Public Works (1897) Department.

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G.O., No. 252/W

DATED 9 September 1897.

[Despatch Abstract.]

modified System of "Intermediate" Relief Works; Proc., Revenue Dept. Confl. to the Famine Commissioner. Certain Correspondence relating thereto in the N.W. Provinces and Oudh, Confl. & E.S.

[P.W. 25.
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Indexed.

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Public Works (1897) Department.

Current Number: 8302

Government (1897) of Madras.

REVENUE.

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Govt. Secy. vide Sep. to all Sec except III Sec. to whom it is sent herewith 17/8/97

Modified System of "Intermediate" Relief Works.

Communicating to the Famine Commissioner, with remark, certain correspondence regarding the — in the North-Western Provinces and Oudh.

BS 407 12578

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—the following letter from T. W. HOLDERNESS, Esq., I.C.S., Deputy Secretary to the Government of India (Department of Revenue and Agriculture—Famine), to the Secretary to the Government of Madras, dated Simla, the 22nd July 1897, Circular No. 24—91-6-F.:—

In continuation of my Circular No. 20—91-2, dated the 19th April 1897, I am directed to forward, for the information of the Governor in Council, a copy of the correspondence noted in the margin regarding the working of the modified system of "intermediate" relief works in the North-Western Provinces and Oudh.

Letter to Government, North-Western Provinces and Oudh, No. 2106—91-4, dated 21st May 1897.

Letter from Government, North-Western Provinces and Oudh, No. 1525, dated 10th July 1897.

Enclosures.

From T. W. HOLDERNESS, Esq., Deputy Secretary to the Government of India, Department of Revenue and Agriculture, to the Secretary to the Government of the North-Western Provinces and Oudh, Scarcity Department, dated Simla, the 21st May 1897, No. 2106—91-4-F.

In continuation of my letter No. 1071—91-3-F., dated the 19th April 1897, in which the Government of India asked to be informed how the modified system of intermediate relief works prescribed in the resolution of the Government of the North-Western Provinces and Oudh, No. 753, of the 16th March 1897, has answered in practice, I am directed to say that the Government of India would be glad to learn what has been the experience as to the sufficiency or otherwise of the tasks and wages scale prescribed in the resolution. The intention was, the Government of India understand, to enable a party of three workers to earn with diligence as much as a party of five, of whom two were ineffective workers or dependants, received in wages and doles under the strict Code system. The Government of India wish to know whether on the whole the result has conformed to this intention; whether, in short, the number of workers and dependants has been reduced by two-fifths by the new system, or has been kept to that extent below the numbers which would, but for the introduction of the new system, be now on the relief works; and whether this reduced number of workers is on an average earning as much as the larger number would have earned under the Code system. The Government of India would also like to know whether any change has been found necessary in the tasks or wages provisionally prescribed in the resolution quoted above.

2. From the incidental notices of the working of the system contained in papers from time to time communicated to the Government of India by the Local Government, it would seem probable that the aggregate earnings of a working party of three under the new system have not averaged more than the aggregate earnings of three relief workers of similar age, sex, efficiency and class under the old system, while the quantity of work done by the three has been little less than that done by five persons relieved under the latter as workers or dependants. If this be the case, the economy of the substituted system is manifest, but it is not equally clear that the persons finding employment under it earn a margin over and above what is required for their own support, from which the inefficient members of their respective families can be maintained.

3. In making these inquiries the Government of India do not wish to imply in any way their disapproval of the system, but as it or similar systems will be on trial in other parts of India, they are anxious to ascertain the actual results in each such case where a departure, more or less experimental, has been made from the scheme of relief prescribed by the Famine Codes.

From the Secretary to Government, North-Western Provinces and Oudh, to the Secretary to the Government of India, Revenue and Agricultural Department (Famine), dated Naini Tal, the 10th July 1897, No. 1525.

I am now directed to reply to your No. 1071—91-3-F., dated 19th April 1897, and No. 2106—91-4-F., dated 21st May 1897. The delay which has occurred was due to the difficulty in collecting materials where the staff has everywhere been overwhelmed with more urgent work. It was, moreover, impossible to attempt any survey of the results of the intermediate system till at least a month's experience had been gained. As it is, the conclusions will probably be found liable to modification when the system has been worked for a longer period and its details more fully elaborated.

2. To explain clearly the objects and the effects of the system, it is necessary first to make a brief survey of the circumstances, places and time of its introduction.

In the shape originally adopted,* work under the intermediate system was distributed among piece-workers or gangers who were, in effect, petty contractors paying the labourers fixed wages and themselves remunerated by rates which allowed sufficient margin for their own labour and expenses. The works were, in fact, conducted on the ordinary system of public works with the large contracto reliminated and provision made for securing the employment and fair remuneration for labourers requiring relief. The plan was suggested by the circumstance that in certain less distressed districts where large railway and canal works were in progress, the people were for a time able to find support on them without the necessity arising for special relief works under the Famine Code system. Though possessing certain advantages, this early system was found to fail in one particular. The ganger or middleman had a direct object in employing only the most efficient labour, and in practice it was found impossible to always prevent the exclusion of weakly or inefficient workers who could not render a reasonably full task. The persons excluded were generally those who stood most in need of relief. Those who least needed assistance were able to earn much more than a subsistence wage, while those who most required it were sometimes unable to earn anything.

* G.O., No. 357 of 5th December 1896.
G.O., No. 9099-W.A. of 5th December 1896.

3. A modification was therefore introduced, at first in a tentative form in certain localities, by which the middleman was excluded and the work given out direct to the labourers by the official staff, who also measured up the work done and distributed the payment. This arrangement put an end to the complaints which existed against the system in its first form.

4. At the end of February, when field work was in abeyance, the relief works were thronged by great multitudes. Many of them could possibly have subsisted without this resource, but the Famine Code system offered no effective means or test which would exclude them. The number of dependants was also very great, and in the less distressed districts there was some reason to fear that the system was abused by the introduction of inefficient labourers and hangers-on whom the relatives that might have supported them found it convenient to throw on State support. The season was approaching when outbreaks of epidemic cholera might be expected. The collection of larger numbers in relief camps was therefore a source of danger which it became necessary to minimize. The presence of numerous idlers was also calculated to demoralize the working body. Moreover, the period of the spring harvest was approaching, when it was most essential that the labour required for gathering the crops should not be diverted to relief works. In the public interest it was most necessary that all available labour should be devoted to the harvest work, and that the State should be relieved of the cost of supporting those who could find employment when it commenced. The relaxation of prices and the addition to the food supply consequent on the harvest afforded other reasons for contracting the area of relief. Other measures—which need not be here narrated—were adopted to secure these ends. The success of the modified system of intermediate works indicated it as a useful auxiliary measure, capable of wide expansion. It was accordingly determined to introduce that system into all districts where distress was not acute in substitution of the full Famine Code system then in force. The period selected for commencing the change was the Holi festival (20th March), which marks the beginning of the harvest in these provinces, and when the works would be, and as a matter of fact practically were, deserted by all those not actually dependent on them for subsistence.

Instructions were accordingly promulgated in Resolution No. 753 of 16th March, which resumed and repeated orders which had already been given at conferences and otherwise to the various officers engaged in relief operations, and the conversion commencing from the Holi was generally completed in all the selected districts by the beginning of April. Early in March considerable numbers had begun to leave the works to assist in getting in the spring harvest. The introduction of the intermediate system coincided with, or was followed by a further fall.

5. The objects aimed at in the modified form of intermediate works were—

(1) to remove and exclude from relief works those who could find employment elsewhere or were not dependent on such works for their subsistence;

(2) to get rid of such portion of the large number of dependants and useless workers as were a source of danger and demoralization, and whose friends, included in the preceding category (1) were able to support them;

(3) to secure a better outturn of work for the money expended.

The first object would be gained by the imposition of a more stringent labour test and by the principle of payment by results. The intermediate system, though imposing a maximum wage limit, does not include any provision for the payment of a minimum wage irrespective of task, this minimum wage on full Code works being the most potent enemy of economy and discipline.

The second object would be furthered by permitting the able-bodied members of a family to earn enough to support their dependants as well as themselves, while the limitation on possible earnings would prevent competition with private employment or ordinary public works.

The various reports received from District and Divisional officers, and the papers which accompany this letter, show that, in the main, the system has proved capable of securing these results. The numbers have been kept down; the dependants and useless labourers have either disappeared or been limited to children whose emaciated condition required special aid; the outturn of work has been increased and the cost of it lowered; while sufficient relief has been afforded to the population of those tracts where the system has been enforced.

6. It was recognised that the system would not be suitable for districts where the distress was acute and widespread. In such tracts it was necessary to arrange works which would provide a moderate fixed task and a bare subsistence wage for each applicant. The piece-work system was therefore unsuited for such conditions. The intermediate system was accordingly restricted to those districts where distress was less severe and less extended. These comprised all districts, except Bundelkhand, South Allahabad and Hardoi. In only one small and doubtful case was it found desirable to revert again to the Code system.

7. But experience of its working led to two modifications of the scheme as defined in Resolution No. 753. Families coming on the works brought young children who were unfit for labour, but could not be separated from their relatives. It was observed in some localities that the condition of such children was bad, owing to neglect or indifference on the part of their parents. This phenomenon was not confined to intermediate works or due to any defect of the system. It was first observed on the Famine Code works, where the children received a dole sufficient for their support. It has even been noticed in the case of persons gratuitously relieved at their own homes. One of the unhappy effects of protracted scarcity has been to weaken the ties of domestic duty and parental affection, and to lead parents to divert to their own uses or to savings the relief provided for their children who were not required to work. Where this state of affairs has existed, the plan has been adopted on Code works of supplying young children with cooked food instead of a money dole. On intermediate works, where the necessity arose, discretion was given * to Divisional officers to authorize the distribution of cooked food to young children and to add one pice to supplement the diet of nursing mothers. This was no doubt, as has been pointed out, a departure from the original principle, but as these children could not be removed from their parents and placed in poor-houses or on village lists, there was no alternative but to either acquiesce in their maltreatment or to provide them with a daily meal.

* G.O., No. 937 of 6th May 1897.

8. It was further discovered that the standard task laid down in Resolution No. 753, though suited for persons of ordinary physique, pressed hardly on persons who were infirm or in reduced condition. When such persons were employed to any substantial extent with effective workers, the outturn of work and the earnings of the whole party were reduced—a result which pressed unfairly on those who had themselves rendered a full task. Permission was consequently given † in exceptional instances and localities to form these weaklings into separate gangs and prescribe a reduced task for them. A separate table of tasks and rates was drawn up for these gangs and will be found annexed to the Government Order last quoted. No other change in the system has been found necessary, though occasionally the proportion of carriers to diggers has been exceeded where it became necessary to find employment for a disproportionate number of applicants of the former class.

† G.O., No. 1130 of 14th May 1897.

9. Turning now to the specific questions in the letter under reply, it must first be observed that, though the intermediate system has undoubtedly been effectual in keeping down the numbers on relief works, yet it is not possible to formulate the exact reduction attributable to that cause alone. The re-opening of field labour had caused many to leave the works before the intermediate system was introduced, and the same cause continued operative after its introduction. At the same time there are instances of works being abandoned and not resumed as soon as the system of payment by results was enforced. The information before Government shows that numbers left to seek other employment who would have remained under the Code system, and that many more were deterred by the same consideration from returning after the completion of the harvest. Persons, for instance, who were content to resort to works in the neighbourhood of their homes and earn a subsistence wage by a few hours' labour would not undertake piece work, which required a fair day's work for a fair wage.

Where different agencies were at work, it is impossible to separate the results due to one agency only. Nevertheless, conclusions of reasonable accuracy may be drawn from the existing returns. On the 27th February, when the numbers on works reached their maximum, the number of workers and dependants in those districts, where the intermediate system was subsequently introduced, amounted to 552,917. After the conclusion of harvest operations, when field work had again ceased to afford employment, the numbers began to rise again and had reached their maximum on the 29th May. Some no doubt were placed by the *rabi* harvest in a position which rendered them independent of relief, and some were employed in tending the hot weather crops. But the great bulk would have returned to the works in the slack season if they had found the conditions still existing which attracted them before. Yet on the 29th May the numbers in these districts were only 162,785—a fall of over 70 per cent.; that is to say, less than 30 per cent. of those on the Code works in February returned to the intermediate works in May. In the districts under observation the fall was even more marked. Of the workers present on the 27th February, 78 per cent. had disappeared on the 29th May, leaving only 22 per cent. of the original number. On the other hand, in the six districts where the Code system has been in force all through, the numbers rose between 27th February and 29th May by over 47 per cent. These of course were the most distressed districts, where the spring harvest was poorest and the resources of the people most exhausted, and much allowance must be made for this circumstance. Still it may be safely inferred that the reduction effected by the intermediate system was not less, but considerably greater than two-fifths.

10. The question of wages and outturn of work is dealt with in the papers which accompany this letter. The figures are not so complete or accurate as a more prolonged experience and a more accurate scrutiny may be expected to afford; but they may be taken as showing that the average earnings have been higher and the average outturn of work considerably greater per head than under the Code system, while the cost of the work has been substantially reduced. In considering these figures it must be remembered that under the Code system the workers and dependants receive a Sunday wage though no work is done. On intermediate works the Sunday holiday is observed and no wages are paid, but the rates are adjusted to enable the workers to earn enough by six days' work to support themselves and their dependants for seven days.

It would be difficult to reduce to arithmetical terms the margin of earning left to support the inefficient dependants of the workers under the intermediate system. But it can be safely affirmed that, with the modifications now adopted, the system does in practice afford sufficient maintenance for both, and there has been no deterioration in the condition of the people where the system is in force; in fact, they would compare favourably with the workpeople under the other system, though here, again, the relative intensity of general distress would have to be taken into account.

It may be observed that districts under the intermediate system have kept wonderfully free from cholera during the summer. The outbreaks have been few and mild. Among the larger numbers on Code works in the very distressed districts the cases of epidemic cholera have been more numerous, persistent and fatal.

11. The intermediate system undoubtedly requires very close supervision and control to secure successful results, and it necessitates the employment of a larger staff than the Code system. Even with this additional charge it has the advantage in economy of working. But these conditions also tend to render it unsuited for the very extensive works that must be maintained and the large masses of people who must be handled in the acutely distressed districts where the Code system is in force. But in the localities suitable for its operation it has proved adequate as a means of relief, efficient as a test, and effective and economical in securing a fair outturn of work at reasonable rates.

Note by the Hon'ble Mr. ODLING, Secretary, Public Works Department, dated the 2nd July 1897.

The Government of India ask—

(1) whether on intermediate works three persons can earn as much as five (two of whom were non-effectives) on the Famine Code system;

(2) whether, as a result, the numbers have been reduced by two-fifths of what they otherwise would have been;

(3) whether this reduced number of persons is earning as much as the larger number of persons would have earned under the Code system; and

(4) whether any changes have been found to be necessary in the original orders.

2. In regard to point No. 4, there have been the following alterations and modifications:—

(i) Children under seven fed in kitchens where considered necessary by Collector.

(ii) Extra carriers allowed and rate increased proportionally where numbers of persons not able to dig were in excess of proportion of carriers provided for in original orders.

(iii) Gangs composed of weakly persons provided for.

