Hasted and I heard them some distance off before we surprised the whole female population bathing in the Vagu under the shade of some large trees—mostly dressed in *puris naturalibus*.

3. As I made a point of giving small presents to the different villagers (women) who came to dance, I saw the women and girls of many other villages, besides those I could visit, and though of course all, with a view to getting as big a present as possible, made out that they were starving, their appearance most conclusively belied their words, and, on getting two or three rupees, they went off chattering and laughing, as if quite satisfied with themselves and their circumstances. No doubt there is a shadier side to the picture, and those who are sick or diseased, or crippled, are in some instances having a hard time of it, or at least a harder time than usual. At all times they are dependant on the charity of their relatives and neighbours, and these must, in the present condition of affairs, often look on them as a burden, and regard the duty of

maintaining them as a misfortune. These must be relieved not only for their own sake but often for the sake of their supporters. At the same time, fortunately, the clan feeling is strong among the Koyas, and several cripples, who were brought to me on stretchers by their relatives to beg, were so sleek that their profession of begging appeared to be a paying one. No doubt these were members of fairly well-to-do families though they would not admit it.

4. Taking the taluk as a whole, the conclusion I came to was that, up to date, there was nothing that could be called general distress except perhaps amongst the Koyas in the immediate vicinity of Dummagudem, where the Koya population is comparatively much denser than it is elsewhere, and has both less jungle and less productive jungle to fall back upon to supplement its other means of subsistence. Even there some villages are better off than others for no ostensible reason. The difference is, however, that in all there appear to be more cases of individual hardship than elsewhere. I must, however, at the same time, remark that it was more difficult to ascertain the real state of these villages than of those further away from the mission, for I never came across such unblushing liars. At Singavaram and Mahadevarowpeta the people frankly said how they stood, and made no fuss about letting one see all that was in their houses, but about Dummagudem, and especially in the villages of Mulakapad and Anjipaka, objections were generally raised to in-door inspections, on the excuse of there being a goddess in the house, &c., and one had to accept their own statements that what they produced was all they had. I infer, however, that a good many of them were hard-up, from the fact that a good many came to the relief works. At the same time these villages were the nearest to the relief works and they took very good care not to overwork themselves, as they were anything but regular in their attendance, and were constantly knocking off work for refreshment—drinking the *ambali* (a kind of conji) they brought with them, and what Mrs. Cain kindly sent down to the works for their benefit—so that even the work test is not very conclusive. As workers, of course, they were contemptible, and the Assistant Engineer complained several times of my giving them full pay, on the ground that not one of them ever did the D wage task; but to insist on tasks was, as I told him, to drive them away, which would be injudicious, for where every one without exception clamoured for relief, some at least probably deserved it, and there seemed to be no other means of separating the deserving from the undeserving.

5. Elsewhere the majority of the villagers seemed to me so well off that probably they will be able to weather the storm with slight assistance, and at the time of my visit instances of individual distress were not many. A few villages, for some reason or other, are worse off than their neighbours as regards stores of grain, but fortunately the worst off are those whose extraneous sources of supply—the jungles—are the best, like the Reddi villages among the hills lying between Banderevu and Kunaveram, and on the Bastar border. For the present, the relief we are giving them by selling at favourable prices is enough, and supplemented, as I have ordered it to be, by the grant of gratuitous relief to those who cannot work and, as I hope, by advances for the purchase of seed-grain, this should be ample. There has been great delay in the submission of the lists of those to be given this last form of relief, but when it is considered that the taluk is 911 square miles in extent, and has only three Revenue Inspectors, whilst the villages are small, numerous and scattered, this has been unavoidable. Now that the additional Revenue Inspectors ordered up have joined, the work must be completed or nearly so, and, meanwhile, I am asking the Famine Committee for Rs. 6,000, which will, I think, meet requirements, so that there may be no difficulty in making all payments within the current month, which is time enough, as I understand they do not sow their staple crop—cholam—before the middle of July. Of course much depends upon the monsoon. If it sets in favourably, every one but Mr. Ward says, it will improve matters, and I sincerely hope every one is right. Meanwhile a careful watch is being kept with two European junior officers in the taluk, and Mr. Phillips going up as soon as he can get away. If additional aid is wanted, or things get worse, the fact will be at once reported.

6. Another point I am satisfied about is that nowhere but in the vicinity of Dummagudem is it of the slightest use attempting relief works, for the villages are small and scattered and the people can only go to relief works if they leave their

villages and neglect both their cattle and their cultivation. Rather than do this, of course, they will risk starvation, for their living next year depends on their cultivation this, and we cannot in fairness offer them such a choice. The only course is to keep them in their villages, and help them, where necessary, to cultivate their lands, for then the sooner will they be off our hands. At Mahadevarowpeta and Singavaram the Koyas were most frank in their criticisms of relief works. At Mahadevarowpeta I had Mr. Ward with me, and as they know and trust him, they gave him the full benefit of their views which were not overcomplimentary to myself. According to them it was all nonsense my saying I would give them nothing unless they came to relief works. How could they leave their women and children and cattle and cultivation, and what was the use of the roads the Sircar proposed making? Nobody wanted any other roads than the present ones, and in a few years the new roads, if made, would be just like the old (a criticism which is, I fear, too true). Why should not the Sircar make them loans—on the Nagoo system if it liked—and order the Komaties to sell at mamul prices? It would be much less trouble to the Sircar and much more convenient and agreeable to them. If only the Sircar would do the last, it would do, and there would be no injustice, for the Komaties had been making money out of them and deceiving them for years.

7. The last fact is probably true, but the day for such orders is gone, and I have no doubt the local merchants would very much object to having the burden of supporting the Koyas thrown on them, seeing that so far their sole endeavour, with one or two exceptions, has been to make an extra profit out of the present distress. Advances on the Nagoo system, if repaid, would be profitable, as, under that system, which is the usual one in their dealings with the riversiders, the debt doubles itself every year. For example, a Koya borrows 100 kunchums of cholam. At harvest he has to pay back 200. If he does not pay the first year he must pay 400 the next, and so on. With such a system it is not surprising that most of the Koyas are in debt, and those once in debt never get out of it, and never know how their account stands. The difficulty is, as they themselves admit, that they can give no security for loans on whatever system they might be given on, and I do not commend the Nagoo one; they would in fact, I fear, prove gifts.

8. Another fact which leads me to think that the state of affairs is not so bad as the Dummagudem Koyas and Mr. Cain paint it, is that I heard of no sales of their cattle even by the Dummagudem Koyas. When I went to Anjipaka, of which village the people made the loudest clamour, I saw quite a lot of cattle, so that when I went to Singavaram I was surprised when told that the cattle I saw there belonged to the villagers of Anjipaka too, and they had sent away their own cattle to Bastar. Of course I was told they did not sell their cattle as they could only get very poor prices, but this is only half an excuse, as it is an admission that they are not so pressed as to be willing to take what they can get.

9. In reference to several matters, I request the sanction of the Board, and, where necessary, that it will obtain the sanction of Government.