3. In regard to points 1, 2 and 3 the information has not been clearly given, partly because the basis of wages varied and partly because the rules instead of results have been commented on.

4. Apart from Mr. Palmer's note, which is very full and detailed, a note prepared by Mr. Holme for Mr. Higham gives the only information of value.

In this note it is stated—

(1) that the task actually executed per worker, Famine Code works, was 14·3 cubic feet, and under intermediate works 32·5 cubic feet;

(2) that the number of carriers had been reduced from 4 per digger to 2;

(3) that payments were easier, as the digger, or in some cases the head of a party of diggers only, was paid;

(4) that the earnings per worker were 17 pies per head against 11¾ under the Famine Code;

(5) the rate (Gorakhpur district) for intermediate works for April was Rs. 2-11-2 per 1,000 cubic feet, whilst for Famine Code works up to the 31st March it was Rs. 3-14-0 per 1,000 cubic feet, in both cases wages of workers only.

5. Mr. Sheridan merely states that the change has been beneficial; that the digger's task has increased from 80 to 88 cubic feet; and that the average wage has been 17·3 pies per worker. The last item is of importance, as three persons would earn 51·9 pies in a day, or 4 annas and 4 pies, which would be sufficient to support a typical family of five.

6. Colonel Pulford gives no facts, except that the average wages per worker, intermediate works, has been 15 pies per head.

7. Mr. Palmer's note, paragraph 6, shows that where the workers were in good condition and earned the maximum wages, three workers obtained under the new intermediate system 43·5 pies against 42·8 pies, the sum which would have been earned by three workers and two dependants under the Famine Code system.

8. I have only myself to add that the falling off in numbers was marked after the 1st of April, and that it must have been largely due to the substitution of the intermediate for the Famine Code system.

Note on the intermediate system of conducting large relief works as distinguished from the Famine Code scheme, by C. G. PALMER, Esq., M.I.C.E., Additional Superintending Engineer, Famine Relief Works, dated the 17th June 1897.

Letter No. 3443-F., dated the 28th May 1897, from the Chief Engineer, Provincial Works, North-Western Provinces and Oudh, calls for an analysis of the wages made and the tasks executed by workers on relief works conducted on the intermediate system as compared with those on the Code system in the Allahabad Revenue division. An analysis is given for four weeks in the tables attached, which shows the results of the seven districts. One of these districts, Jhansi, contains two Public Works sub-divisions, Jhansi and Lalitpur, and as the accounts are kept separately, a separate table is given for each of them.

2. In accordance with the tenor of the letter quoted, only the papers available in my office have been used for the purpose; they consist of weekly reports compiled by the Public Works Department district offices from the weekly reports of the officers in charge of relief works (Famine Code Form No. III) as soon as received and without the application of the subsequent corrections which are made in the quantities of work shown after test measurements have been applied to completed works or portions of works. Such test measurements sometimes show that the work done has been overstated by the officer in charge; but these subordinates being mostly very new to Public Works accounts, it is sometimes found that they have omitted work done, and more often that they have mixed up the accounts and progress of other works (as excavating *muram* or quarrying stone metal) with those of earth work. The same errors occur in the hurried weekly compilation of the returns by the hard-driven district offices. These errors do not affect the relations between wages and persons, but they render comparisons between the numbers of men employed and the work done rather unreliable until the accounts are regularly compiled. In the weekly compilation, made up as quickly as possible for current information, there is no time to check and correct errors of detail which do not affect the main points, on which early information is required.

3. The tables drawn out from the weekly reports give various results, which seem to call for remark. The districts of Cawnpore and Fatehpur, and the northern part of Allahabad, have works on the "Intermediate" system, with wages calculated on a basis of 12 *seers* to the rupee. The other districts have works on the "Famine Code" system, with wages calculated on a basis of 10 *seers* to the repee. Taken in the mass, they give the following general results :—

Intermediate Works.

Allahabad, north of Ganges	Wages from 11·9 to 13·4 pies per person, and work about 50 cubic feet per man, both falling in amount. Many of the men are ineffectives.
Fatehpur district	Wages 13·9 to 14·5 pies per person, and work about 80 cubic feet per man. Fairly steady. Quantity of work probably overstated.
Cawnpore district	Wages 9·7 to 12·9 pies per person, and work 30 to 64 cubic feet per man, both falling rapidly in consequence of the able-bodied men leaving the works.

Code Works.

Taking all the Code districts together for comparison with the intermediate districts, and allowing for local errors of distribution of charges and progress, the general result is to give a fairly steady worker's wage of 13·7 to 14·3 pies, with a slight tendency to fall, and an outturn of 30 to 40 cubic feet per man, including the weakly and ineffective.

4. To compare the "intermediate" earnings on wages at the scale of 12 *seers* with the Code earnings on wages at the scale of 10 *seers*, it is necessary to reduce the latter sums by about one-sixth. Thus the Code earnings found above become, for purposes of comparison, earnings of 11·4 to 12·0 pies per worker. Against this the intermediate wages of North Allahabad and Fatehpur vary from 11·9 to 14·5 pies. The case of Cawnpore is quite peculiar and will be treated of at a later stage.

5. The Government of India desires to ascertain how far three workers' wages on the intermediate system exceed, or fall short of, three workers' wages *plus* two dependant's allowances on the Code system. Week by week the dependants' allowances on all Code works has remained at a very steady figure of about 3·2 to 3·4 pies per head, because over 87 per cent. of the "dependants" are children under seven years of age, who get 3 pies each when not supplied with cooked food instead. These allowances would remain practically the same if the scale of wages was 12 *seers*. They therefore need not be reduced for purposes of comparison with intermediate works on the 12-*seer* scale.

6. The data stated and found in the last three paragraphs give the following comparative results :—

Code Works.	Minimum. PIES.	Maximum. PIES.
Three workers' wages at 11·4 to 12·0 pies	34·2	36·0
Two dependants' allowances at 3·2 to 3·4 pies	6·4	6·8
The family group ...	40·6	42·8
Intermediate Works		
Three workers' wages at 11·4 to 14·5 pies	35·7	43·5

This calculation shows the intermediate wages at times falling below and at times rising above the combined earnings of a family under the Code system. It does not, however, fully state the case; for under the latest orders, all children under seven years are provided with cooked food on intermediate works, and this places over 87 per cent. of the dependants on the same footing as if they were Code works; so that the workers on intermediate works are substantially better off. Again, all persons who can do any sort of work—very weakly persons—are provided with smaller tasks on the modified intermediate works. Thus, numbers of weakly persons who are on the border line of effectiveness find employment. They might be classed as either superior "dependants" or very inferior "workers," and their work has to be paid for at a higher rate per 100 cubic feet than the work done by effective men.

7. I think this rather does away with the main features of the intermediate scheme as it first appeared. Intermediate work is now scarcely distinguishable from ordinary Code works, excepting that the digger and effective worker has to give more work for the money. The labouring classes have found this out. If there is any other employment to be got, an effective man can make more by taking it than by working the intermediate scheme; but he can profitably leave his dependants and ineffectives on the relief works.

8. Cawnpore district furnishes an example. There is some choice of general employment in Cawnpore, and so the attendance of men on the intermediate works has gradually run down to 13·9 per cent. of the *workers*. With 788 women, 726 children over seven years and 138 children under 7 years (who are given cooked food), there are only 246 men on the works; and the District Engineer reports that most of even those are old, or feeble from some other cause. The proportion of men to workers on Code works is 27 to 32 per cent. In North Allahabad there was no other work obtainable, and the propotion of men rose higher than on Code works, ineffective men taking advantage of the "weakly" tasks as soon as introduced. In Fatehpur they have remained steady, and their numbers are so small that they can be rigorously overlooked. The intermediate system, as it now is, requires a great deal more supervision than the Code system.

9. The later developments of the intermediate system have grown out of the demand that every person who asks for labour must get it, and must be able, however feeble, to earn enough by it for his own support. On the other hand, it seems to me that the distinctive features of the system are lost as soon as that demand is complied with. Under the natural and persistent economic conditions of labour the income of a working family consists of the wages of its workers and of nothing more. The family group has to support itself on those wages as it best can, or starve. The absolutely ineffective members bring in no wages or allowances. In ordinary times the wages of the wage earners are sufficient to more or less satisfactorily supply the necessities, and some comforts, of life for the whole family group. If it were not so, the population would decrease. But at the best of times there are always some near the condition of being unable to procure necessities. In a time of scarcity there is generally less employment to be got and thus less income, and the income buys less food.

10. The high price of food destroys the old balance between wages and wants. A single man can still support himself when the family group must starve. The Code scheme of relief is to increase, *not* the *wages* of the wage earner himself, but the incomings of the family group as a whole and in proportion to its actual necessities. On the numerical view that the necessities of a group are *gauged* by the classification and number of the persons composing it, the Code has prescribed a separate wage for each unit, and a separate task for each worker. No one may by extra work get enough to be any inducement towards hard work: no one may be fined below subsistence point for idleness. Each man, woman, and child must be supplied with just enough for his wants, or not much more, and do a fair task of work in proportion to his capacity. No one must get more than just his share, and no one must get much less.

11. This is, indeed, that fair and orderly communism which is so pleasant to contemplate and so perverse in breaking down whenever called upon to pay its way. By directly supporting all the dependants of the family group, the Code relieves the wage earners of one great incentive to labour; by limiting the wages which greater labour may earn, it deprives them of a second incentive; and by closely curtailing the privations of idleness, it releases them from the obligation to labour. The incentives that remain are very feeble, and to get any ordinary quantity of work out of men with only their help requires more supervision and constant "driving" than is ordinarily possible under the circumstances of famine-relief works. This is the principal cause of the costliness of famine labour, much more so than the weakness or inability of the workers.

12. The intermediate system as it originally issued under G.O., No. 9099 W.A., dated the 5th December 1896, substituted ordinary piece-work contracts for the artificial tasks and fines and individual payments. It preserved the natural condition by supplying the wants of the family group, not directly, but through the labours of the wage earners only. It increased the earnings of the workers by giving a higher rate for the work. It did not limit the amount of work a man might do and get paid for, nor did it limit the extent to which he might suffer for idleness.

13. That scheme preserved the natural conditions, and I think it failed because the rate for work was not raised enough; because the system had not time to establish itself; and because it was called on to do two incompatible kinds of work. It was required to furnish a fair living for full work to the industrious; and at the same time a subsistence, with only the pretence of work, to those who could not labour or would not. I think the original system could be used with great benefit in any degree of famine, the rates being raised proportionately to food prices. But for the weakly and ineffective who cannot earn their living at these works there should be small Code works on strictly subsistence wages, so that no one should be tempted to remain on them who can go elsewhere. What the Code calls "minimum" wages are a handsome living that people can get fat on: and what it calls "the penal wage" is a very fair subsistence wage.

14. I believe the two kinds of works together—properly graded intermediate works, and Code works on really subsistence wages—would meet all the wants of the most severe scarcity.

Famine Relief, Allahabad Revenue Division.

Analysis of wages and work done during four weeks, compiled from weekly reports drawn up for the Additional Superintending Engineer.

Week ending—	Workers. Number—daily average on works. Men.	Women.	Children.	Total.	Daily wage per head.	Daily task done per man.	Proportion of men to workers.	Children under 7 years of age.	Remarks.
1	2	3	4	5	6	7	8	9	10
	NO.	NO.	NO.	NO.	PS.	C. FT.	P. CT.	NO.	
Allahabad, North of Ganges—Intermediate.									
15th May 1897 ..	2,873	5,425	972	9,270	13·0	46·5	30·0	2,999	On road works.
22nd do. ..	3,063	5,912	1,407	10,382	13·4	51·6	29·5	3,140	* Ineffective men joining and children in higher proportion.
29th do. ..	4,715	4,292	1,218	10,225	13·1	† 21·2	46·1	3,671	† Apparently some mistakes in the figures supplied.
5th June 1897 ..	4,285	4,109	1,661	10,055	* 11·9	† 21·6	42·6	3,186	
Fatehpur District—Intermediate.									
15th May 1897 ..	1,148	12,88	642	3,078	14·5	79·4	37·2	905	On road works. The measurements appear doubtful and will be carefully checked.
22nd do. ..	1,371	1,620	788	3,779	14·2	80·5	36·3	1,094	
29th do. ..	1,332	1,683	818	3,833	14·4	79·07	34·7	1,047	
5th June 1897 ..	943	1,323	588	2,854	13·9	81·8	33·04	739	
Cawnpore District—Intermediate.									
15th May 1897 ..	344	753	221	1,318	12·9	64·6	26·1	279	The extraordinary differences of wages and measurements are explained in the report.
22nd do. ..	361	751	507	1,619	10·9	56·4	22·3	292	
29th do. ..	270	727	479	1,476	10·9	58·9	18·2	164	
5th June 1897 ..	246	788	726	1,760	9·7	31·6	13·9	138	
Jalaun District—Code Works.									
15th May 1897 ..	19,711	28,303	19,088	67,102	14·1	39·1	29·3	18,867	A fair mixture of road work and tank deepening.
22nd do. ..	22,032	30,533	20,995	73,560	14·1	38·6	29·9	20,082	
29th do. ..	23,402	32,605	22,709	78,716	14·1	44·5	29·7	21,019	
5th June 1897 ..	23,061	32,402	22,710	78,173	14·0	35·6	29·5	20,627	
Jhansi District—Code Works.									
15th May 1897 ..	9,062	12,391	7,799	29,255	12·4	17·7	30·9	6,033	The Jhansi district has *muram* excavation and *stone* metal quarrying going on, and their accounts of quantity done have not yet been disentangled from the earthwork.
22nd do. ..	10,923	14,923	9,983	35,829	14·3	19·7	30·5	7,646	
29th do. ..	11,296	15,690	11,018	38,004	14·3	18·9	29·7	8,236	
5th June 1897 ..	9,614	14,661	10,064	34,339	11·8	21·9	28·0	7,990	
Lalitpur District—Code Works.									
15th May 1897 ..	3,077	4,589	2,943	10,609	14·7	34·4	29·0	4,127	In the weeks ending 15th May and 5th June, the wages of water-carts have been included with that of the workers. The cartage of water is necessary because of the long distances. The metalling quantities appear to have been mixed up with the earthwork.
22nd do. ..	3,456	5,426	3,526	12,408	14·3	34·6	27·9	4,423	
29th do. ..	3,696	6,121	3,993	13,810	13·6	29·1	26·7	4,798	
5th June 1897 ..	4,345	6,531	4,239	15,115	15·8	30·6	28·7	5,194	
Bánda District—Code Works.									
15th May 1897 ..	55,936	73,235	46,458	175,629	14·0	21·4	31·8	25,513	The works are large works, including several heavy dams and large reservoirs, in which the lead and height are very great. The quantities appear to be understated.
22nd do. ..	58,645	76,233	48,871	183,749	14·2	20·1	31·9	27,351	
29th do. ..	66,430	83,894	57,726	208,050	14·1	19·6	31·9	28,184	
5th June 1897 ..	61,122	79,860	50,552	191,534	14·1	21·6	32·0	27,306	
Hamirpur District—Code Works.									
15th May 1897 ..	18,421	31,010	22,127	71,558	14·3	30·9	25·9	12,859	Some of the tanks deepened are very large and have a great length of lead with height up to 15 feet.
22nd do. ..	19,743	32,973	24,247	76,963	13·7	29·3	25·6	13,664	
29th do. ..	19,898	34,476	24,204	78,578	13·2	33·8	25·3	16,072	
5th June 1897 ..	16,155	33,918	23,764	73,837	13·7	43·5	21·8	13,871	

(Signed) C. G. PALMER, M.I.C.E.,

Additional Superintending Engineer,
Famine Relief Works.

From C. H. HOLME, Esq., Excutive Engineer, Provincial Works, Gorakhpur Division, to the Chief Engineer, Public Works Department, North-Western Provinces and Oudh, dated Gorakhpur, 3rd June 1897, No. 1041 M.G.

In reply to your No. 3444F., dated Naini Tal, 28th May 1897, I have the honour to forward the report therein called for.

2. The earnings per worker are greater under the present system by about 5 pies per head, and the task is very much greater.

3. The measurements now made are made with exactness, whereas under the Famine Code works there was less accuracy, and the returns, such as for the Gorakhpur district of 84 cubic feet per digger, under the Famine Code system, show rather more than was probably done.

4. The full extra task is done by all who wish to do it, and I estimate this number at about 33 per cent. of the workers; those who do not earn it have other work to do in their fields or homes.

Report by C. H. HOLME, Esq., Executive Engineer, Gorakhpur Provincial Division, dated the 2nd June 1897.

Gorakhpur District.

The number of workers and dependants has considerably decreased under the present system. The average attendance on works for February was 28,600, for March 24,800, whilst for May the average will work out to about 15,000 or 16,000. The average wage under Famine Code rules was 11¾ pies, and under the new system the average wage is about 17 pies.

The conditions in this district are different from those in other districts. About 33 per cent. of the workers come on to the works to do the full task and earn the full wage, and these will follow the work, however far it moves from the village, and they invariably do the full task. The remaining 66 per cent. will only come on to works in the vicinity of their villages, and they do not try to earn the full wage, as they come late and leave early. They have other work in the fields or about their homes, and they supplement this by small earnings on the relief works.

The works are chiefly the raising of roads, and for this a number of carriers are not necessary; consequently the digger rarely brings or requires more than one carrier, leaving the other to work at home and do the cooking. In some cases no carriers are brought at all and a digger can dig and carry the 125 cubic feet of earthwork himself; but this is exceptional.

In the Azamgarh district the numbers have risen under the new system, but that is due to the large increase in the number of works opened. Work in the fields is in progress, and has been throughout April in harvesting and throughout May in watering sugarcane and other field work.

In many cases the men are busy in the fields and the women come on to the works; on one sub-work there are 650 women and girls and no men, and all the digging and carrying is efficiently done by the women, and the earnings average about 15 pies per head. The average earnings of a party of three do not exceed the average aggregate earnings of a similar number under the Code system.

The quantity of work done under the present system is greater than under the old system. By those who have no other employment the full 125 cubic feet is done, but the average does not exceed 100 cubic feet owing to the reasons given above.

The earnings per worker vary considerably in different parts of the district, but may be taken to be generally about 17 pies per head. Where it falls below this it is due to the people not attempting to earn it.

The system is distinctly popular with the people in these districts; they are accustomed to earthwork contracts, and the rates are higher than they can usually get. There are no restrictions as to the hours for work, and muster three times a day is not necessary; during the hot days they are allowed to begin work at 3 A.M.

Memorandum on Famine Relief Works, Gorakhpur Division—Gorakhpur District.

The works undertaken in this district have been the raising of roads and the deepening of existing tanks: the collection of *kankar* has also been tried to a small extent. An abstract showing progress to date and works still available on the programme is attached.

There were 18 charges open in this district until the 15th June, and the number is now reduced to 13.

The works have been spread over the whole district (an area of about 5,000 square miles), and there has thus been a work to about every 275 square miles of country.

Work has thus been brought to within a reasonable distance of all distressed tracts.

2. The relief works were opened in this district about the middle of January 1897 under the Famine Code system in the distressed area and on the old intermediate system in the areas not recognised as affected.

The Famine Code works drew an average of about 4,000 persons daily per charge throughout February.

During March there was a falling off in numbers, and by the 20th March, when harvesting commenced in many parts, there was a very great reduction.

As by this time the people were generally in pretty good condition, and as the harvest was estimated to be a good one, the new intermediate system was introduced throughout the whole district from the end of the month (March).

This system has proved a success in this district, as it would in any district where it could be started before the people became weak or emaciated.

The system is, briefly, one of petty contract with the digger.

A note is attached, describing it in detail.

The digger brings the members of his own household as carriers, and receives payment for the work he does at the rate of 3 annas per 100 cubic feet up to a maximum of 125 cubic feet.

If he brings two carriers and does the full task allowable, he earns Re. 0-4-3 for the household. In this district they seldom bring the two carriers, leaving one behind to cook and look after the house, and the average excavation done per digger is less than 100 cubic feet.

The evident advantages of the system are—

(1) the large reduction in the numbers on the works, one digger and one or two carriers taking the place of one digger, four carriers, and one dependant on Famine Code works—a reduction in actual numbers of from 50 to 66 per cent.;

(2) the economy in staff and establishment for supervision and payments: one payment is now sufficient where six individual payments were before necessary;

(3) the economy in the work itself, the payments being entirely by results;

(4) the gain in moral tone on the works, owing to the absence of idlers.

3. The ordinary staff has had to be largely augmented to carry out the numerous works in progress.

The actual staff in this district at the commencement of operations consisted of one District Engineer (54 years of age), one upper subordinate, and two lower subordinates.

This was less than the sanctioned scale, owing to several men having been taken away to the works in Bundelkhand. Only one of these lower subordinates has been employed on famine works; the other two have been required for ordinary works, such as the repairs of buildings and the maintenance of roads, and the supervision of an occasional original work, such as the new Munsifi at Bansgaon and the re-roofing of the Judge's Court at Gorakhpur.

One Assistant Engineer from the Provincial Works Establishment and one from the Military Works Branch have been attached to the district temporarily.

One planter was appointed locally as a Sub-Engineer on a salary of Rs. 250.

And another appointment of a superior European on Rs. 150 was also sanctioned. The District Engineer has been kept at head-quarters to direct operations, to arrange for the supply of tools, money, &c., to look after accounts, and to issue instructions. The work of supervision has been done by the Divisional Engineer, the two Assistants, and the two temporary upper subordinates, the eighteen charges having been divided up into five circles.

Naib tahsíldárs as officers in charge for each work were obtained by the Chief Engineer from the Board of Revenue.

There have been 22 in this district for the last two months.

Work agents to measure up work and see to its proper execution were mostly procured locally, being appointed by the Divisional Engineer; a few were outsiders, appointed by the Superintending Engineer.

There have been 50 work agents during the past two months, on pay varying from Rs. 65 to Rs. 20.

4. The works have been carried out entirely by the Public Works Department.

The Commissioner has intimated to the Divisional Engineer where he required works to be opened.

The rates of wages have been suggested by the Divisional Engineer, and approved or enhanced by the Commissioner.

The Collector has arranged for the supply of coin to the works.

In every other detail the works have been conducted by the Public Works Department.

5. On works conducted under the Famine Code the tasks mentioned in the Code were ordered. These were, however, very frequently not worked up to.

The only steps that could be taken to enforce the task were to impose fines down to the minimum wage.

Under the present system, payments being made by results only, the task executed is very much higher.

When harvesting was in progress the people left the works in very large numbers, but the works were never entirely denuded.

The people have never remained on the works when there was other work to be got.

The reduction in numbers since the harvest in March and April is due to the change in system and to the large area of sugarcane and indigo requiring attention.

The people have to a very small extent left their villages and lived on the works; as a general rule, they have only patronized the work where they could do so without sleeping away from home; but in some tracts, chiefly in the centre and south of the district, the distress has been sufficient to force them to live on the work and follow it.

6. The average task that a man can perform in ordinary soil in this district may be taken at 150 cubic feet.

The task imposed under Famine Code rules was 130 cubic feet, but it was never, on the average, worked up to, though individuals completed it in a few hours time.

The actual average tasks executed have been—

	Per man.	Per worker.
On regular Famine Code works—		
During January	27 cubic feet.	9 cubic feet.
„ February	46 „	18 „
„ March	44 „	16 „
Total ...	3) 43	
	14·3	
On intermediate works—		
During April	67 cubic feet.	29 cubic feet.
„ May	75 „	38 „
Total ...	2) 67	
	32 5	

but the variations have been very great in different parts of the district and even on the same work.

The soil since March has been excessively hard throughout the district and picks have had to be used.

On regular Famine Code works the proportion of diggers to carriers was as 1 to 4, and under the present system as 1 to 2.

The average excavation per digger for April has been 96 cubic feet, and for May 112 cubic feet. Some 1,000 professional diggers have continuously found employment on the works.

7. The distress not having been very pronounced in this district, the classification has been into the two classes of professional diggers and agricultural labourers, all able-bodied, and dependants, who received gratuitous relief.

These have been again divided into men, women, and children.

This refers to Famine Code works on which there were no women diggers.

On the present system there is no classification, except as to men, women and children and a number of the women dig.

The wages paid in the earliest stage were at the 10-*seer* rate of 7 pice to a digger and 5 to a carrier, but early in February (6th) they were reduced to the 12-*seer* rate, giving 6 pice to the digger and 5 to carriers.

Children have so far not been fed in this district, it not having been found necessary to do so.

8. A note on the intermediate or piece-work system is attached. Work has been in progress on this system since April 1st.

A task of 125 cubic feet is fixed as the maximum allowable per digger, and the maximum wage for this task is Re. 0–4–3.

Work was originally started on this system at a rate of Rs. 1–11–6 per 1,000 cubic feet or Re. 0–2–9 per 100 cubic feet, but this was subsequently raised to Rs. 1–14–0 or Re. 0–3–0 per 100 cubic feet.

9. No works in this district have been opened in the vicinity of a railway in progress.

A new station platform at Ada Motiram is in progress, not far from a relief work, but the railway company gave no notice of their intention to start work. They appear, however, to have got all the labour they want.

There is little or no margin of profit on either railway works or relief works, and the people take the work that is nearest to their houses in cases where there is a choice.

Only about 1,000 professional diggers have found employment on the eighteen works in this district.

The total cost of the famine in the Gorakhpur district, from the 6th January to 31st May, has been Rs. 2,23,000, exclusive of tools, plant and establishment, which is about Rs. 53,000 for the division.

Azamgarh District.

The memorandum for the Gorakhpur district holds for the Azamgarh district with the following exceptions and additions:—

1. There were nine works open in the Azamgarh district until May, when the number was increased to 18, but since reduced to 13 in June.

2. The relief works were opened in Azamgarh early in February; the first work on the 3rd February; under the Famine Code system in the distressed area, and on the old intermediate system in the areas not recognised as distressed.

The works never drew largely, 2,000 being the average on two works only, the others all showing less than 1,000.

The new intermediate system was introduced from the 1st April, and under this system there were over 2,000 on only one work in April, all the others showing less than 1,000, while in May there have been over 1,000 on four works only.

3. The permanent staff in this district has been a District Engineer (Native Assistant Engineer), one native upper subordinate, and two lower subordinates.

The two lower subordinates have not been employed on famine works, as there are 200 miles of first-class road in the district requiring attention and a few original works, such as the Assistant Surgeon's quarters.

One European was appointed as a visiting Inspector of famine works on a salary of Rs. 150, and he and the permanent upper subordinate, the District Engineer, and the Divisional Engineer have done the necessary supervision. In May a second European visiting Inspector had to be appointed on Rs. 150, owing to the increase in the number of works.

There have been of late 16 naib tahsildárs as officers in charge, appointed by the Board of Revenue, and 22 work agents, mostly appointed by the Divisional Engineer on pay varying from Rs. 65 to Rs. 20.

4. The works have been conducted entirely by the Public Works Department.

The Commissioner has notified where works should be opened, and the Collector has arranged for the treasure.

5. The same remarks as for Gorakhpur.

6. The actual average tasks executed have been—

	Per man.	*Per worker.*
On regular famine works—		
During January	...	...
„ February	...	...
„ March	50·6	18·8
On intermediate works—		
During April	92·2	32·4
„ May	93·17	...

On regular Code works the proportion of diggers to carriers was as 1 to 4, and on intermediate works as 1 to 1·6. Some 1,400 professional diggers have found employment on the works.

7. The same remarks as for Gorakhpur.

It has been found necessary to feed the children in Azamgarh, as the parents were evidently neglecting them, and their condition was serious.

8. The same remarks as for Gorakhpur.

9. There has been a good deal of work in progress on the railway in this district, due to the construction of the line from Azamgarh to Mau.

The earthwork was mostly finished before any relief works were opened, and only the collection of ballast, and the making of bricks, have since been in progress.

No relief work has been opened in the vicinity of the railway, with the one exception of the Chiriakote-Muhammadabad road, and this was commenced at the Chiriakote end, so as not to interfere with the railway, and is only now approaching Muhammadabad.

The railway company are said to have been employing from 8,000 to 10,000 people continuously.

Except in the south of the district, on the Burdah-Didarganj road, the people have refused to leave their homes and follow the work.

The cost of the famine from the 1st February to the 1st June has been Rs. 59,000, with a share of the Rs. 53,000 spent on tools, plant, and establishment for the division.

(Signed) C. H. HOLME,
Ex. Engineer, Gorakhpur Provincial Dn.

The 17th June 1897.

Note by Colonel R. R. PULFORD, R.E., Superintending Engineer, II Circle, Provincial Works, North-Western Provinces and Oudh, on certain points connected with the working of the "Intermediate system" on the Oudh famine charges,—dated Lucknow, the 10th June 1897.

The Government of India wish to know what has been the experience as to the sufficiency or otherwise of the system prescribed in North-Western Provinces and Oudh Government Resolution No. 753 of the 16th March 1897. In regard to this, I may say that the system generally does not appear suitable for any district in which distress exists of a serious nature. It would be quite unsuitable to Hardoi at the present time, and it has been found necessary to supplement its original provisions by the addition of a free subsistence ration in food for children dependants of a charge under 7 years of age, and the grant of a dole of 1 pice for children in arms. The system has been further strengthened by the systematic establishment of weakly gangs in all charges, and by the authorized entertainment of extra carriers, if such an arrangement is rendered necessary by the excess of women workers coming to the charge. But even with these extra provisions for meeting cases of distress, the system has had to be replaced by the regular Famine Code arrangements in a portion of the Unao district which is admittedly in a very distressed state, similar to that existing in the neighbouring district of Hardoi. It seems evident, therefore, so far as experience in my circle goes, that the "intermediate" system is not suited for a population in which real distress is largely prevalent. And in many cases, I am of opinion that where distress is only partially existent, the system will fail to relieve effectively those who are really distressed. It will be of the greatest value to those who are only moderately distressed, but who are able and willing to work for a day's wage. So long as weakly gangs with a lowered standard of outturn for a full day's pay are provided for in all "intermediate" charges, and if children under 7 are given free subsistence rations, there is but little left to differentiate the system from the regular Famine Code system. More especially is this so where, as in many districts, the diggers are few and the number of carriers is increased in consequence, if all comers have to be given work and wages. There is of course the case of the strong workers who can earn a really good wage, viz., 7 pice for a good day's work, or 25 per cent. over the normal to the diggers, and 5 pice to each of the adult carriers. This is the direction in which the "intermediate" system works best, viz., in allowing the able-bodied workers to gradually improve their condition according as their power of work increases. For such workers it would not be necessary to give the subsistence ration to the children were it not an observed fact that at the present time, *i.e.*, at the end of the famine, the parents do not feed their children properly, as they used to do at the commencement of the famine, when the pice for the children were paid to the parents. Hence, even with the strong gangs, it becomes necessary to give the children a free meal. The above has been the result, so far as I have observed and as I have recorded the observations of others. The only people who have thus been kept off the works, and who have been left to be provided for by the workers, are the old men and women dependants. These do not, as a rule, form a large proportion of the dependants in a Code famine charge, but they draw, when present, a daily subsistence dole of 4 pice and 3 pice respectively. So that when a family included such dependants, it would be difficult for these last to be supported out of the wages earned under the intermediate system.