(*a*) As reported in my letter printed in B.P., dated 12th May 1897, No. 362, I ordered up two Revenue Inspectors from the plains to assist the Bhadráchalam Revenue Inspectors, but almost immediately ordered up two more, in order to have the taluk promptly gone over and every village visited. As it is 911 square miles in extent, and mostly jungle, in which some 250 small Koya villages lie scattered about with no well-defined roads, &c., it was quite impossible for the three local Inspectors to visit every village, and prepare lists of those to be relieved gratuitously, and of those to be given advances for the purchase of seed-grain promptly. As it is, this work is still behindhand, because the Revenue Inspectors ordered up took a long time to join, owing to the difficulties in travelling. Three perhaps would have been enough but, as the work entails much extra work on the taluk office, of which the establishment is very limited, I have divided the taluk into six ranges, and given one Inspector to the Tahsildar as a famine assistant temporarily. They will all, I hope, be able to return to their regular duties in July, and meanwhile, as they have been called from taluks of which the jamabandi was over, no substitutes have been appointed to take their places as it is not necessary. I request sanction to their deputation on duty outside their regular ranges.

10. (*b*) The next question is that of money *versus* grain doles, and here I have been practically compelled to sanction the former, and request the sanction of Government to this course. It is just, I presume, in the case of such jungly tracts that the concession is necessary. In any case, it is the only method possible, for there are roads to only a few villages and these will become impassable for carts as soon as rains set in. It is consequently impossible to hawk grain about the country, unless we have it carried by coolies, of which the expense would be great. Then all the recipients of relief cannot be compelled to go to the riverside villages for it, and those are the only villages in which there are merchants, for the distance is often too great. Besides, neither I nor the recipients trust those merchants as a rule, for the general complaint of the Koyas is that they are a set of rogues who cheat them in many ways, and I fancy the complaint is not wholly without foundation, as I am told all the wealthiest men in the taluk came to it with nothing. The only course, is as they themselves desire, not to hand them over to the tender mercies of those they distrust, but to pay them money doles at convenient centres, and let them make their own purchases at the several depôts that have been started with the Rs. 2,000 allotted by the Famine Relief Committee and at Mr. Cain's depôt. These are few, but this cannot be helped, as nowhere else is supervision available. Of course the recipients will seldom be able to go themselves, but this does not matter, as the practice is for each village to purchase its supplies generally through a few of its members, as occasion arises, in the case of out-of-the-way villages, and not for every one to go and purchase for himself, and among themselves I believe they are thoroughly honest. Anyhow the recipients, where they are lepers and cripples, &c., can be trusted to entrust the duty of making purchases for them to those they know they can rely on.

11. (*c*) Up to date only 162 have been granted gratuitous relief, which is an advance of less than 20 on those I myself admitted to be deserving, from which I infer this form of relief is being allowed very sparingly, and I fear too sparingly. Probably it is being limited to the sick, and those otherwise incapacitated for work, and those who show signs of emaciation. I have therefore sent Mr. Woodhouse and Mr. Coleridge instructions that, although needless expenditure is to be avoided, still, in dealing with the Koyas, at any rate, over-caution and over-strictness, being liable to have disastrous consequences, are to be more guarded against than over-liberality. They must use their best discretion of course, but in cases of doubt the applicant must get the benefit.

The point however which I specially want to bring to notice is that, as soon as the rains set in, the Malas and Madigas will be off our hands, for they are confined practically to the riverside villages, and the Telaga villagers will then require their services for their agricultural operations as usual. For them relief works will no longer be necessary. The Koyas, on the other hand, when that event happens, will no longer be able to come to relief works as they will have their own cultivation to attend to. I am therefore issuing instructions to Mr. Woodhouse, who is at Dummagudem, to close the relief works as soon as the rains set in, putting such of the Koyas as have been at all regular in their attendance and who seem consequently to be really in straits, or showing signs of emaciation, on his gratuitous relief list. At the most, this will mean only about 200 people, I fancy, scattered over some 20 or 25 villages. Here, too, no other course is open, for we cannot keep the Koyas away from cultivating their lands. The rains, too, will put a stop to their present work of clearing the canal of silt, and making a ramp at Dummagudem, and there is no other work in that neighbourhood they can be put on to, even if we say "you must work for us and leave your own lands alone", as the Superintending Engineer tells me the Mahadevapuram tank is too big a work to be undertaken without careful preliminary investigation, and this is not complete. I request my action may be approved.

12. (*d*) The last point, and a most important point, is whether the export of grain from Bhadráchalam is to be prohibited or not. Of course, I am aware that such a query would under ordinary circumstances be considered savouring of insanity in these free trade days, but the circumstances are not ordinary, for export from the Nizam's Dominions across the river is, I am told, stopped and this is, in fact, the case with Bastar, which adjoins Bhadráchalam on its other side. No doubt, Colonel Fagan, as he says, has not

issued orders, as Administrator, prohibiting it, but as a matter of fact it is matter of notoriety that it has been stopped by his underlings. Indeed it is no secret, for a Missionary of Bastar, who passed through Dummagudem when I was there, said as a matter for congratulation that Bastar was all right, because all export had been stopped in time, and Mr. Ward also in this matter corroborates Mr. Cain. It may be all right—probably is—so far as Bastar and the Nizam's Dominions are concerned, but whence is Bhadráchalam to get her supplies if it is not stopped there and the unexpected happens. As soon as the rains set in, the riverside villagers must open their grain pits, and every one asserts a fall in prices will follow, for, if the season opens well, the Telaga ryots will be anxious to sell some of their abundance in order to get the benefit of the high prices, and they will sell to the highest bidder. The rains will also bring up the Rajahmundry boatman, and, the moment the Bhadráchalam price falls below the Rajahmundry price, export will set in, and we shall have a repetition more or less of what occurred last September, when some boatmen are said to have cleared Rs. 1,000, by buying cholam in Bhadráchalam and re-selling at Rajahmundry. Should the coming season prove uniformly auspicious and favourable, the danger may not be great, though there will be danger even then of over-exportation, for neither the boat trader nor the Telaga ryot will consider the probable need of the Koyas up to harvest, and they cannot lay in stocks to last them till harvest if prices fall, as they have not the money. Should we, however, have a break in the monsoon, and scare, however temporary, consequences may be disastrous. In that event, no course will be open to us but to buy back in Rajahmundry, and send cholam back to Bhadráchalam up-stream. In these circumstances it might be well to prohibit the export of seed-grain from Bhadráchalam up to the 15th September, or so long as exportation is stopped from Bastar and the Nizam's Dominions, which are the natural sources of supply of Bhadráchalam when its own resources prove insufficient, otherwise prices in Bhadráchalam will be exposed to the danger of violent and sudden fluctuation.

13. In conclusion, I enclose copy of a circular issued by me before leaving Bhadráchalam for the Board's information.

Enclosure.

Memorandum.