Replying categorically, therefore, to the queries as set forth in the first paragraph of the Government of India's letter, I think the following are the results of the Oudh circle working :—

i.—The workers and dependants were at first, under the strict working of the system, kept down below the numbers which would have been present on a Famine Code work.

These first numbers on the intermediate works practically earned the same amount that they would have earned on strict Famine Code works. And hence they did not earn as much as the larger number on the latter class works would have earned.

The arrangements subsequently authorized as above explained remedied that state of affairs to a certain extent.

More recently the average outturn of work on the intermediate system has increased, *i.e.*, the diggers are stronger and give a better day's outturn.

But the average wage earned is never likely to be more than 6·5 pice, which would mean, say, 4·5 pice for each of the carriers or 15·5 pice for the three workers. On a Famine Code work the family would, for the same amount of work, get 6 pice for the digger and 4 pice each for two of the carriers and 3 pice and 2 pice respectively for the other two, besides, say, 2 pice for children dependants, the total of which would give 21 pice.

The above of course refers to the strict system of the "intermediate" works. But when a third carrier was permissible owing to lead, the Famine Code wages would not have such an advantage, especially if the now sanctioned ration for children under 7 is taken into the "intermediate" account.

In regard to the last question asked by the Government of India in paragraph 1 of their letter, the changes which have been introduced are set forth above, *viz.*,—

i.—The provision for additional carriers if these are in excess to the regular proportion of 2 to 1 digger.

ii.—The systematic provision of weakly gangs with a lowered standard of work for which full wages can be earned.

iii.—The provision of free subsistence rations for children under 7 years of age.

The foregoing remarks practically coincide with the statement in the beginning of the second paragraph of the Government of India's letter. The saving is evident, but (with the altered conditions of the intermediate system now in force) only in regard to the non-payment of the adult male and female dependants (who are now solely dependant on the poor-house relief) and—a very important item—the Sunday wage of certainly all classes of dependants, and possibly a proportion of the actual workers.

In regard to the special points asked about in paragraph 2 of the Chief Engineer's letter, No. 3442, of the 28th May 1897, I have to say that, during the month of May 1897, the full task of 100 cubic feet has been executed in cases where the soil is slight and sandy. It has been rarely dug in the ordinary soil of the province. The extra task, viz., 125 cubic feet, has only been executed under the same condition as those which have rendered it possible to excavate the full 100 cubic feet, viz., in a light sandy soil.

The ordinary average task for a good worker in the ordinary soil of the province has averaged not more than 80 cubic feet.

The average earning per worker has not exceeded As. 1–3.

Note by C. J. SHERIDAN, Esq., Executive Engineer, Agra Provincial Division, on the intermediate system of relief work, as called for in Chief Engineer's No. 3445, dated the 28th May 1897.

Sufficiency of the task and wages prescribed.

Experience has shown that 125 cubic feet, the task prescribed for a digger, is a fair average task in a medium soil during the milder months of the year. This task can be carried out by a party of three workers, viz., 1 man digger, 1 woman carrier and child carrier. The rate of Rs. 2–2–0 per 1,000 cubic feet of earthwork will enable these workers to earn 7, 6 and 4 pice, respectively. The price of grain being 12 *seers* per rupee, the amount earned will be sufficient to purchase 51 *chataks* of food. This quantity will not only suffice to feed themselves, but enable them to support two non-worker dependants. Thus :—

	Chataks.
Man digger	19
Woman carrier	13
Child carrier from 12 to 16 years	10
„ dependant from 7 to 12 years	6
„ „ below 7 years	3
Total ...	51

Change in task and wages.—Beyond the fluctuation due to the price of grain, there has been no change in the wages. The task of 125 cubic feet per digger in ordinary soil, and lead, originally fixed, has been adhered to till the hot weather set in. With the advent of summer and its accompanying hot winds, works have not been carried on during the midday hours, and the task has been reduced to 100 cubic feet. Of course in the case of exceptionally hard soil and long lead it has also been necessary to reduce the task for both diggers and carriers. This has also been necessary in case of enfeebled persons.

Reduction in numbers under the Intermediate system.

2. There has been a large reduction in numbers on the relief works in this division since the introduction of the modified system; but it is impossible to say, with any accuracy, what

percentage of this reduction is due to the change of system, and what to the gathering in of the harvest which coincided with the change. Two months have now elapsed since the harvest, and though the numbers have gone up on all the relief works, yet they have never approximated to the totals of March. I think it can be fairly presumed that the difference between the numbers at present on works and the numbers in March represents, to a certain extent, the reduction due to the new system, *i.e.*, to the exclusion of dependants. This difference or reduction is about 30 per cent.

Earnings and task performed under the old and new systems.

3. Assuming two dependants to be attached to every group of three workers, the total earnings, under the Famine Code system, with grain at 12 *seers* per rupee, would be 17 pice as follows :—

	PICE.
Man digger	6
Woman carrier	4
Child worker	2
„ dependant, grade I	2
„ „ „ II	—
Total ...	17
	—

From the concluding portion of paragraph 1 it will be seen that a group of three workers, under the new system, can also earn 17 pice.

4. In paragraph 2 of the Government of India's letter under reply it is stated that the returns of these provinces show that the aggregate earnings of a working party of three under the new system has not averaged more than the aggregate earnings of three relief workers of similar age, sex, efficiency, and class under the old system, while the quantity of work done by the three has been little less than that done by five persons relieved under the latter as workers and dependants. I am unable to say how the conclusion has been arrived at. The aggregate earnings of a group of three under the new system is 17 pice, while the aggregate earnings of the three similar workers under the old system was only 13, as shown below :—

	Earnings.	
	New system. PICE.	Old system. PICE.
Man digger	7	6
Woman carrier	6	4
Child „	4	3
Total ...	17	13
	—	—

The returns of this division also show that in February (the last complete month in which the works were carried on under the Code system) the average wages calculated on the 9 to 10-*seer* basis amounted to 18½ pice per worker, and the task executed by one digger was 80 cubic feet. April was the first month in which works were carried out entirely under the intermediate system. The average paid to workers was 17·3 pies per worker, and the task executed per digger was 88·2 cubic feet.

From the above it will be observed that the quantity of work done under the new system is larger than that executed under the old system, while the rate is less. From 80 to 85 per cent. of workers did their full task, and from 15 to 20 per cent. fell short of it.

Disadvantages of the old or Code system and advantages of the new.

5. Under the old system there was a minimum, and the difference between the maximum and minimum was so small that there was little or no inducement for the worker to exert himself. Under the intermediate system there is no minimum, and the workers are divided into family groups, and the head of the household is able to exercise a certain amount of control and more readily realizes that a short task brings a small wage and that a full task brings a full wage. One great drawback of the Code system was that the industrious were often punished on account of the lazy. The individual worker felt that no exertion on his part would enable him to earn the full wage if his fellow workers did not likewise exert themselves ; hence a tendency to idle. Another great disadvantage of the old system was that it necessitated bringing very young children and feeble old persons on the works, practically doing nothing and often during very unfavourable weather without sufficient shelter. Under the Code system it often happened that members of the same family were drafted into different gangs, which tended to weaken family ties ; but with the intermediate system the family groups were kept intact, and the members would mutually assist one another in many small ways, more particularly in the case of sickness.

From T. W. HOLDERNESS, Esq., Secretary to Government, North-Western Provinces and Oudh, to all Commissioners of Divisions, North-Western Provinces and Oudh, dated Allahabad, the 5th December 1896, No. 357—S.-73 :—

I am directed to address you on the subject of the employment of the Public Works Department in managing and carrying out famine relief works. At the present time distress is officially recognised as existing in the districts marginally-noted, and the Public Works Department has already commenced relief operations in these districts. Any relief work not being of the article 65 (*a*) class opened in the marginally-noted districts for the future must be treated as relief work under the Code and managed from the outset by the Public Works Department.

Allahabad.	Jaunpur.
Hamírpur.	Rae Bareli.
Bánda.	Sitapur.
Jhánsi.	Hardoi.
Jalaun.	

2. Article 60 of the Famine Code provides that where distress is commencing, ordinary works may be expanded as a temporary measure to meet the demand for employment. In these districts, that is, districts not officially declared to be distressed, it is open to you to commence test works in order to gauge the necessity for relief works. But experience has shown that test relief works managed by non-professional agency do not always gauge the existence of distress so well as works conducted under the strict safeguards and tests which are necessarily applied by the Public Works Department. I am therefore to request that when the necessity contemplated by article 60 arises, you will ordinarily employ the Public Works Department in controlling test works, or, when ordinary works are exhausted, in affording the employment necessary on a suitable work included in the relief programme, piece-work at rates suitable for the object in view being substituted for contracts. When the pressure of distress becomes such as to render the enforcement of piece-work as above mentioned unsuitable, these works can be readily converted into relief works under articles 70 and 74 of the Famine Code. The existence of a work in progress, with establishments on the spot, will place you in a far better position to meet any sudden pressure or rush of labourers than if the work had to be opened to meet a sudden and particular demand. Moreover, the existence of a work managed by the Public Works Department on the piece-work system as sketched above may satisfy all the requirements of a tract of country not acutely distressed, while the cost to Government will be much less than would be the case if regular relief works under the provisions of the Famine Code had to be established. You will not fail to observe that this system of works, which are intermediate between "ordinary" and "Code relief works," will be peculiarly useful as a reserve and supplement to the system of village works [article 65(*a*)] managed by the District Officers directly or by local zamindars.

3. Further orders dealing with the manner in which these orders are to be given effect to in detail will issue from the Public Works Department to Superintending Engineers, copies of which will be forwarded to you for information and guidance.

No. 358-S—73.

Copy forwarded to the Secretary to this Government in the Public Works Department, Buildings and Roads Branch, for necessary action with reference to paragraph 3.

(By order, &c.)

(Signed) P. HARRISON,
Under Secy. to Govt., N.-W. P. and Oudh.

From C. W. ODLING, Esq., Secretary to Government, North-Western Provinces and Oudh, (Public Works Department, Buildings and Roads Branch), to all Superintending Engineers, Provincial Works, dated Allahabad, the 5th December 1896, No. 9099-W.A.

The Lieutenant-Governor and Chief Commissioner has had under consideration the best method of testing the probability or existence of distress, and of affording employment in districts which are under observation, that is, districts in which famine threatens, but in which the existence of famine has not been officially recognised. His Honour is of opinion that the needful test will be best effected and the necessary employment afforded by work carried out on a system intermediate between "ordinary" and "Famine Code works," and this view is expressed in the orders issued in the Scarcity Department, of which a copy will be separately forwarded for your information and guidance.

2. In relief works under the Famine Code (articles 70 and 74) the enforcement of the "gang" and task systems, is imperative. The works proposed in the preceding paragraph may be regarded as preliminary to regular relief works under the Code. Should distress supervene, it will be very easy to convert these works from the piece-work to the task and gang system, and to expand the establishments.

3. But, while the works remain outside the strict letter of Code rules, it is proposed that the rates given shall, in view of the high price of food, be enhanced by 25 to, in particular cases, 50 per cent., *i.e.*, from Rs. 2 per 1,000 cubic feet of earthwork to Rs. 2–8–0 or Rs. 3. It is not intended that these works shall be given out on contract, but rather to piece-workers or gangers employing not more than 200 persons. Men of the *chaprásí* class, relatives of petty officials, should on no account be employed. Village *pattidárs* are very suitable men, but in any case the piece-worker must actually reside on the work, and deal directly with the workers, who will then, with the class of men employed, be in a position to insist on a fixed proportion of the rate being paid to them. In giving out the work the wages to be paid to the workers would be specified; and it is considered that ordinarily 20 per cent. of the rate would be sufficient remuneration to the piece-worker for his own labour, interest on capital, and incidental expenses, such as baskets and perishable stores. It would be necessary to pay the piece-worker weekly, or at most fortnightly, as he would generally be a man of very small capital. The workers would usually bring their own *phaoras*, but at times it might be necessary to issue such tools to the piece-worker. In order that the piece-workers employed may comply with the conditions laid down in this letter, it may be necessary to impose the condition that a piece-worker who cannot carry out work to the value of Rs. 150 in a month will be discharged, whilst no piece-worker will be allowed to execute work to the value of more than Rs. 1,000 in one month.

4. Works on the lines mentioned will also serve as test works, the number and class of labourers resorting to the work being indicative of the sufficiency of the work to meet the degree of pressure, or the necessity for relief works under the Code. But they will not prevent test works under Code rules and on subsistence wages being also established, provided that they are some distance (five miles or more) apart. It will not, however, be possible to carry out works on the plan sketched above in a tract declared to be distressed, such as the districts mentioned in the margin.* In these districts, and in any other district recognized as distressed, the Code rules must be strictly followed. A manual of these rules is under issue for your guidance.

* Bánda.	Jaunpur.
Hamírpur.	Rae Bareli.
Jhánsi.	Sitapur.
Jalaun.	Hardoi.
Allahabad.	

5. The works to be carried out under the terms mentioned in paragraph 3 above will be confined to those for which detailed estimates have been sanctioned, and you should at once place yourself in communication with Commissioners of divisions in your circle with the view of putting one or more works in hand in those districts where they consider them to be required. The work put in hand must, unless with the express sanction of Government, be limited to what can be carried out by famine labour. Subject to the restrictions mentioned above, the works should be selected by Commissioners and may (provided there is an allotment for famine relief works for the district in which the work is situated, *but not otherwise*) be commenced under your orders in anticipation of the approval of Government. An immediate report giving the name of the work, the amount of the estimate, and date of commencement should, however, be made. The rate it is proposed to pay for earthwork should be mentioned.

6. Works carried out under the orders contained in this letter will be charged to the head famine relief and provided for from the allotment made, under that head, for such works in the district concerned. The usual weekly famine reports to the Chief Engineer will be required, and arrangements must be made to keep a record of the number of men employed.

Copy forwarded to all Commissioners of divisions and Collectors of districts, to the Examiner, Public Works Accounts, North-Western Provinces and Oudh, and to the Scarcity Department of this Government, for information.

(Signed) C. W. ODLING,
Secretary.

No. W.A.

Dated Allahabad, the *December* 1896.

Copy, with ——— spare copies, to ———

Registrar,
For *Secretary.*

Resolution of the Government of Allahabad, Scarcity Department, dated 16th March 1897, No. 753-S–73.

Read—

G.O., No. 357, of 5th December 1896, to all Commissioners of Divisions, North-Western Provinces and Oudh.

G.O., No. 9099-W.A., of 5th December 1896, to all Superintending Engineers, Provincial Works, North-Western Provinces and Oudh.

G.O., No. 428. of 16th December 1896, to all Commissioners of Divisions, North-Western Provinces and Oudh.

Government of India Circular No. 3-F., of 24th December 1896, on the exaction of full task in famine relief operations.

G.O., No. 464, of 13th February 1897, to all Commissioners of Divisions and Collectors of Districts, North-Western Provinces and Oudh (except Meerut and Kumaun).

Government of India Circular No. 16-F., of 13th February 1897, on principles for regulating expenditure upon public works in time of famine.

The advent of the *rabi* harvest and the further experience gained in the conduct of relief works under the Famine Code rules have led the Lieutenant-Governor and Chief Commissioner to consider whether, in the districts where distress is less acute, some modification is not required in the arrangements now in force on relief works, and in the method of fixing and paying wages. The commencement of the harvest has renewed the demand for field labour, which ceased when the winter rains put an end to the irrigation of the advanced crops. In some districts a fresh demand has sprung up for more irrigation to counteract the mischief caused by the high winds which prevailed a short time ago. It is unnecessary to say that it is of the highest importance to so regulate the relief works that they may not attract away labour which is required to get in or safeguard the harvest on which the food supply of the country will now largely depend. It is for every reason no less important to arrange tasks and wages with a view to limit the admission to relief works strictly to those persons who cannot find private employment and have no other means of subsistence.

At the same time it may be anticipated that the harvest work will not absorb the usual amount of labour, as the area sown is below normal, and the pressure on all classes will lead tenants and small proprietors to do more field work than usual themselves, and thereby dispense with the services of day labourers.

It is therefore necessary in most districts to maintain for the present relief works in some form, though employment will have to be found only for diminished numbers.

2. Relief works under the Famine Code rules, not only provide employment for all working members of a family, no matter how ineffective, but supply a gratuitous dole to all members who are unable to work. It therefore unavoidably happens that the members of a large family coming all together on the works are able to earn or receive collectively more than the effective working members alone could gain from a private employer and frequently more than suffices for their subsistence only. The presence of large crowds, including very numerous ineffective workers and dependants, renders it very difficult to enforce a full task or, without reducing the wage below subsistence level, to impose fines which will correctly represent short work. A fresh inducement is thereby offered to labourers to remain on relief works after private employment has re-opened.

The problem is to introduce a system which will retain the principle that relief work affording subsistence for the labourers and their dependants shall be provided where it is required, and at the same time to divest the work system of the features which may place it in competition with ordinary labourer where this is available.

3. The Lieutenant-Governor and Chief Commissioner believes that such a system may be found in a modification of the scheme of intermediate works sketched in the correspondence noted at the head of this resolution.

That scheme as originally framed required the interposition of petty contractors or middlemen between the Government and the actual labourers. The contractors derived a profit which was set off against the cost of establishment which Government would have had to provide. But it gave contractors an inducement to employ only the more able-bodied and to exclude the weakly who stood most in need of support, and constant supervision, involving expense, was required to counteract this tendency. The system is suited to less considerable works where distress is not very general, but it is less suited to large undertakings designed to afford relief to great numbers of unskilled labourers. A modification of it has recently been tried with success, and the Lieutenant-Governor and Chief Commissioner would like to see it generally applied, not merely to intermediate works on the old system, which it has now quite supplanted, but to many works now carried out under Famine Code rules where there is a fair *rabi* area and where the distress is not acute. Under this modified system no contractor or middleman is employed. The work is laid out, supervised, and measured, and payments are made by Government officials; and tools, where necessary, are supplied by Government. But the work will continue to be treated and paid as piece-work, not as task work under the Famine Code. No dependants will be recognised, and the payments will be in accordance with the amount of work actually done.

The rates and tasks will be so graduated as to enable an ordinary labourer or family of labourers to earn what the average family now earns in the shape of both wages and gratuitous doles (to dependants) combined. The discontinuance of Sunday labour makes it necessary to arrange for labourers earning on week days enough to provide for themselves and their dependants on Sudays also.

4. The table which accompanies this resolution shows the rates, tasks and wages which it is proposed to adopt as a standard, and an endeavour has been made to render them suitable for adoption in all parts of the provinces. But in view of the very varying conditions which exist in different districts, some local modifications may be found necessary, and these should be determined in each case by the Commissioner, Collector and Superintending Engineer.

The point to be borne in mind is to fix rates and tasks which will not render the relief works unduly attractive, and, while securing a fair outturn of work, will not permit labourers to earn more than a reasonable subsistence wage for themselves and their dependants. A maximum task has been fixed, representing the greatest amount of daily work which a labour party can be permitted to perform and the highest daily wage they can be permitted to earn.

The table is framed primarily to meet the case of a labour party (or family) consisting of a digger and two adult carriers; the number of carriers would in practice vary with the employment of minors. The standard task in ordinary soil is taken to be 100 cubic feet, and the rate fixed is Rs. 2–3–0 per 1,000 cubic feet. The party would earn daily for this work 14 pice, which would represent 6 pice for the digger and 8 pice for carriers, being 4 pice each if two adults were actually employed and proportionally less per carrier if there were two or more minors in place of an adult.

It would be the business of the charge officer or work agent and staff to form the parties and distribute the work.

If the full tale of 100 cubic feet were not executed, there would be a proportional abatement made in the total payment, and if the tale were exceeded, the payment would be proportionately raised up to the full or maximum task or wage, but not beyond that.

If the full or maximum task of 125 cubic feet were performed, the total earnings of the party would be 17 pice, representing 7 pice to the digger and 10 pice to the carriers, which, reduced to two adults, would give 5 pice to each. The exact apportionment of the total earnings of the gang or party could be varied as circumstances required. The above distribution is suggested as one generally suitable.

5. The ordinary task, if executed, would enable the average family to earn what it now receives in the shape of wages and doles, and, by a little extra diligence on week days, the full task would make provision for the Sunday wage without requiring labour on that day. At the same time a fair outturn of work would be ensured and proportional deductions made for short work. There would be some reduction in the crowds of dependants and ineffective labourers who throng the works and become a source of danger in the season when cholera is usually prevalent.

The foregoing rates are put forward tentatively as those at which the experiment can be commenced subject to any local variations which may be decided as above explained. Experience may show them liable to alteration.

6. Under instructions already issued this system will be introduced in the current month in the districts of the Agra Division, the *Holi* festival being taken as a suitable point of departure. It should also be introduced at the same time into any parts of the Rohilkhand Division where it may not be at present in force. In the Fyzabad Division it should be applied to any works which remain open, and in all cases where it may hereafter be found necessary to re-open works.

In the Gorakhpur Division such a system is practically in force in half the district. In the other part of the district and in Azamgarh it can be introduced at once as the Commissioner finds it possible to do so. It is believed that all necessity for relief works in Basti has now ceased or will shortly cease. Should any be retained or re-opened, the system now indicated should be adopted.

It will be necessary to retain the works under the Famine Code system in the Hardoi district; but the Commissioner of Lucknow is at liberty to introduce the system above described into the whole or part of any other district in his division, and should take early steps to effect the change where it seems possible.

In the Allahabad Division, the system should be introduced into the Cawnpore and Fatehpur districts, and into the north part of the Allahabad district, consisting of the Doáb portion, and the three tahsíls (Phulpur, Handia and Soraon) across the Ganges.

The Commissioner of Benares should consider and report whether the system should be introduced into the Jaunpur district.

It is not proposed to make any change at present in the system of relief works under full Famine Code rules in those districts where the distress is very acute, and the contracted area of the *rabi* crop and its defective condition do not hold out any prospect of considerable occupation for labour in harvesting it. In this category come the Bundelkhand districts,

South Allahabad, Mirzapur and Hardoi. No attempt will therefore be made to introduce the intermediate system into these parts.

Where action is to be taken under these orders, it should be taken promptly as the harvest season has already begun.

Order.—Ordered that copies be forwarded to all Commissioners of Divisions and District Officers, North-Western Provinces and Oudh (except those of the Meerut and Kumaun divisions), for information and necessary action.

Ordered also that copies be forwarded to the Secretary to this Government in the Public Works Department, Buildings and Roads Branch, for information and necessary action.

(Signed) T. STOKER,
Secy. to Govt., N.-W. P. and Oudh.

Table showing rates to be paid for earthwork—intermediate system.

Kind of soil.	Ordinary task.					Full task (provides for dependants).		
	Task adapted to ordinary workers.	Rate per 1,000 cubic feet.	Rate per 100 feet.	Wages earned by performing task.	Remarks.	Task which can be performed by hard work.	Wages earned by performing task.	Remarks.
	C. FT.	RS. A. P.	RS. A. P.	RS. A. P.		C. FT.	RS. A. P.	
I. Soft	120	1 14 0	0 3 0	0 3 6	As. 3-7 but taken as As. 3-6.	141	0 4 3	....
II. Ordinary standard-rate.	100	2 3 0	0 3 6	0 3 6	..	125	0 4 3	As. 4-4 but taken as As. 4-3.

N.B.—(*a*) The rate No. II is the standard. The 14 pice earned would be distributed between the digger and carrier or carriers in proportions varying with the locality: in the second circle the digger would receive 6 pice and two carriers 4 pice each for an ordinary task, and the digger 7 pice and two carriers 5 pice each for a full task.

(*b*) The rate No. II would be followed in the absence of special orders by the District Engineer, to be reported to the Divisional and Superintending Engineer.

(*c*) These rates are adapted for roads where the lead is not materially in excess of 50 feet or the depth of excavation much in excess of 5 feet.

(*d*) In the case of tanks where greater lifts and leads would be met with special rates providing for the extra lift and lead would be sanctioned by Superintending Engineers, following generally Appendix D, Famine Code.

(*e*) The above rates are for earthwork only thrown up to section. Dressing and finishing would usually be separately paid for at a rate not exceeding for roads 8 annas per 1,000 cubic feet of earthwork, to be fixed by the Superintending Engineer. Where the dressing could be done by the same gang, the earth work rates would be increased by 5 annas per 1,000 cubic feet.

From T. STOKER, Esq., Secretary to Government, North-Western Provinces and Oudh, to the Commissioner, Lucknow Division, dated Allahabad, the 6th April 1897, No. 937-S.—103.

I am directed to acknowledge your No. 67949-XIII—10, dated 30th March 1897, and in reply to say that the intermediate system can be tried in all parts of all districts in the Lucknow Division, except Hardoi, where works under the full Famine Code rules should for the present be maintained.

2. This system does not contemplate the payment of non-working dependants, as the wages have been adjusted on the basis of 12 seers per rupee, so as to allow of the efficient workers in a typical family ordinarily earning sufficient to support the inefficient members of their family. But experience elsewhere has shown it to be possible that parents or relatives may from indolence, indifference, or continued pressure of distress fail to make necessary provision or provide suitable food for young children unable to work. It is impossible to provide for this class by bringing them on the village relief lists while their parents are on relief works. Should it therefore become apparent from their condition or appearance, or from any other substantial reason, that young children require some special provision for their relief on intermediate work

the course to be adopted is to open kitchens on the works and provide for the supply to them of a ration of cooked food on the scale laid down in article 101 or 102 of the Famine Code, that is, $\frac{1}{2}$ of the ration allowed in the circumstances to an adult. The cost of the kitchens and food supplied will be charged against the work.

3. This provision will be confined to children out of arms, but under seven years of age. A cash dole of one pice should be given to a child in arms, as cooked food cannot be distributed to them, in which case it seems desirable to increase the food allowance of the mother. Adult male and female dependants should receive no gratuitous dole either in cash or food; they should, if necessary, be brought on the village relief lists or provided for in poor houses if they have no homes. Instructions on the subject have been laid down for the Fatehpur district in the minutes of the conference held by His Honour at Fatehpur on the 30th March, a copy of which will reach you in due course. You have discretion to introduce the arrangement on any of the relief works in your division where you may find it necessary to make some extra provision for child dependants. You are to regard these instructions as supplementary to those contained in my No. 753, dated 16th March, prescribing the system of intermediate works.

No. 938-S.—103.

Copy forwarded to all Commissioners of Divisions, North-Western Provinces and Oudh (except Meerut, Lucknow and Kumaun) for information and guidance. These orders are of general application to all districts having intermediate works.

(By order, &c)

(Signed) P. HARRISON,
Under Secy to Govt., N.-W. P. and Oudh.

From T. STOKER, Esq., Secretary to Government, North-Western Provinces and Oudh, to all Commissioners of Divisions and District Officers, North-Western Provinces and Oudh (except Meerut and Kumaun Divisions), dated Allahabad, the 14th May 1897, No. 1139-S.:—

It has been brought to the notice of the Lieutenant-Governor and Chief Commissioner that in some exceptional instances and localities a proportion of labourers seeking employment on intermediate works are from poor physique and reduced condition unable to execute the full standard task, or so much of it as will suffice at the prescribed rates to procure for them an adequate subsistence wage. His Honour has accordingly considered the best method of meeting these exceptional cases without making any general reduction of the ordinary rates which are found to make sufficient provision for the general body of labourers.

2. The method, which commends itself to Government is the formation of the weaklings into separate gangs, and the prescription for these infirm gangs of a reduced task which may be on a sliding scale, the *minimum* being fixed at 60 cubic feet in ordinary soil, instead of the 100 cubic feet laid down as the standard in G.O., No. 753, dated 16th March 1897. The weakly gang would receive the full wage prescribed in ordinary gangs or 100 cubic feet on executing the reduced task if fully accomplished. The gang would further have permission to execute work and earn wages to the extent of 25 per cent. in excess of the reduced standard in order to provide for Sunday wage.

3. The Lieutenant-Governor and Chief Commissioner accordingly gives discretion to District officers to sanction this special arrangement in any intermediate work where, owing to the generally reduced or feeble condition of the people, the necessity is shown to exist. It should not be introduced merely on account of the occurrence of occasional cases of emaciation, for which provision can otherwise be made. The annexed table shows the tasks and rates for weakly gangs. These instructions are to be read in continuation of G.O., No. 753 of 16th March 1897.

No. 1131-S.

Copy forwarded to the Secretary to this Government in the Public Works Department, for information and communication to Public Works Officers.

(By order, &c.)

(Signed) H. R. C. HAILEY,
Under Secy. to Govt., N.-W. P. and Oudh.

Table showing special rates to be paid for earth work in the case of weakly gangs on the intermediate system.

Kind of soil.	Task.	Rate per 1,000 cubic feet.	Rate per 100 cubic feet.	Wages earned by performance of task.	Maximum task allowed to be executed.	Maximum wages.
	C. FT.	RS. A. P.	RS. A. P.	RS. A. P.	C. FT.	RS. A. P.
I. Soft	100	2 3 0	0 3 6	0 3 6	125	0 4 3
II(*a*) Ordinary	60	3 12 0	0 6 0	0 3 6	71	0 4 3
II(*b*) Do.	70	3 2 0	0 5 0	0 3 6	85	0 4 3
II(*c*) Do.	80	2 13 0	0 4 6	0 3 6	95	0 4 3
II(*d*) Do.	90	2 8 0	0 4 0	0 3 6	106	0 4 3
III. Hard	50	4 3 6	0 6 9	0 3 6	63	0 4 3

Order—No. 662, Revenue, dated 2nd August 1897.