Four Revenue Inspectors with their peons have been ordered up from the plains for the purpose of helping the Tahsildar to ascertain promptly by village-to-village inspection who are in want of gratuitous relief. On arrival two of them are to be appointed to assist the Revenue Inspector of the Bhadráchalam range and one appointed to assist each of the Revenue Inspectors of Rékapalle and Marrigudem.

2. The Bhadráchalam firka is to be divided into three divisions and one given each Revenue Inspector. Their head-quarters should, I think, be Bhadráchalam, Dummagudem and Singavaram and a list of the villages allotted to each should be at once furnished each Revenue Inspector. Their first duty will be to visit every village in their divisions and note down the names of those inhabitants entitled to gratuitous relief under section 62 of the Code. In their lists they will show the village in which the person recommended resides with his or her caste, age and sex together with their reasons for recommending relief and the relief recommended, *i.e.*, whether relief for the person alone or one or more dependants. They will note that persons unable to work are not entitled to relief if they have well-to-do friends and relations on the spot on whom their support would ordinarily and rightly devolve. Some no doubt have applied for relief who have no earthly right to it under this provision, but they are very few.

3. Their other duties will be to promptly prepare and submit the list of those persons requiring supplies of seed-grain, &c., from the Madras Charitable Relief Committee where these lists are still incomplete. They will note that it is not every one in every village who is entitled to this form of relief, though all, or almost all, are likely to ask for it. In this matter, therefore, the Revenue Inspectors are to be directed to exercise due care and caution. At the same time overcarefulness to the extent of causing hardship is equally to be discouraged.

4. The Marrigudem range will be divided into two divisions sub. *pro tem.* and one placed in charge of the regular Inspector at Kachavaram and the other in charge of the additional Inspector, who can be directed to make Ippacherla his head-quarters. In this range there is necessity for considerable care in seeing that relief is not wasted for the people generally are distinctly better off than they are in the Bhadráchalam range, though in the case of a few

villages their circumstances may be as bad. These remarks apply with greater force to the Rékapalle range where I am not at present certain any relief of any kind beyond the supply of seed-grain to those in want of it and the sale of food-grain at favourable prices to Koyas and Reddies is required. However, it must be divided between two Revenue Inspectors stationed at Wuddigudem and Chintore, and every village visited without delay. Probably a few persons will be found in it also who are in need temporarily of gratuitous relief as they cannot work themselves and have no natural supporters to maintain them. In these two divisions the preparation of the lists of those entitled to gratuitous relief must be at once prepared and until the Assistant Collector arrives the work in this respect of the Revenue Inspectors must be supervised by the Tahsildar.

5. As orders have been issued that cholam and ragi are to be sold at 20 seers per rupee to Koyas and Reddies at Kachavaram, Kunaveram and Pedamattapalli in the Marrigudem and Rékapalle ranges and at 16 seers per rupee in the case of Malas and Madigas in granting gratuitous relief in those quarters those prices are to be taken as the basis on which the amount of relief is to be calculated. Arrangements must now be made by the Tahsildar to sell at 16 seers per rupee to Koyas, Malas and Madigas alike at Bhadráchalam and Dummagudem and as soon as this has been done gratuitous relief can be calculated on a price of 16 seers per rupee.

6. The Probationary Deputy Collector is placed in charge of relief operations in the Bhadráchalam range and must promptly visit as many villages as he can in order to check on the spot the lists of those recommended for gratuitous relief by the Revenue Inspectors with due regard to the provisions of section 62 of the Code. He must satisfy himself both that the persons recommended deserve and need relief and that the amount of relief recommended is correct. Of course he can admit to relief persons whose claims they have rejected as well as reject persons they have recommended. He must be careful to see that persons from the Nizam's Dominions, Bastar and Cherla are not admitted to relief they have no claim to. He need not go from village to village to disburse grain-doles as the villages are too small and too far apart. Most of the infirm and helpless can walk to some centre and where they cannot, their dues can safely be entrusted to some resident of their village on their account, provided they nominate such agent who will usually be either a relative or sympathetic neighbour. For the Bhadráchalam range, Parnasala, Dummagudem, Singavaram and Bhadráchalam should suffice. He need not, too, make all payments himself. If he makes over the list of those to be paid at Dummagudem, for instance, with the money to the Rev. Mr. Cain, they will doubtless be paid, and at Bhadráchalam the duty of paying can be deputed to the Naib-Tahsildar, Hospital Assistant and Mr. Ramaswami Naidu sitting as a committee. At Singavaram and Parnasala he will probably have to make all payments himself. Even where he does not pay he must check the lists of payees as he tours from village to village.

7. These duties in the Rékapalle and Marrigudem ranges must be performed by the Tahsildar until the Assistant Collector comes and then by the latter, but the Assistant Collector can, of course, avail himself of the Tahsildar's services to make payments at some centres and at others entrust this duty to Mr. Ward, Forest Sub-Divisional Officer.

8. Especial care must be exercised in admitting the claims of Malas and Madigas to gratuitous relief for many of such persons have been attracted from the Nizam's Dominions by the hope of relief and many other claimants are not by any means so helpless and without supporters as they make out. In the case of Koyas greater truthfulness is to be expected, but in their case too care is necessary as the temptation to misrepresent is strong.

9. The only relief works sanctioned for the taluk are the road from Lutchigudem to Kalanugudem and that from Singavaram to Chatle, but neither is very useful first because in the vicinity of these proposed roads the people are not so badly off as they are at Dummagudem, and both at Singavaram and Baudrevu on these roads the people, who looked well and strong, said they did not want them and, in the next place, because these works are very ill-suited for relief works as there is no work connected with them that women and children are capable of doing. If they have to be re-started only men can be admitted to them, and these men made allowances for all dependant on them who would presumably work too if there was work for them to do, but cutting out tree stumps, &c., in the jungle is hardly work for women and children, even among the Koyas. Both at Singavaram and Baudrevu the people informed me that such works were unsuitable as they could not leave their crops and villages and asked that I would instead give them loans and issue orders to the Komaties to sell at mamul prices. Loans with them would be gifts so are not to be thought of, and though I should like to, I cannot comply with their second request. It is, however, I think certain that in the Marrigudem and Rékapalle ranges and parts of Bhadráchalam it will suffice to help the indigent, infirm and helpless and sell food-grains to the rest at prices approaching normal prices as has been arranged for. If further relief works are necessary, so far as possible, such works should be found for them in their own villages and take the form of constructing drinking-water tanks and improving their means of communication by improving the approaches of the vagus which intersect their roads everywhere. Such works should not, however, be begun until they have been regularly planned out and estimated for and the estimate sanctioned by the Special Assistant Agent when it does not exceed Rs. 50 or the

undersigned when it will cost more. Such works are however probably few. The Tahsildar is however ordered to direct the Revenue Inspectors to report at once what useful works of the kind are available in their divisions and they are also to be ordered to submit estimates without delay for such of them as they recommend.