Miscellaneous.

Communicated to the Famine Commissioner.

2. The papers are in the opinion of Government interesting and deserving of careful consideration.

(True Extract.)

for Ag. Secretary to Government.

To the Famine Commissioner.
„ the Public Works Department.

Exd. Md. Pahilvan.

70 Copies.

Public Works Department.

Government {1897} of Madras.

REVENUE.

Recd. } 1897. Enclosures
Regd. } Spare copies

G.O., No. 662, 2nd August 1897.

No 2521 W 9 Sep 97
Communicated to
Supty: Engrs in continuation of G.O. No 1944 W dy
17 July 1897.
HB Dy Sec C
W

AUGUST.

To
The C. E. for I
Supty. Engrs.

Modified System of "Intermediate" Relief Works.

Communicating to the Famine Commissioner, with remark, certain correspondence regarding the — in the North-Western Provinces and Oudh.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—the following letter from T. W. HOLDERNESS, Esq., I.C.S., Deputy Secretary to the Government of India (Department of Revenue and Agriculture—Famine), to the Secretary to the Government of Madras, dated Simla, the 22nd July 1897, Circular No. 24—91-6-F.:—

In continuation of my Circular No. 20—91-2, dated the 19th April 1897, I am directed to forward, for the information of the Governor in Council, a copy of the correspondence noted in the margin regarding the working of the modified system of "intermediate" relief works in the North-Western Provinces and Oudh.

Letter to Government, North-Western Provinces and Oudh, No. 2106—91-4, dated 21st May 1897.

Letter from Government, North-Western Provinces and Oudh, No. 1525, dated 10th July 1897.

Enclosures.

From T. W. HOLDERNESS, Esq., Deputy Secretary to the Government of India, Department of Revenue and Agriculture, to the Secretary to the Government of the North-Western Provinces and Oudh, Scarcity Department, dated Simla, the 21st May 1897, No. 2106—91-4-F.

In continuation of my letter No. 1071—91-3-F., dated the 19th April 1897, in which the Government of India asked to be informed how the modified system of intermediate relief works prescribed in the resolution of the Government of the North-Western Provinces and Oudh, No. 753, of the 16th March 1897, has answered in practice, I am directed to say that the Government of India would be glad to learn what has been the experience as to the sufficiency or otherwise of the tasks and wages scale prescribed in the resolution. The intention was, the Government of India understand, to enable a party of three workers to earn with diligence as much as a party of five, of whom two were ineffective workers or dependants, received in wages and doles under the strict Code system. The Government of India wish to know whether on the whole the result has conformed to this intention; whether, in short, the number of workers and dependants has been reduced by two-fifths by the new system, or has been kept to that extent below the numbers which would, but for the introduction of the new system, be now on the relief works; and whether this reduced number of workers is on an average earning as much as the larger number would have earned under the Code system. The Government of India would also like to know whether any change has been found necessary in the tasks or wages provisionally prescribed in the resolution quoted above.

2. From the incidental notices of the working of the system contained in papers from time to time communicated to the Government of India by the Local Government, it would seem probable that the aggregate earnings of a working party of three under the new system have not averaged more than the aggregate earnings of three relief workers of similar age, sex, efficiency and class under the old system, while the quantity of work done by the three has been little less than that done by five persons relieved under the latter as workers or dependants. If this be the case, the economy of the substituted system is manifest, but it is not equally clear that the persons finding employment under it earn a margin over and above what is required for their own support, from which the inefficient members of their respective families can be maintained.

3. In making these inquiries the Government of India do not wish to imply in any way their disapproval of the system, but as it or similar systems will be on trial in other parts of India, they are anxious to ascertain the actual results in each such case where a departure, more or less experimental, has been made from the scheme of relief prescribed by the Famine Codes.

From the Secretary to Government, North-Western Provinces and Oudh, to the Secretary to the Government of India, Revenue and Agricultural Department (Famine), dated Naini Tal, the 10th July 1897, No. 1525.

I am now directed to reply to your No. 1071—91-3-F., dated 19th April 1897, and No. 2106—91-4-F., dated 21st May 1897. The delay which has occurred was due to the difficulty in collecting materials where the staff has everywhere been overwhelmed with more urgent work. It was, moreover, impossible to attempt any survey of the results of the intermediate system till at least a month's experience had been gained. As it is, the conclusions will probably be found liable to modification when the system has been worked for a longer period and its details more fully elaborated.

2. To explain clearly the objects and the effects of the system, it is necessary first to make a brief survey of the circumstances, places and time of its introduction.

In the shape originally adopted,* work under the intermediate system was distributed among piece-workers or gangers who were, in effect, petty contractors paying the labourers fixed wages and themselves remunerated by rates which allowed sufficient margin for their own labour and expenses. The works were, in fact, conducted on the ordinary system of public works with the large contracto reliminated and provision made for securing the employment and fair remuneration for labourers requiring relief. The plan was suggested by the circumstance that in certain less distressed districts where large railway and canal works were in progress, the people were for a time able to find support on them without the necessity arising for special relief works under the Famine Code system. Though possessing certain advantages, this early system was found to fail in one particular. The ganger or middleman had a direct object in employing only the most efficient labour, and in practice it was found impossible to always prevent the exclusion of weakly or inefficient workers who could not render a reasonably full task. The persons excluded were generally those who stood most in need of relief. Those who least needed assistance were able to earn much more than a subsistence wage, while those who most required it were sometimes unable to earn anything.

* G.O., No. 357 of 5th December 1896.
G.O., No. 9099-W.A. of 5th December 1896.

3. A modification was therefore introduced, at first in a tentative form in certain localities, by which the middleman was excluded and the work given out direct to the labourers by the official staff, who also measured up the work done and distributed the payment. This arrangement put an end to the complaints which existed against the system in its first form.

4. At the end of February, when field work was in abeyance, the relief works were thronged by great multitudes. Many of them could possibly have subsisted without this resource, but the Famine Code system offered no effective means or test which would exclude them. The number of dependants was also very great, and in the less distressed districts there was some reason to fear that the system was abused by the introduction of inefficient labourers and hangers-on whom the relatives that might have supported them found it convenient to throw on State support. The season was approaching when outbreaks of epidemic cholera might be expected. The collection of larger numbers in relief camps was therefore a source of danger which it became necessary to minimize. The presence of numerous idlers was also calculated to demoralize the working body. Moreover, the period of the spring harvest was approaching, when it was most essential that the labour required for gathering the crops should not be diverted to relief works. In the public interest it was most necessary that all available labour should be devoted to the harvest work, and that the State should be relieved of the cost of supporting those who could find employment when it commenced. The relaxation of prices and the addition to the food supply consequent on the harvest afforded other reasons for contracting the area of relief. Other measures—which need not be here narrated—were adopted to secure these ends. The success of the modified system of intermediate works indicated it as a useful auxiliary measure, capable of wide expansion. It was accordingly determined to introduce that system into all districts where distress was not acute in substitution of the full Famine Code system then in force. The period selected for commencing the change was the Holi festival (20th March), which marks the beginning of the harvest in these provinces, and when the works would be, and as a matter of fact practically were, deserted by all those not actually dependent on them for subsistence.

Instructions were accordingly promulgated in Resolution No. 753 of 16th March, which resumed and repeated orders which had already been given at conferences and otherwise to the various officers engaged in relief operations, and the conversion commencing from the Holi was generally completed in all the selected districts by the beginning of April. Early in March considerable numbers had begun to leave the works to assist in getting in the spring harvest. The introduction of the intermediate system coincided with, or was followed by a further fall.

5. The objects aimed at in the modified form of intermediate works were—

(1) to remove and exclude from relief works those who could find employment elsewhere or were not dependent on such works for their subsistence;

(2) to get rid of such portion of the large number of dependants and useless workers as were a source of danger and demoralization, and whose friends, included in the preceding category (1) were able to support them;

(3) to secure a better outturn of work for the money expended.

The first object would be gained by the imposition of a more stringent labour test and by the principle of payment by results. The intermediate system, though imposing a maximum wage limit, does not include any provision for the payment of a minimum wage irrespective of task, this minimum wage on full Code works being the most potent enemy of economy and discipline.

The second object would be furthered by permitting the able-bodied members of a family to earn enough to support their dependants as well as themselves, while the limitation on possible earnings would prevent competition with private employment or ordinary public works.

The various reports received from District and Divisional officers, and the papers which accompany this letter, show that, in the main, the system has proved capable of securing these results. The numbers have been kept down; the dependants and useless labourers have either disappeared or been limited to children whose emaciated condition required special aid; the outturn of work has been increased and the cost of it lowered; while sufficient relief has been afforded to the population of those tracts where the system has been enforced.

6. It was recognised that the system would not be suitable for districts where the distress was acute and widespread. In such tracts it was necessary to arrange works which would provide a moderate fixed task and a bare subsistence wage for each applicant. The piece-work system was therefore unsuited for such conditions. The intermediate system was accordingly restricted to those districts where distress was less severe and less extended. These comprised all districts, except Bundelkhand, South Allahabad and Hardoi. In only one small and doubtful case was it found desirable to revert again to the Code system.

7. But experience of its working led to two modifications of the scheme as defined in Resolution No. 753. Families coming on the works brought young children who were unfit for labour, but could not be separated from their relatives. It was observed in some localities that the condition of such children was bad, owing to neglect or indifference on the part of their parents. This phenomenon was not confined to intermediate works or due to any defect of the system. It was first observed on the Famine Code works, where the children received a dole sufficient for their support. It has even been noticed in the case of persons gratuitously relieved at their own homes. One of the unhappy effects of protracted scarcity has been to weaken the ties of domestic duty and parental affection, and to lead parents to divert to their own uses or to savings the relief provided for their children who were not required to work. Where this state of affairs has existed, the plan has been adopted on Code works of supplying young children with cooked food instead of a money dole. On intermediate works, where the necessity arose, discretion was given * to Divisional officers to authorize the distribution of cooked food to young children and to add one pice to supplement the diet of nursing mothers. This was no doubt, as has been pointed out, a departure from the original principle, but as these children could not be removed from their parents and placed in poor-houses or on village lists, there was no alternative but to either acquiesce in their maltreatment or to provide them with a daily meal.

* G.O., No. 937 of 6th May 1897.

8. It was further discovered that the standard task laid down in Resolution No. 753, though suited for persons of ordinary physique, pressed hardly on persons who were infirm or in reduced condition. When such persons were employed to any substantial extent with effective workers, the outturn of work and the earnings of the whole party were reduced—a result which pressed unfairly on those who had themselves rendered a full task. Permission was consequently given † in exceptional instances and localities to form these weaklings into separate gangs and prescribe a reduced task for them. A separate table of tasks and rates was drawn up for these gangs and will be found annexed to the Government Order last quoted. No other change in the system has been found necessary, though occasionally the proportion of carriers to diggers has been exceeded where it became necessary to find employment for a disproportionate number of applicants of the former class.

† G.O., No. 1130 of 14th May 1897.

9. Turning now to the specific questions in the letter under reply, it must first be observed that, though the intermediate system has undoubtedly been effectual in keeping down the numbers on relief works, yet it is not possible to formulate the exact reduction attributable to that cause alone. The re-opening of field labour had caused many to leave the works before the intermediate system was introduced, and the same cause continued operative after its introduction. At the same time there are instances of works being abandoned and not resumed as soon as the system of payment by results was enforced. The information before Government shows that numbers left to seek other employment who would have remained under the Code system, and that many more were deterred by the same consideration from returning after the completion of the harvest. Persons, for instance, who were content to resort to works in the neighbourhood of their homes and earn a subsistence wage by a few hours' labour would not undertake piece work, which required a fair day's work for a fair wage.

Where different agencies were at work, it is impossible to separate the results due to one agency only. Nevertheless, conclusions of reasonable accuracy may be drawn from the existing returns. On the 27th February, when the numbers on works reached their maximum, the number of workers and dependants in those districts, where the intermediate system was subsequently introduced, amounted to 552,917. After the conclusion of harvest operations, when

field work had again ceased to afford employment, the numbers began to rise again and had reached their maximum on the 29th May. Some no doubt were placed by the *rabi* harvest in a position which rendered them independent of relief, and some were employed in tending the hot weather crops. But the great bulk would have returned to the works in the slack season if they had found the conditions still existing which attracted them before. Yet on the 29th May the numbers in these districts were only 162,785—a fall of over 70 per cent.; that is to say, less than 30 per cent. of those on the Code works in February returned to the intermediate works in May. In the districts under observation the fall was even more marked. Of the workers present on the 27th February, 78 per cent. had disappeared on the 29th May, leaving only 22 per cent. of the original number. On the other hand, in the six districts where the Code system has been in force all through, the numbers rose between 27th February and 29th May by over 47 per cent. These of course were the most distressed districts, where the spring harvest was poorest and the resources of the people most exhausted, and much allowance must be made for this circumstance. Still it may be safely inferred that the reduction effected by the intermediate system was not less, but considerably greater than two-fifths.

10. The question of wages and outturn of work is dealt with in the papers which accompany this letter. The figures are not so complete or accurate as a more prolonged experience and a more accurate scrutiny may be expected to afford; but they may be taken as showing that the average earnings have been higher and the average outturn of work considerably greater per head than under the Code system, while the cost of the work has been substantially reduced. In considering these figures it must be remembered that under the Code system the workers and dependants receive a Sunday wage though no work is done. On intermediate works the Sunday holiday is observed and no wages are paid, but the rates are adjusted to enable the workers to earn enough by six days' work to support themselves and their dependants for seven days.

It would be difficult to reduce to arithmetical terms the margin of earning left to support the inefficient dependants of the workers under the intermediate system. But it can be safely affirmed that, with the modifications now adopted, the system does in practice afford sufficient maintenance for both, and there has been no deterioration in the condition of the people where the system is in force; in fact, they would compare favourably with the workpeople under the other system, though here, again, the relative intensity of general distress would have to be taken into account.

It may be observed that districts under the intermediate system have kept wonderfully free from cholera during the summer. The outbreaks have been few and mild. Among the larger numbers on Code works in the very distressed districts the cases of epidemic cholera have been more numerous, persistent and fatal.

11. The intermediate system undoubtedly requires very close supervision and control to secure successful results, and it necessitates the employment of a larger staff than the Code system. Even with this additional charge it has the advantage in economy of working. But these conditions also tend to render it unsuited for the very extensive works that must be maintained and the large masses of people who must be handled in the acutely distressed districts where the Code system is in force. But in the localities suitable for its operation it has proved adequate as a means of relief, efficient as a test, and effective and economical in securing a fair outturn of work at reasonable rates.

Note by the Hon'ble Mr. ODLING, Secretary, Public Works Department, dated the 2nd July 1897.