10. In the case of the vicinity of Dummagudem the people have proved their readiness to work by actually working, but there remains no relief work that can be given them when the works of clearing the canal of silt and making a ramp to enable the villagers to get to the river are completed. There seems to be no other course in their case lest when this happens to employ the people on the probable bund of the proposed Mahadevapuram tank. They should be given the B scale of wages with allowances for dependants who are unable to work at rates varying from the D ration to one quarter of it. The D ration can be allowed for infirm parents and crippled adult relatives who are not getting gratuitous relief. In the case of children, those over seven can come to work and those of seven and under can be allowed for at rates varying from a quarter to an eighth of the D ration, those under three being allowed an eighth and those over three a quarter. When a family consists of several dependants and several who can work—all the former—should not be treated as dependant on those who work when only some and not all who can work, come to the work. As soon as arrangements are made to sell ragi and cholam at 16 seers per rupee at Dummagudem, both the gratuitous relief rate and the money wage should be calculated according to this price. In the event of his deciding in consultation with the Assistant Engineer to start work on the Mahadevapuram tank, the Probationary Deputy Collector will at once report the fact to the undersigned for report to Government for sanction.

Resolution—dated 28th June 1897, No. 468A.

Submitted for the information of Government.

2. The fifth paragraph of the Collector's memorandum is not clear. No reason is assigned for charging differential rates to various classes of people.

3. All applicants for relief must be admitted to works, whether they come from the Madras Presidency or from outside.

4. With reference to paragraph 9 of his memorandum, the Collector should consider whether the intermediate works prescribed in G.O., No. 430 of 1897, cannot be introduced.

5. The proposal of the Collector to employ the people on the "probable" bund of the Mahadevapuram tank cannot be approved. The work should not be commenced until all investigations, plans and estimates have been completed.

6. The direction, to grant allowances for dependants, who are unable to work, at rates varying from the D ration to one-eighth of it, is opposed to the Code, and the Government orders on the subject. In paragraph 5 of G.O., No. 216 of 1897, it is ordered that dependants who attend at works, but are prevented from caste objections from partaking of cooked food, may be provided for by giving an additional wage to the worker to provide the dole prescribed in section 122, of the Famine Code; those who cannot attend at works being dealt with under section 64 or sections 83 and 85, of the Famine Code, while in sections 120 and 124 of the Code, the child's ration is fixed at one-fourth to three-fourths of that for an adult, special diet for children under three being regulated by section 125, Famine Code.

7. The Famine Commissioner is not prepared to approve of the deputations of Revenue Inspectors on duty outside their ranges, while their own posts are left vacant. The proper course is to appoint Circle Inspectors in the affected tracts, and where men are taken from their ordinary duties for this purpose, others should be appointed to do their ordinary work. If this is not done, the ordinary work of the areas from which officers are drafted must fall in arrears. It is open to the Collector to appoint the Revenue Inspectors temporarily transferred to Bhadráchalam to be Relief Circle Inspectors, on a suitable salary, to which service in such an unhealthy tract gives them a strong claim.

8. The Famine Commissioner is not inclined to agree with the Collector as to the necessity for money-doles. The only reason given for the adoption of this form of relief is that it will be impossible to hawk grain about the country when the rains begin; but it seems that grain depôts have been established in parts, and the Collector

contemplates giving money to enable the grantees to buy grain at these depôts. The easier course would be to grant grain-doles at these depôts. In the case of those who are unable to walk, grain may be given to their friends on the production of relief tickets. There is no more risk of relief being taken by the wrong persons under this system than under that which meets with the approval of the Collector. The Famine Commissioner is quite aware of the great difficulty of acting in this remote tract, in which access to markets is so beset with obstructions of all kinds. He leaves the matter, with the above remark, to the Collector for consideration.

9. The proposal of the Collector in paragraph 11 of his letter is approved. The officer in charge of relief operations should satisfy himself that the Panchamas get not only employment, but adequate wages, when rain comes.

10. The Collector's proposal, to interfere with private trade by prohibiting exports from Bhadráchalam, would not be approved by Government. The Collecter has already been allowed to do what has been disallowed in Ganjám, viz., to import grain. The emergency called for this action, and Mr. Brodie deserves credit for having assumed the responsibility. The problem now reported must work itself out. Should the Collector find it absolutely necessary to import cholam again, the river is now navigable for steamers, and there will be no delay in throwing in supplies.

11. Mr. Brodie is to be congratulated on having faced the difficulty of making enquiries in Bhadráchalam himself. It was a task which can only be appreciated by those who have had to inspect that taluk, and rendered all the more arduous by the fact that the route by the river was not open. Mr. Phillips is an energetic officer out of doors, and the Famine Commissioner is confident that he will repeat in Bhadráchalam the good work of inspection done by him in 1892.

12. Mr. Brodie should insist on drafts from his office being properly punctuated. In his letter above, there were 166 mistakes in punctuation. It would also facilitate the despatch of public business if the Collector would employ, to fair copy his letters, some clerk whose handwriting is not an understudy of his own.

13. In a telegram, dated 27th June, the Collector reports heavy rain at Bhadráchalam. He adds that somewhat disquieting reports have reached him from Chintalapudi and Kottapadi, and that enquiries are being made.

(True Copy and Extract.)

(Signed) L. E. BUCKLEY,
Famine Secretary.

To the Secretary to Government, Revenue Department.
Copy to the Collector of Gódávari.

Order—No. 681, Revenue, dated 9th August 1897.

Miscellaneous. Recorded.

(True Extract.)

(Signed) G. STOKES,
Ag. Secretary to Government.

To the Famine Commissioner.
„ the Public Works Department.
„ the Local and Municipal Department.

Exd. Shaik Karim.

70 Copies.

Government {1897} of Madras.

REVENUE.

Recd. } 1897. *Enclosures*

Regd. } *Spare copies*

G.O., No. 681, 9th August 1897.

AUGUST.

Condition of the people of Bhadrachalam.

Recording Board's Proceedings passing orders on Gódávari Collector's report on the —.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), dated 28th June 1897, No. 468A :—

Read—the following letter from V. A. BRODIE, Esq., Collector of Gódávari, to the Secretary to the Commissioner of Revenue Settlement, Land Records and Agriculture, dated Camp, Tanuku, 8th June 1897, Dis. No. 1880-Ver. :—

In continuation of my previous letters, particularly those embodied in B.P., dated 11th May 1897, No. 358, dated 12th May 1897, No. 362, and dated 26th May 1897, No. 401, I have the honour to state that, after leaving Dummagudem on the 11th ultimo, I halted at Singavaram, Bhadráchalam, Tunikicheruvu, Mahadevarowpeta, and Murumu, and inspected the villages in their vicinity, leaving the Taluk on the 23rd, and up to that time there was no cause for anxiety. Indeed, I left with an easy conscience, as the 800 bags of cholam and ragi ordered from Rajahmundry had then all arrived at Kunaveram, and there was general and heavy rain on the night of the 22nd. My original intention was to go on from Bandrevu to Chintur and then proceed to Kunaveram *viâ* Lakkavaram, but I gave this up on Mr. Ward's assurance that things in those regions were no worse than about Bandrevu, as I was suffering a good deal from asthma and a bad throat, and the road was represented to be practically impassable for loaded carts and coolies difficult to get. At Murumur I met Mr. Woodhouse whom I had ordered up when I heard there might be some delay in Mr. Coleridge joining, and gave him instructions. Mr. Coleridge has now joined and proceeded to Bhadráchalam to work under the Special Assistant, but I do not propose to recall Mr. Woodhouse until I have received complete lists of those who should be given gratuitous relief and of those who require advances for the purchase of seed-grain, as I have ordered him to check these lists in the Bhadráchalam range and Mr. Coleridge those in the Marrigudem and Rekapalli ranges.