The Government of India ask—

(1) whether on intermediate works three persons can earn as much as five (two of whom were non-effectives) on the Famine Code system;

(2) whether, as a result, the numbers have been reduced by two-fifths of what they otherwise would have been;

(3) whether this reduced number of persons is earning as much as the larger number of persons would have earned under the Code system; and

(4) whether any changes have been found to be necessary in the original orders.

2. In regard to point No. 4, there have been the following alterations and modifications:—

(i) Children under seven fed in kitchens where considered necessary by Collector.

(ii) Extra carriers allowed and rate increased proportionally where numbers of persons not able to dig were in excess of proportion of carriers provided for in original orders.

(iii) Gangs composed of weakly persons provided for.

3. In regard to points 1, 2 and 3 the information has not been clearly given, partly because the basis of wages varied and partly because the rules instead of results have been commented on.

4. Apart from Mr. Palmer's note, which is very full and detailed, a note prepared by Mr. Holme for Mr. Higham gives the only information of value.

In this note it is stated—

(1) that the task actually executed per worker, Famine Code works, was 14·3 cubic feet, and under intermediate works 32·5 cubic feet;

(2) that the number of carriers had been reduced from 4 per digger to 2;

(3) that payments were easier, as the digger, or in some cases the head of a party of diggers only, was paid;

(4) that the earnings per worker were 17 pies per head against 11¾ under the Famine Code;

(5) the rate (Gorakhpur district) for intermediate works for April was Rs. 2–11–2 per 1,000 cubic feet, whilst for Famine Code works up to the 31st March it was Rs. 3–14–0 per 1,000 cubic feet, in both cases wages of workers only.

5. Mr. Sheridan merely states that the change has been beneficial; that the digger's task has increased from 80 to 88 cubic feet; and that the average wage has been 17·3 pies per worker. The last item is of importance, as three persons would earn 51·9 pies in a day, or 4 annas and 4 pies, which would be sufficient to support a typical family of five.

6. Colonel Pulford gives no facts, except that the average wages per worker, intermediate works, has been 15 pies per head.

7. Mr. Palmer's note, paragraph 6, shows that where the workers were in good condition and earned the maximum wages, three workers obtained under the new intermediate system 43·5 pies against 42·8 pies, the sum which would have been earned by three workers and two dependants under the Famine Code system.

8. I have only myself to add that the falling off in numbers was marked after the 1st of April, and that it must have been largely due to the substitution of the intermediate for the Famine Code system.

Note on the intermediate system of conducting large relief works as distinguished from the Famine Code scheme, by C. G. PALMER, Esq., M.I.C.E., Additional Superintending Engineer, Famine Relief Works, dated the 17th June 1897.

Letter No. 3443-F., dated the 28th May 1897, from the Chief Engineer, Provincial Works, North-Western Provinces and Oudh, calls for an analysis of the wages made and the tasks executed by workers on relief works conducted on the intermediate system as compared with those on the Code system in the Allahabad Revenue division. An analysis is given for four weeks in the tables attached, which shows the results of the seven districts. One of these districts, Jhansi, contains two Public Works sub-divisions, Jhansi and Lalitpur, and as the accounts are kept separately, a separate table is given for each of them.

2. In accordance with the tenor of the letter quoted, only the papers available in my office have been used for the purpose; they consist of weekly reports compiled by the Public Works Department district offices from the weekly reports of the officers in charge of relief works (Famine Code Form No. III) as soon as received and without the application of the subsequent corrections which are made in the quantities of work shown after test measurements have been applied to completed works or portions of works. Such test measurements sometimes show that the work done has been overstated by the officer in charge; but these subordinates being mostly very new to Public Works accounts, it is sometimes found that they have omitted work done, and more often that they have mixed up the accounts and progress of other works (as excavating *muram* or quarrying stone metal) with those of earth work. The same errors occur in the hurried weekly compilation of the returns by the hard-driven district offices. These errors do not affect the relations between wages and persons, but they render comparisons between the numbers of men employed and the work done rather unreliable until the accounts are regularly compiled. In the weekly compilation, made up as quickly as possible for current information, there is no time to check and correct errors of detail which do not affect the main points, on which early information is required.

3. The tables drawn out from the weekly reports give various results, which seem to call for remark. The districts of Cawnpore and Fatehpur, and the northern part of Allahabad, have works on the "Intermediate" system, with wages calculated on a basis of 12 *seers* to the rupee. The other districts have works on the "Famine Code" system, with wages calculated on a basis of 10 *seers* to the repee. Taken in the mass, they give the following general results :—

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Intermediate Works.

Allahabad, north of Ganges	Wages from 11·9 to 13·4 pies per person, and work about 50 cubic feet per man, both falling in amount. Many of the men are ineffectives.
Fatehpur district	Wages 13·9 to 14·5 pies per person, and work about 80 cubic feet per man. Fairly steady. Quantity of work probably overstated.
Cawnpore district	Wages 9·7 to 12·9 pies per person, and work 30 to 64 cubic feet per man, both falling rapidly in consequence of the able-bodied men leaving the works.

Code Works.

Taking all the Code districts together for comparison with the intermediate districts, and allowing for local errors of distribution of charges and progress, the general result is to give a fairly steady worker's wage of 13·7 to 14·3 pies, with a slight tendency to fall, and an outturn of 30 to 40 cubic feet per man, including the weakly and ineffective.

4. To compare the "intermediate" earnings on wages at the scale of 12 *seers* with the Code earnings on wages at the scale of 10 *seers*, it is necessary to reduce the latter sums by about one-sixth. Thus the Code earnings found above become, for purposes of comparison, earnings of 11·4 to 12·0 pies per worker. Against this the intermediate wages of North Allahabad and Fatehpur vary from 11·9 to 14·5 pies. The case of Cawnpore is quite peculiar and will be treated of at a later stage.

5. The Government of India desires to ascertain how far three workers' wages on the intermediate system exceed, or fall short of, three workers' wages *plus* two dependant's allowances on the Code system. Week by week the dependants' allowances on all Code works has remained at a very steady figure of about 3·2 to 3·4 pies per head, because over 87 per cent. of the "dependants" are children under seven years of age, who get 3 pies each when not supplied with cooked food instead. These allowances would remain practically the same if the scale of wages was 12 *seers*. They therefore need not be reduced for purposes of comparison with intermediate works on the 12-*seer* scale.

6. The data stated and found in the last three paragraphs give the following comparative results :—

	Minimum. PIES.	Maximum. PIES.
Code Works.		
Three workers' wages at 11·4 to 12·0 pies	34·2	36·0
Two dependants' allowances at 3·2 to 3·4 pies	6·4	6·8
The family group ...	40·6	42·8
Intermediate Works		
Three workers' wages at 11·4 to 14·5 pies	35·7	43·5

This calculation shows the intermediate wages at times falling below and at times rising above the combined earnings of a family under the Code system. It does not, however, fully state the case; for under the latest orders, all children under seven years are provided with cooked food on intermediate works, and this places over 87 per cent. of the dependants on the same footing as if they were Code works; so that the workers on intermediate works are substantially better off. Again, all persons who can do any sort of work—very weakly persons—are provided with smaller tasks on the modified intermediate works. Thus, numbers of weakly persons who are on the border line of effectiveness find employment. They might be classed as either superior "dependants" or very inferior "workers," and their work has to be paid for at a higher rate per 100 cubic feet than the work done by effective men.

7. I think this rather does away with the main features of the intermediate scheme as it first appeared. Intermediate work is now scarcely distinguishable from ordinary Code works, excepting that the digger and effective worker has to give more work for the money. The labouring classes have found this out. If there is any other employment to be got, an effective man can make more by taking it than by working the intermediate scheme; but he can profitably leave his dependants and ineffectives on the relief works.

8. Cawnpore district furnishes an example. There is some choice of general employment in Cawnpore, and so the attendance of men on the intermediate works has gradually run down to 13·9 per cent. of the *workers*. With 788 women, 726 children over seven years and 138 children under 7 years (who are given cooked food), there are only 246 men on the works; and the District Engineer reports that most of even those are old, or feeble from some other cause. The proportion of men to workers on Code works is 27 to 32 per cent. In North Allahabad there was no other work obtainable, and the propotion of men rose higher than on Code works, ineffective men taking advantage of the "weakly" tasks as soon as introduced. In Fatehpur they have remained steady, and their numbers are so small that they can be rigorously overlooked. The intermediate system, as it now is, requires a great deal more supervision than the Code system.

9. The later developments of the intermediate system have grown out of the demand that every person who asks for labour must get it, and must be able, however feeble, to earn enough by it for his own support. On the other hand, it seems to me that the distinctive features of the system are lost as soon as that demand is complied with. Under the natural and persistent economic conditions of labour the income of a working family consists of the wages of its workers and of nothing more. The family group has to support itself on those wages as it best can, or starve. The absolutely ineffective members bring in no wages or allowances. In ordinary times the wages of the wage earners are sufficient to more or less satisfactorily supply the necessities, and some comforts, of life for the whole family group. If it were not so, the population would decrease. But at the best of times there are always some near the condition of being unable to procure necessities. In a time of scarcity there is generally less employment to be got and thus less income, and the income buys less food.

10. The high price of food destroys the old balance between wages and wants. A single man can still support himself when the family group must starve. The Code scheme of relief is to increase, *not* the *wages* of the wage earner himself, but the incomings of the family group as a whole and in proportion to its actual necessities. On the numerical view that the necessities of a group are *gauged* by the classification and number of the persons composing it, the Code has prescribed a separate wage for each unit, and a separate task for each worker. No one may by extra work get enough to be any inducement towards hard work: no one may be fined below subsistence point for idleness. Each man, woman, and child must be supplied with just enough for his wants, or not much more, and do a fair task of work in proportion to his capacity. No one must get more than just his share, and no one must get much less.

11. This is, indeed, that fair and orderly communism which is so pleasant to contemplate and so perverse in breaking down whenever called upon to pay its way. By directly supporting all the dependants of the family group, the Code relieves the wage earners of one great incentive to labour; by limiting the wages which greater labour may earn, it deprives them of a second incentive; and by closely curtailing the privations of idleness, it releases them from the obligation to labour. The incentives that remain are very feeble, and to get any ordinary quantity of work out of men with only their help requires more supervision and constant "driving" than is ordinarily possible under the circumstances of famine-relief works. This is the principal cause of the costliness of famine labour, much more so than the weakness or inability of the workers.

12. The intermediate system as it originally issued under G.O., No. 9099 W.A., dated the 5th December 1896, substituted ordinary piece-work contracts for the artificial tasks and fines and individual payments. It preserved the natural condition by supplying the wants of the family group, not directly, but through the labours of the wage earners only. It increased the earnings of the workers by giving a higher rate for the work. It did not limit the amount of work a man might do and get paid for, nor did it limit the extent to which he might suffer for idleness.

13. That scheme preserved the natural conditions, and I think it failed because the rate for work was not raised enough; because the system had not time to establish itself; and because it was called on to do two incompatible kinds of work. It was required to furnish a fair living for full work to the industrious; and at the same time a subsistence, with only the pretence of work, to those who could not labour or would not. I think the original system could be used with great benefit in any degree of famine, the rates being raised proportionately to food prices. But for the weakly and ineffective who cannot earn their living at these works there should be small Code works on strictly subsistence wages, so that no one should be tempted to remain on them who can go elsewhere. What the Code calls "minimum" wages are a handsome living that people can get fat on: and what it calls "the penal wage" is a very fair subsistence wage.

14. I believe the two kinds of works together—properly graded intermediate works, and Code works on really subsistence wages—would meet all the wants of the most severe scarcity.

Famine Relief, Allahabad Revenue Division.

Analysis of wages and work done during four weeks, compiled from weekly reports drawn up for the Additional Superintending Engineer.

Week ending—	Workers. Number—daily average on works. Men.	Women.	Children.	Total.	Daily wage per head.	Daily task done per man.	Proportion of men to all workers.	Children under 7 years of age.	Remarks.
1	2	3	4	5	6	7	8	9	10
	NO.	NO.	NO.	NO.	PS.	C. FT.	P. CT.	NO.	
Allahabad, North of Ganges—Intermediate.									
15th May 1897 ..	2,873	5,425	972	9,270	13·0	46·5	30·0	2,999	On road works.
22nd do. ..	3,063	5,912	1,407	10,382	13·4	51·6	29·5	3,140	* Ineffective men joining and children in higher proportion.
29th do. ..	4,715	4,292	1,218	10,225	13·1	† 21·2	46·1	3,671	† Apparently some mistakes in the figures supplied.
5th June 1897 ..	4,285	4,109	1,661	10,055	* 11·9	† 21·6	42·6	3,186	
Fatehpur District—Intermediate.									
15th May 1897 ..	1,148	12,88	642	3,078	14·5	79·4	37·2	905	On road works. 'The measurements appear doubtful and will be carefully checked.
22nd do. ..	1,371	1,620	788	3,779	14·2	80·5	36·3	1,094	
29th do. ..	1,332	1.683	818	3,833	14·4	79·07	34·7	1,047	
5th June 1897 ..	943	1,323	588	2,854	13·9	81·8	33·04	739	
Cawnpore District—Intermediate.									
15th May 1897 ..	344	753	221	1,318	12·9	64·6	26·1	279	The extraordinary differences of wages and measurements are explained in the report.
22nd do. ..	361	751	507	1,619	10·9	56·4	22·3	292	
29th do. ..	270	727	479	1,476	10·9	58·9	18·2	164	
5th June 1897 ..	246	788	726	1,760	9·7	31·6	13·9	138	
Jalaun District—Code Works.									
15th May 1897 ..	19,711	28,303	19,088	67,102	14·1	39·1	29·3	18,867	A fair mixture of road work and tank deepening.
22nd do. ..	22,032	30,533	20,995	73,560	14·1	38·6	29·9	20,082	
29th do. ..	23,402	32,605	22,709	78,716	14·1	44·5	29·7	21,019	
5th June 1897 ..	23,061	32,402	22,710	78,173	14·0	35·6	29·5	20,627	
Jhansi District—Code Works.									
15th May 1897 ..	9,062	12,394	7,799	29,255	12·4	17·7	30·9	6,033	The Jhansi district has *muram* excavation and *stone* metal quarrying going on, and their accounts of quantity done have not yet been disentangled from the earthwork.
22nd do. ..	10,923	14,923	9,983	35,829	14·3	19·7	30·5	7,646	
29th do. ..	11,296	15,690	11,018	38,004	14·3	18·9	29·7	8,236	
5th June 1897 ..	9,614	14,661	10,064	34,339	11·8	21·9	28·0	7,990	
Lalitpur District—Code Works.									
15th May 1897 ..	3,077	4,589	2,943	10,609	14·7	34·4	29·0	4,127	In the weeks ending 15th May and 5th June, the wages of water-carts have been included with that of the workers. The cartage of water is necessary because of the long distances. The metalling quantities appear to have been mixed up with the earthwork.
22nd do. ..	3,456	5,426	3,526	12,408	14·3	34·6	27·9	4,423	
29th do. ..	3,696	6,121	3,993	13,810	13·6	29·1	26·7	4,798	
5th June 1897 ..	4,345	6,531	4,239	15,115	15·8	30·6	28·7	5,194	
Bánda District—Code Works.									
15th May 1897 ..	55,936	73,235	46,458	175,629	14·0	21·4	31·8	25,513	The works are large works, including several heavy dams and large reservoirs, in which the lead and height are very great. The quantities appear to be understated.
22nd do. ..	58,645	76,233	48,871	183,749	14·2	20·1	31·9	27,351	
29th do. ..	66,430	83,894	57,726	208,050	14·1	19·6	31·9	28,184	
5th June 1897 ..	61,122	79,860	50,552	191,534	14·1	21·6	32·0	27,306	
Hamirpur District—Code Works.									
15th May 1897 ..	18,421	31,010	22,127	71,558	14·3	30·9	25·9	12,859	Some of the tanks deepened are very large and have a great length of lead with height up to 15 feet.
22nd do. ..	19,743	32,973	24,247	76,963	13·7	29·3	25·6	13,664	
29th do. ..	19,898	34,476	24,204	78,578	13·2	33·8	25·3	16,072	
5th June 1897 ..	16,155	33,918	23,764	73,837	13·7	43·5	21·8	13,871	

(Signed) C. G. PALMER, M.I.C.E.,

Additional Superintending Engineer,
Famine Relief Works.