2. Throughout the taluk I did not meet with a single emaciated person who was not suffering from disease—usually leprosy—and generally the people were in good condition and seemed cheerful and contented, and it was sometimes difficult in the villages I visited to find people who could conscientiously be given gratuitous relief. At Chinkammalápuram, which is a good sized Koya village of about 20 houses, the headman said the only hard-up people were an old woman and her semi-idiot son. Pressed to say if there was no one else, he ventured to suggest another who, I found out, was one of his own sons. As he had two wives, which is generally a sign of comparative affluence, and both they and their children appeared to be in first-rate condition, I could not accept the recommendation. At Bandrevu I was struck by the fine physique of the men to which Mr. Hasted, who was with me, drew my attention, and the munsif could only recommend an orphan of about 12 whom he is himself supporting as he is a distant relative. The women were merry and contented enough, as coming back to camp Mr. Hasted and I heard them some distance off before we surprised the whole female population bathing in the Vagu under the shade of some large trees—mostly dressed in *puris naturalibus*.

3. As I made a point of giving small presents to the different villagers (women) who came to dance, I saw the women and girls of many other villages, besides those I could visit, and though of course all, with a view to getting as big a present as possible, made out that they were starving, their appearance most conclusively belied their words, and, on getting two or three rupees, they went off chattering and laughing, as if quite satisfied with themselves and their circumstances. No doubt there is a shadier side to the picture, and those who are sick or diseased, or crippled, are in some instances having a hard time of it, or at least a harder time than usual. At all times they are dependant on the charity of their relatives and neighbours, and these must, in the present condition of affairs, often look on them as a burden, and regard the duty of

maintaining them as a misfortune. These must be relieved not only for their own sake but often for the sake of their supporters. At the same time, fortunately, the clan feeling is strong among the Koyas, and several cripples, who were brought to me on stretchers by their relatives to beg, were so sleek that their profession of begging appeared to be a paying one. No doubt these were members of fairly well-to-do families though they would not admit it.

4. Taking the taluk as a whole, the conclusion I came to was that, up to date, there was nothing that could be called general distress except perhaps amongst the Koyas in the immediate vicinity of Dummagudem, where the Koya population is comparatively much denser than it is elsewhere, and has both less jungle and less productive jungle to fall back upon to supplement its other means of subsistence. Even there some villages are better off than others for no ostensible reason. The difference is, however, that in all there appear to be more cases of individual hardship than elsewhere. I must, however, at the same time, remark that it was more difficult to ascertain the real state of these villages than of those further away from the mission, for I never came across such unblushing liars. At Singavaram and Mahadevarowpeta the people frankly said how they stood, and made no fuss about letting one see all that was in their houses, but about Dummagudem, and especially in the villages of Mulakapad and Anjipaka, objections were generally raised to in-door inspections, on the excuse of there being a goddess in the house, &c., and one had to accept their own statements that what they produced was all they had. I infer, however, that a good many of them were hard-up, from the fact that a good many came to the relief works. At the same time these villages were the nearest to the relief works and they took very good care not to overwork themselves, as they were anything but regular in their attendance, and were constantly knocking off work for refreshment—drinking the *ambali* (a kind of conji) they brought with them, and what Mrs. Cain kindly sent down to the works for their benefit—so that even the work test is not very conclusive. As workers, of course, they were contemptible, and the Assistant Engineer complained several times of my giving them full pay, on the ground that not one of them ever did the D wage task; but to insist on tasks was, as I told him, to drive them away, which would be injudicious, for where every one without exception clamoured for relief, some at least probably deserved it, and there seemed to be no other means of separating the deserving from the undeserving.

5. Elsewhere the majority of the villagers seemed to me so well off that probably they will be able to weather the storm with slight assistance, and at the time of my visit instances of individual distress were not many. A few villages, for some reason or other, are worse off than their neighbours as regards stores of grain, but fortunately the worst off are those whose extraneous sources of supply—the jungles—are the best, like the Reddi villages among the hills lying between Banderevu and Kunaveram, and on the Bastar border. For the present, the relief we are giving them by selling at favourable prices is enough, and supplemented, as I have ordered it to be, by the grant of gratuitous relief to those who cannot work and, as I hope, by advances for the purchase of seed-grain, this should be ample. There has been great delay in the submission of the lists of those to be given this last form of relief, but when it is considered that the taluk is 911 square miles in extent, and has only three Revenue Inspectors, whilst the villages are small, numerous and scattered, this has been unavoidable. Now that the additional Revenue Inspectors ordered up have joined, the work must be completed or nearly so, and, meanwhile, I am asking the Famine Committee for Rs. 6,000, which will, I think, meet requirements, so that there may be no difficulty in making all payments within the current month, which is time enough, as I understand they do not sow their staple crop—cholam—before the middle of July. Of course much depends upon the monsoon. If it sets in favourably, every one but Mr. Ward says, it will improve matters, and I sincerely hope every one is right. Meanwhile a careful watch is being kept with two European junior officers in the taluk, and Mr. Phillips going up as soon as he can get away. If additional aid is wanted, or things get worse, the fact will be at once reported.

6. Another point I am satisfied about is that nowhere but in the vicinity of Dummagudem is it of the slightest use attempting relief works, for the villages are small and scattered and the people can only go to relief works if they leave their

villages and neglect both their cattle and their cultivation. Rather than do this, of course, they will risk starvation, for their living next year depends on their cultivation this, and we cannot in fairness offer them such a choice. The only course is to keep them in their villages, and help them, where necessary, to cultivate their lands, for then the sooner will they be off our hands. At Mahadevarowpeta and Singavaram the Koyas were most frank in their criticisms of relief works. At Mahadevarowpeta I had Mr. Ward with me, and as they know and trust him, they gave him the full benefit of their views which were not overcomplimentary to myself. According to them it was all nonsense my saying I would give them nothing unless they came to relief works. How could they leave their women and children and cattle and cultivation, and what was the use of the roads the Sircar proposed making? Nobody wanted any other roads than the present ones, and in a few years the new roads, if made, would be just like the old (a criticism which is, I fear, too true). Why should not the Sircar make them loans—on the Nagoo system if it liked—and order the Komaties to sell at mamul prices? It would be much less trouble to the Sircar and much more convenient and agreeable to them. If only the Sircar would do the last, it would do, and there would be no injustice, for the Komaties had been making money out of them and deceiving them for years.

7. The last fact is probably true, but the day for such orders is gone, and I have no doubt the local merchants would very much object to having the burden of supporting the Koyas thrown on them, seeing that so far their sole endeavour, with one or two exceptions, has been to make an extra profit out of the present distress. Advances on the Nagoo system, if repaid, would be profitable, as, under that system, which is the usual one in their dealings with the riversiders, the debt doubles itself every year. For example, a Koya borrows 100 kunchums of cholam. At harvest he has to pay back 200. If he does not pay the first year he must pay 400 the next, and so on. With such a system it is not surprising that most of the Koyas are in debt, and those once in debt never get out of it, and never know how their account stands. The difficulty is, as they themselves admit, that they can give no security for loans on whatever system they might be given on, and I do not commend the Nagoo one; they would in fact, I fear, prove gifts.

8. Another fact which leads me to think that the state of affairs is not so bad as the Dummagudem Koyas and Mr. Cain paint it, is that I heard of no sales of their cattle even by the Dummagudem Koyas. When I went to Anjipaka, of which village the people made the loudest clamour, I saw quite a lot of cattle, so that when I went to Singavaram I was surprised when told that the cattle I saw there belonged to the villagers of Anjipaka too, and they had sent away their own cattle to Bastar. Of course I was told they did not sell their cattle as they could only get very poor prices, but this is only half an excuse, as it is an admission that they are not so pressed as to be willing to take what they can get.

9. In reference to several matters, I request the sanction of the Board, and, where necessary, that it will obtain the sanction of Government.

(*a*) As reported in my letter printed in B.P., dated 12th May 1897, No. 362, I ordered up two Revenue Inspectors from the plains to assist the Bhadráchalam Revenue Inspectors, but almost immediately ordered up two more, in order to have the taluk promptly gone over and every village visited. As it is 911 square miles in extent, and mostly jungle, in which some 250 small Koya villages lie scattered about with no well-defined roads, &c., it was quite impossible for the three local Inspectors to visit every village, and prepare lists of those to be relieved gratuitously, and of those to be given advances for the purchase of seed-grain promptly. As it is, this work is still behindhand, because the Revenue Inspectors ordered up took a long time to join, owing to the difficulties in travelling. Three perhaps would have been enough but, as the work entails much extra work on the taluk office, of which the establishment is very limited, I have divided the taluk into six ranges, and given one Inspector to the Tahsildar as a famine assistant temporarily. They will all, I hope, be able to return to their regular duties in July, and meanwhile, as they have been called from taluks of which the jamabandi was over, no substitutes have been appointed to take their places as it is not necessary. I request sanction to their deputation on duty outside their regular ranges.

10. (*b*) The next question is that of money *versus* grain doles, and here I have been practically compelled to sanction the former, and request the sanction of Government to this course. It is just, I presume, in the case of such jungly tracts that the concession is necessary. In any case, it is the only method possible, for there are roads to only a few villages and these will become impassable for carts as soon as rains set in. It is consequently impossible to hawk grain about the country, unless we have it carried by coolies, of which the expense would be great. Then all the recipients of relief cannot be compelled to go to the riverside villages for it, and those are the only villages in which there are merchants, for the distance is often too great. Besides, neither I nor the recipients trust those merchants as a rule, for the general complaint of the Koyas is that they are a set of rogues who cheat them in many ways, and I fancy the complaint is not wholly without foundation, as I am told all the wealthiest men in the taluk came to it with nothing. The only course, is as they themselves desire, not to hand them over to the tender mercies of those they distrust, but to pay them money doles at convenient centres, and let them make their own purchases at the several depôts that have been started with the Rs. 2,000 allotted by the Famine Relief Committee and at Mr. Cain's depôt. These are few, but this cannot be helped, as nowhere else is supervision available. Of course the recipients will seldom be able to go themselves, but this does not matter, as the practice is for each village to purchase its supplies generally through a few of its members, as occasion arises, in the case of out-of-the-way villages, and not for every one to go and purchase for himself, and among themselves I believe they are thoroughly honest. Anyhow the recipients, where they are lepers and cripples, &c., can be trusted to entrust the duty of making purchases for them to those they know they can rely on.

11. (*c*) Up to date only 162 have been granted gratuitous relief, which is an advance of less than 20 on those I myself admitted to be deserving, from which I infer this form of relief is being allowed very sparingly, and I fear too sparingly. Probably it is being limited to the sick, and those otherwise incapacitated for work, and those who show signs of emaciation. I have therefore sent Mr. Woodhouse and Mr. Coleridge instructions that, although needless expenditure is to be avoided, still, in dealing with the Koyas, at any rate, over-caution and over-strictness, being liable to have disastrous consequences, are to be more guarded against than over-liberality. They must use their best discretion of course, but in cases of doubt the applicant must get the benefit.

The point however which I specially want to bring to notice is that, as soon as the rains set in, the Malas and Madigas will be off our hands, for they are confined practically to the riverside villages, and the Telaga villagers will then require their services for their agricultural operations as usual. For them relief works will no longer be necessary. The Koyas, on the other hand, when that event happens, will no longer be able to come to relief works as they will have their own cultivation to attend to. I am therefore issuing instructions to Mr. Woodhouse, who is at Dummagudem, to close the relief works as soon as the rains set in, putting such of the Koyas as have been at all regular in their attendance and who seem consequently to be really in straits, or showing signs of emaciation, on his gratuitous relief list. At the most, this will mean only about 200 people, I fancy, scattered over some 20 or 25 villages. Here, too, no other course is open, for we cannot keep the Koyas away from cultivating their lands. The rains, too, will put a stop to their present work of clearing the canal of silt, and making a ramp at Dummagudem, and there is no other work in that neighbourhood they can be put on to, even if we say "you must work for us and leave your own lands alone", as the Superintending Engineer tells me the Mahadevapuram tank is too big a work to be undertaken without careful preliminary investigation, and this is not complete. I request my action may be approved.

12. (*d*) The last point, and a most important point, is whether the export of grain from Bhadráchalam is to be prohibited or not. Of course, I am aware that such a query would under ordinary circumstances be considered savouring of insanity in these free trade days, but the circumstances are not ordinary, for export from the Nizam's Dominions across the river is, I am told, stopped and this is, in fact, the case with Bastar, which adjoins Bhadráchalam on its other side. No doubt, Colonel Fagan, as he says, has not

issued orders, as Administrator, prohibiting it, but as a matter of fact it is matter of notoriety that it has been stopped by his underlings. Indeed it is no secret, for a Missionary of Bastar, who passed through Dummagudem when I was there, said as a matter for congratulation that Bastar was all right, because all export had been stopped in time, and Mr. Ward also in this matter corroborates Mr. Cain. It may be all right—probably is—so far as Bastar and the Nizam's Dominions are concerned, but whence is Bhadráchalam to get her supplies if it is not stopped there and the unexpected happens. As soon as the rains set in, the riverside villagers must open their grain pits, and every one asserts a fall in prices will follow, for, if the season opens well, the Telaga ryots will be anxious to sell some of their abundance in order to get the benefit of the high prices, and they will sell to the highest bidder. The rains will also bring up the Rajahmundry boatman, and, the moment the Bhadráchalam price falls below the Rajahmundry price, export will set in, and we shall have a repetition more or less of what occurred last September, when some boatmen are said to have cleared Rs. 1,000, by buying cholam in Bhadráchalam and re-selling at Rajahmundry. Should the coming season prove uniformly auspicious and favourable, the danger may not be great, though there will be danger even then of over-exportation, for neither the boat trader nor the Telaga ryot will consider the probable need of the Koyas up to harvest, and they cannot lay in stocks to last them till harvest if prices fall, as they have not the money. Should we, however, have a break in the monsoon, and scare, however temporary, consequences may be disastrous. In that event, no course will be open to us but to buy back in Rajahmundry, and send cholam back to Bhadráchalam up-stream. In these circumstances it might be well to prohibit the export of seed-grain from Bhadráchalam up to the 15th September, or so long as exportation is stopped from Bastar and the Nizam's Dominions, which are the natural sources of supply of Bhadráchalam when its own resources prove insufficient, otherwise prices in Bhadráchalam will be exposed to the danger of violent and sudden fluctuation.

13. In conclusion, I enclose copy of a circular issued by me before leaving Bhadráchalam for the Board's information.

Enclosure.

Memorandum.

Four Revenue Inspectors with their peons have been ordered up from the plains for the purpose of helping the Tahsildar to ascertain promptly by village-to-village inspection who are in want of gratuitous relief. On arrival two of them are to be appointed to assist the Revenue Inspector of the Bhadráchalam range and one appointed to assist each of the Revenue Inspectors of Rékapalle and Marrigudem.

2. The Bhadráchalam firka is to be divided into three divisions and one given each Revenue Inspector. Their head-quarters should, I think, be Bhadráchalam, Dummagudem and Singavaram and a list of the villages allotted to each should be at once furnished each Revenue Inspector. Their first duty will be to visit every village in their divisions and note down the names of those inhabitants entitled to gratuitous relief under section 62 of the Code. In their lists they will show the village in which the person recommended resides with his or her caste, age and sex together with their reasons for recommending relief and the relief recommended, *i.e.*, whether relief for the person alone or one or more dependants. They will note that persons unable to work are not entitled to relief if they have well-to-do friends and relations on the spot on whom their support would ordinarily and rightly devolve. Some no doubt have applied for relief who have no earthly right to it under this provision, but they are very few.

3. Their other duties will be to promptly prepare and submit the list of those persons requiring supplies of seed-grain, &c., from the Madras Charitable Relief Committee where these lists are still incomplete. They will note that it is not every one in every village who is entitled to this form of relief, though all, or almost all, are likely to ask for it. In this matter, therefore, the Revenue Inspectors are to be directed to exercise due care and caution. At the same time overcarefulness to the extent of causing hardship is equally to be discouraged.

4. The Marrigudem range will be divided into two divisions sub. *pro tem.* and one placed in charge of the regular Inspector at Kachavaram and the other in charge of the additional Inspector, who can be directed to make Ippacherla his head-quarters. In this range there is necessity for considerable care in seeing that relief is not wasted for the people generally are distinctly better off than they are in the Bhadráchalam range, though in the case of a few

villages their circumstances may be as bad. These remarks apply with greater force to the Rékapalle range where I am not at present certain any relief of any kind beyond the supply of seed-grain to those in want of it and the sale of food-grain at favourable prices to Koyas and Reddies is required. However, it must be divided between two Revenue Inspectors stationed at Wuddigudem and Chintore, and every village visited without delay. Probably a few persons will be found in it also who are in need temporarily of gratuitous relief as they cannot work themselves and have no natural supporters to maintain them. In these two divisions the preparation of the lists of those entitled to gratuitous relief must be at once prepared and until the Assistant Collector arrives the work in this respect of the Revenue Inspectors must be supervised by the Tahsildar.

5. As orders have been issued that cholam and ragi are to be sold at 20 seers per rupee to Koyas and Reddies at Kachavaram, Kunaveram and Pedamattapalli in the Marrigudem and Rékapalle ranges and at 16 seers per rupee in the case of Malas and Madigas in granting gratuitous relief in those quarters those prices are to be taken as the basis on which the amount of relief is to be calculated. Arrangements must now be made by the Tahsildar to sell at 16 seers per rupee to Koyas, Malas and Madigas alike at Bhadráchalam and Dummagudem and as soon as this has been done gratuitous relief can be calculated on a price of 16 seers per rupee.

6. The Probationary Deputy Collector is placed in charge of relief operations in the Bhadráchalam range and must promptly visit as many villages as he can in order to check on the spot the lists of those recommended for gratuitous relief by the Revenue Inspectors with due regard to the provisions of section 62 of the Code. He must satisfy himself both that the persons recommended deserve and need relief and that the amount of relief recommended is correct. Of course he can admit to relief persons whose claims they have rejected as well as reject persons they have recommended. He must be careful to see that persons from the Nizam's Dominions, Bastar and Cherla are not admitted to relief they have no claim to. He need not go from village to village to disburse grain-doles as the villages are too small and too far apart. Most of the infirm and helpless can walk to some centre and where they cannot, their dues can safely be entrusted to some resident of their village on their account, provided they nominate such agent who will usually be either a relative or sympathetic neighbour. For the Bhadráchalam range, Parnasala, Dummagudem, Singavaram and Bhadráchalam should suffice. He need not, too, make all payments himself. If he makes over the list of those to be paid at Dummagudem, for instance, with the money to the Rev. Mr. Cain, they will doubtless be paid, and at Bhadráchalam the duty of paying can be deputed to the Naib-Tahsildar, Hospital Assistant and Mr. Ramaswami Naidu sitting as a committee. At Singavaram and Parnasala he will probably have to make all payments himself. Even where he does not pay he must check the lists of payees as he tours from village to village.

7. These duties in the Rékapalle and Marrigudem ranges must be performed by the Tahsildar until the Assistant Collector comes and then by the latter, but the Assistant Collector can, of course, avail himself of the Tahsildar's services to make payments at some centres and at others entrust this duty to Mr. Ward, Forest Sub-Divisional Officer.

8. Especial care must be exercised in admitting the claims of Malas and Madigas to gratuitous relief for many of such persons have been attracted from the Nizam's Dominions by the hope of relief and many other claimants are not by any means so helpless and without supporters as they make out. In the case of Koyas greater truthfulness is to be expected, but in their case too care is necessary as the temptation to misrepresent is strong.

9. The only relief works sanctioned for the taluk are the road from Lutchigudem to Kalanugudem and that from Singavaram to Chatle, but neither is very useful first because in the vicinity of these proposed roads the people are not so badly off as they are at Dummagudem, and both at Singavaram and Baudrevu on these roads the people, who looked well and strong, said they did not want them and, in the next place, because these works are very ill-suited for relief works as there is no work connected with them that women and children are capable of doing. If they have to be re-started only men can be admitted to them, and these men made allowances for all dependant on them who would presumably work too if there was work for them to do, but cutting out tree stumps, &c., in the jungle is hardly work for women and children, even among the Koyas. Both at Singavaram and Baudrevu the people informed me that such works were unsuitable as they could not leave their crops and villages and asked that I would instead give them loans and issue orders to the Komaties to sell at mamul prices. Loans with them would be gifts so are not to be thought of, and though I should like to, I cannot comply with their second request. It is, however, I think certain that in the Marrigudem and Rékapalle ranges and parts of Bhadráchalam it will suffice to help the indigent, infirm and helpless and sell food-grains to the rest at prices approaching normal prices as has been arranged for. If further relief works are necessary, so far as possible, such works should be found for them in their own villages and take the form of constructing drinking-water tanks and improving their means of communication by improving the approaches of the vagus which intersect their roads everywhere. Such works should not, however, be begun until they have been regularly planned out and estimated for and the estimate sanctioned by the Special Assistant Agent when it does not exceed Rs. 50 or the

undersigned when it will cost more. Such works are however probably few. The Tahsildar is however ordered to direct the Revenue Inspectors to report at once what useful works of the kind are available in their divisions and they are also to be ordered to submit estimates without delay for such of them as they recommend.

10. In the case of the vicinity of Dummagudem the people have proved their readiness to work by actually working, but there remains no relief work that can be given them when the works of clearing the canal of silt and making a ramp to enable the villagers to get to the river are completed. There seems to be no other course in their case lest when this happens to employ the people on the probable bund of the proposed Mahadevapuram tank. They should be given the B scale of wages with allowances for dependants who are unable to work at rates varying from the D ration to one quarter of it. The D ration can be allowed for infirm parents and crippled adult relatives who are not getting gratuitous relief. In the case of children, those over seven can come to work and those of seven and under can be allowed for at rates varying from a quarter to an eighth of the D ration, those under three being allowed an eighth and those over three a quarter. When a family consists of several dependants and several who can work—all the former—should not be treated as dependant on those who work when only some and not all who can work, come to the work. As soon as arrangements are made to sell ragi and cholam at 16 seers per rupee at Dummagudem, both the gratuitous relief rate and the money wage should be calculated according to this price. In the event of his deciding in consultation with the Assistant Engineer to start work on the Mahadevapuram tank, the Probationary Deputy Collector will at once report the fact to the undersigned for report to Government for sanction.

Resolution—dated 28th June 1897, No. 468A.

Submitted for the information of Government.

2. The fifth paragraph of the Collector's memorandum is not clear. No reason is assigned for charging differential rates to various classes of people.

3. All applicants for relief must be admitted to works, whether they come from the Madras Presidency or from outside.

4. With reference to paragraph 9 of his memorandum, the Collector should consider whether the intermediate works prescribed in G.O., No. 430 of 1897, cannot be introduced.

5. The proposal of the Collector to employ the people on the "probable" bund of the Mahadevapuram tank cannot be approved. The work should not be commenced until all investigations, plans and estimates have been completed.

6. The direction, to grant allowances for dependants, who are unable to work, at rates varying from the D ration to one-eighth of it, is opposed to the Code, and the Government orders on the subject. In paragraph 5 of G.O., No. 216 of 1897, it is ordered that dependants who attend at works, but are prevented from caste objections from partaking of cooked food, may be provided for by giving an additional wage to the worker to provide the dole prescribed in section 122, of the Famine Code; those who cannot attend at works being dealt with under section 64 or sections 83 and 85, of the Famine Code, while in sections 120 and 124 of the Code, the child's ration is fixed at one-fourth to three-fourths of that for an adult, special diet for children under three being regulated by section 125, Famine Code.

7. The Famine Commissioner is not prepared to approve of the deputations of Revenue Inspectors on duty outside their ranges, while their own posts are left vacant. The proper course is to appoint Circle Inspectors in the affected tracts, and where men are taken from their ordinary duties for this purpose, others should be appointed to do their ordinary work. If this is not done, the ordinary work of the areas from which officers are drafted must fall in arrears. It is open to the Collector to appoint the Revenue Inspectors temporarily transferred to Bhadráchalam to be Relief Circle Inspectors, on a suitable salary, to which service in such an unhealthy tract gives them a strong claim.

8. The Famine Commissioner is not inclined to agree with the Collector as to the necessity for money-doles. The only reason given for the adoption of this form of relief is that it will be impossible to hawk grain about the country when the rains begin; but it seems that grain depôts have been established in parts, and the Collector

contemplates giving money to enable the grantees to buy grain at these depôts. The easier course would be to grant grain-doles at these depôts. In the case of those who are unable to walk, grain may be given to their friends on the production of relief tickets. There is no more risk of relief being taken by the wrong persons under this system than under that which meets with the approval of the Collector. The Famine Commissioner is quite aware of the great difficulty of acting in this remote tract, in which access to markets is so beset with obstructions of all kinds. He leaves the matter, with the above remark, to the Collector for consideration.

9. The proposal of the Collector in paragraph 11 of his letter is approved. The officer in charge of relief operations should satisfy himself that the Panchamas get not only employment, but adequate wages, when rain comes.

10. The Collector's proposal, to interfere with private trade by prohibiting exports from Bhadráchalam, would not be approved by Government. The Collecter has already been allowed to do what has been disallowed in Ganjám, viz., to import grain. The emergency called for this action, and Mr. Brodie deserves credit for having assumed the responsibility. The problem now reported must work itself out. Should the Collector find it absolutely necessary to import cholam again, the river is now navigable for steamers, and there will be no delay in throwing in supplies.

11. Mr. Brodie is to be congratulated on having faced the difficulty of making enquiries in Bhadráchalam himself. It was a task which can only be appreciated by those who have had to inspect that taluk, and rendered all the more arduous by the fact that the route by the river was not open. Mr. Phillips is an energetic officer out of doors, and the Famine Commissioner is confident that he will repeat in Bhadráchalam the good work of inspection done by him in 1892.

12. Mr. Brodie should insist on drafts from his office being properly punctuated. In his letter above, there were 166 mistakes in punctuation. It would also facilitate the despatch of public business if the Collector would employ, to fair copy his letters, some clerk whose handwriting is not an understudy of his own.

13. In a telegram, dated 27th June, the Collector reports heavy rain at Bhadráchalam. He adds that somewhat disquieting reports have reached him from Chintalapudi and Kottapadi, and that enquiries are being made.

(True Copy and Extract.)

(Signed) L. E. BUCKLEY,
Famine Secretary.

To the Secretary to Government, Revenue Department.
Copy to the Collector of Gódávari.

Order—No. 681, Revenue, dated 9th August 1897.

Miscellaneous. Recorded.

(True Extract.)

(Signed) G. STOKES,
Ag. Secretary to Government.

To the Famine Commissioner.
" the Public Works Department.
" the Local and Municipal Department.

Exd. Shaik Karim.

70 Copies.