From C. H. HOLME, Esq., Excutive Engineer, Provincial Works, Gorakhpur Division, to the Chief Engineer, Public Works Department, North-Western Provinces and Oudh, dated Gorakhpur, 3rd June 1897, No. 1041 M.G.

In reply to your No. 3444F., dated Naini Tal, 28th May 1897, I have the honour to forward the report therein called for.

2. The earnings per worker are greater under the present system by about 5 pies per head, and the task is very much greater.

3. The measurements now made are made with exactness, whereas under the Famine Code works there was less accuracy, and the returns, such as for the Gorakhpur district of 84 cubic feet per digger, under the Famine Code system, show rather more than was probably done.

4. The full extra task is done by all who wish to do it, and I estimate this number at about 33 per cent. of the workers; those who do not earn it have other work to do in their fields or homes.

Report by C. H. HOLME, Esq., Executive Engineer, Gorakhpur Provincial Division, dated the 2nd June 1897.

Gorakhpur District.

The number of workers and dependants has considerably decreased under the present system. The average attendance on works for February was 28,600, for March 24,800, whilst for May the average will work out to about 15,000 or 16,000. The average wage under Famine Code rules was 11¾ pies, and under the new system the average wage is about 17 pies.

The conditions in this district are different from those in other districts. About 33 per cent. of the workers come on to the works to do the full task and earn the full wage, and these will follow the work, however far it moves from the village, and they invariably do the full task. The remaining 66 per cent. will only come on to works in the vicinity of their villages, and they do not try to earn the full wage, as they come late and leave early. They have other work in the fields or about their homes, and they supplement this by small earnings on the relief works.

The works are chiefly the raising of roads, and for this a number of carriers are not necessary; consequently the digger rarely brings or requires more than one carrier, leaving the other to work at home and do the cooking. In some cases no carriers are brought at all and a digger can dig and carry the 125 cubic feet of earthwork himself; but this is exceptional.

In the Azamgarh district the numbers have risen under the new system, but that is due to the large increase in the number of works opened. Work in the fields is in progress, and has been throughout April in harvesting and throughout May in watering sugarcane and other field work.

In many cases the men are busy in the fields and the women come on to the works; on one sub-work there are 650 women and girls and no men, and all the digging and carrying is efficiently done by the women, and the earnings average about 15 pies per head. The average earnings of a party of three do not exceed the average aggregate earnings of a similar number under the Code system.

The quantity of work done under the present system is greater than under the old system. By those who have no other employment the full 125 cubic feet is done, but the average does not exceed 100 cubic feet owing to the reasons given above.

The earnings per worker vary considerably in different parts of the district, but may be taken to be generally about 17 pies per head. Where it falls below this it is due to the people not attempting to earn it.

The system is distinctly popular with the people in these districts; they are accustomed to earthwork contracts, and the rates are higher than they can usually get. There are no restrictions as to the hours for work, and muster three times a day is not necessary; during the hot days they are allowed to begin work at 3 A.M.

Memorandum on Famine Relief Works, Gorakhpur Division—Gorakhpur District.

The works undertaken in this district have been the raising of roads and the deepening of existing tanks: the collection of *kankar* has also been tried to a small extent. An abstract showing progress to date and works still available on the programme is attached.

There were 18 charges open in this district until the 15th June, and the number is now reduced to 13.

The works have been spread over the whole district (an area of about 5,000 square miles), and there has thus been a work to about every 275 square miles of country.

Work has thus been brought to within a reasonable distance of all distressed tracts.

2. The relief works were opened in this district about the middle of January 1897 under the Famine Code system in the distressed area and on the old intermediate system in the areas not recognised as affected.

The Famine Code works drew an average of about 4,000 persons daily per charge throughout February.

During March there was a falling off in numbers, and by the 20th March, when harvesting commenced in many parts, there was a very great reduction.

As by this time the people were generally in pretty good condition, and as the harvest was estimated to be a good one, the new intermediate system was introduced throughout the whole district from the end of the month (March).

This system has proved a success in this district, as it would in any district where it could be started before the people became weak or emaciated.

The system is, briefly, one of petty contract with the digger.

A note is attached, describing it in detail.

The digger brings the members of his own household as carriers, and receives payment for the work he does at the rate of 3 annas per 100 cubic feet up to a maximum of 125 cubic feet.

If he brings two carriers and does the full task allowable, he earns Re. 0-4-3 for the household. In this district they seldom bring the two carriers, leaving one behind to cook and look after the house, and the average excavation done per digger is less than 100 cubic feet.

The evident advantages of the system are—

(1) the large reduction in the numbers on the works, one digger and one or two carriers taking the place of one digger, four carriers, and one dependant on Famine Code works—a reduction in actual numbers of from 50 to 66 per cent.;

(2) the economy in staff and establishment for supervision and payments: one payment is now sufficient where six individual payments were before necessary;

(3) the economy in the work itself, the payments being entirely by results;

(4) the gain in moral tone on the works, owing to the absence of idlers.

3. The ordinary staff has had to be largely augmented to carry out the numerous works in progress.

The actual staff in this district at the commencement of operations consisted of one District Engineer (54 years of age), one upper subordinate, and two lower subordinates.

This was less than the sanctioned scale, owing to several men having been taken away to the works in Bundelkhand. Only one of these lower subordinates has been employed on famine works; the other two have been required for ordinary works, such as the repairs of buildings and the maintenance of roads, and the supervision of an occasional original work, such as the new Munsifi at Bansgaon and the re-roofing of the Judge's Court at Gorakhpur.

One Assistant Engineer from the Provincial Works Establishment and one from the Military Works Branch have been attached to the district temporarily.

One planter was appointed locally as a Sub-Engineer on a salary of Rs. 250.

And another appointment of a superior European on Rs. 150 was also sanctioned. The District Engineer has been kept at head-quarters to direct operations, to arrange for the supply of tools, money, &c., to look after accounts, and to issue instructions. The work of supervision has been done by the Divisional Engineer, the two Assistants, and the two temporary upper subordinates, the eighteen charges having been divided up into five circles.

Naib tahsíldárs as officers in charge for each work were obtained by the Chief Engineer from the Board of Revenue.

There have been 22 in this district for the last two months.

Work agents to measure up work and see to its proper execution were mostly procured locally, being appointed by the Divisional Engineer; a few were outsiders, appointed by the Superintending Engineer.

There have been 50 work agents during the past two months, on pay varying from Rs. 65 to Rs. 20.

4. The works have been carried out entirely by the Public Works Department.

The Commissioner has intimated to the Divisional Engineer where he required works to be opened.

The rates of wages have been suggested by the Divisional Engineer, and approved or enhanced by the Commissioner.

The Collector has arranged for the supply of coin to the works.

In every other detail the works have been conducted by the Public Works Department.

5. On works conducted under the Famine Code the tasks mentioned in the Code were ordered. These were, however, very frequently not worked up to.

The only steps that could be taken to enforce the task were to impose fines down to the minimum wage.

Under the present system, payments being made by results only, the task executed is very much higher.

When harvesting was in progress the people left the works in very large numbers, but the works were never entirely denuded.

The people have never remained on the works when there was other work to be got.

The reduction in numbers since the harvest in March and April is due to the change in system and to the large area of sugarcane and indigo requiring attention.

The people have to a very small extent left their villages and lived on the works; as a general rule, they have only patronized the work where they could do so without sleeping away from home; but in some tracts, chiefly in the centre and south of the district, the distress has been sufficient to force them to live on the work and follow it.

6. The average task that a man can perform in ordinary soil in this district may be taken at 150 cubic feet.

The task imposed under Famine Code rules was 130 cubic feet, but it was never, on the average, worked up to, though individuals completed it in a few hours time.

The actual average tasks executed have been—

On regular Famine Code works—

	Per man.	Per worker.
During January	27 cubic feet.	9 cubic feet.
„ February	46 „	18 „
„ March	44 „	16 „
Total ...	3) 43	
	14·3	

On intermediate works—

During April	67 cubic feet.	29 cubic feet.
„ May	75 „	38 „
Total ...	2) 67	
	32 5	

but the variations have been very great in different parts of the district and even on the same work.

The soil since March has been excessively hard throughout the district and picks have had to be used.

On regular Famine Code works the proportion of diggers to carriers was as 1 to 4, and under the present system as 1 to 2.

The average excavation per digger for April has been 96 cubic feet, and for May 112 cubic feet. Some 1,000 professional diggers have continuously found employment on the works.

7. The distress not having been very pronounced in this district, the classification has been into the two classes of professional diggers and agricultural labourers, all able-bodied, and dependants, who received gratuitous relief.

These have been again divided into men, women, and children.

This refers to Famine Code works on which there were no women diggers.

On the present system there is no classification, except as to men, women and children and a number of the women dig.

The wages paid in the earliest stage were at the 10-*seer* rate of 7 pice to a digger and 5 to a carrier, but early in February (6th) they were reduced to the 12-*seer* rate, giving 6 pice to the digger and 5 to carriers.

Children have so far not been fed in this district, it not having been found necessary to do so.

8. A note on the intermediate or piece-work system is attached. Work has been in progress on this system since April 1st.

A task of 125 cubic feet is fixed as the maximum allowable per digger, and the maximum wage for this task is Re. 0–4–3.

Work was originally started on this system at a rate of Rs. 1–11–6 per 1,000 cubic feet or Re. 0–2–9 per 100 cubic feet, but this was subsequently raised to Rs. 1–14–0 or Re. 0–3–0 per 100 cubic feet.

9. No works in this district have been opened in the vicinity of a railway in progress.

A new station platform at Ada Motiram is in progress, not far from a relief work, but the railway company gave no notice of their intention to start work. They appear, however, to have got all the labour they want.

There is little or no margin of profit on either railway works or relief works, and the people take the work that is nearest to their houses in cases where there is a choice.

Only about 1,000 professional diggers have found employment on the eighteen works in this district.

The total cost of the famine in the Gorakhpur district, from the 6th January to 31st May, has been Rs. 2,23,000, exclusive of tools, plant and establishment, which is about Rs. 53,000 for the division.

Azamgarh District.

The memorandum for the Gorakhpur district holds for the Azamgarh district with the following exceptions and additions:—

1. There were nine works open in the Azamgarh district until May, when the number was increased to 18, but since reduced to 13 in June.

2. The relief works were opened in Azamgarh early in February; the first work on the 3rd February; under the Famine Code system in the distressed area, and on the old intermediate system in the areas not recognised as distressed.

The works never drew largely, 2,000 being the average on two works only, the others all showing less than 1,000.

The new intermediate system was introduced from the 1st April, and under this system there were over 2,000 on only one work in April, all the others showing less than 1,000, while in May there have been over 1,000 on four works only.

3. The permanent staff in this district has been a District Engineer (Native Assistant Engineer), one native upper subordinate, and two lower subordinates..

The two lower subordinates have not been employed on famine works, as there are 200 miles of first-class road in the district requiring attention and a few original works, such as the Assistant Surgeon's quarters.

One European was appointed as a visiting Inspector of famine works on a salary of Rs. 150, and he and the permanent upper subordinate, the District Engineer, and the Divisional Engineer have done the necessary supervision. In May a second European visiting Inspector had to be appointed on Rs. 150, owing to the increase in the number of works.

There have been of late 16 naib tahsildárs as officers in charge, appointed by the Board of Revenue, and 22 work agents, mostly appointed by the Divisional Engineer on pay varying from Rs. 65 to Rs. 20.

4. The works have been conducted entirely by the Public Works Department.

The Commissioner has notified where works should be opened, and the Collector has arranged for the treasure.

5. The same remarks as for Gorakhpur.

6. The actual average tasks executed have been—

	Per man.	*Per worker.*
On regular famine works—		
During January	...	...
„ February	...	...
„ March	50·6	18·3
On intermediate works—		
During April	92·2	32·4
„ May	93·17	...

On regular Code works the proportion of diggers to carriers was as 1 to 4, and on intermediate works as 1 to 1·6. Some 1,400 professional diggers have found employment on the works.

7. The same remarks as for Gorakhpur.

It has been found necessary to feed the children in Azamgarh, as the parents were evidently neglecting them, and their condition was serious.

8. The same remarks as for Gorakhpur.

9. There has been a good deal of work in progress on the railway in this district, due to the construction of the line from Azamgarh to Mau.

The earthwork was mostly finished before any relief works were opened, and only the collection of ballast, and the making of bricks, have since been in progress.

No relief work has been opened in the vicinity of the railway, with the one exception of the Chiriakote-Muhammadabad road, and this was commenced at the Chiriakote end, so as not to interfere with the railway, and is only now approaching Muhammadabad.

The railway company are said to have been employing from 8,000 to 10,000 people continuously.

Except in the south of the district, on the Burdah-Didarganj road, the people have refused to leave their homes and follow the work.

The cost of the famine from the 1st February to the 1st June has been Rs. 59,000, with a share of the Rs. 53,000 spent on tools, plant, and establishment for the division.

(Signed) C. H. HOLME,
Ex. Engineer, Gorakhpur Provincial Dn.

The 17th June 1897.

Note by Colonel R. R. PULFORD, R.E., Superintending Engineer, II Circle, Provincial Works, North-Western Provinces and Oudh, on certain points connected with the working of the "Intermediate system" on the Oudh famine charges,—dated Lucknow, the 10th June 1897.

The Government of India wish to know what has been the experience as to the sufficiency or otherwise of the system prescribed in North-Western Provinces and Oudh Government Resolution No. 753 of the 16th March 1897. In regard to this, I may say that the system generally does not appear suitable for any district in which distress exists of a serious nature. It would be quite unsuitable to Hardoi at the present time, and it has been found necessary to supplement its original provisions by the addition of a free subsistence ration in food for children dependants of a charge under 7 years of age, and the grant of a dole of 1 pice for children in arms. The system has been further strengthened by the systematic establishment of weakly gangs in all charges, and by the authorized entertainment of extra carriers, if such an arrangement is rendered necessary by the excess of women workers coming to the charge. But even with these extra provisions for meeting cases of distress, the system has had to be replaced by the regular Famine Code arrangements in a portion of the Unao district which is admittedly in a very distressed state, similar to that existing in the neighbouring district of Hardoi. It seems evident, therefore, so far as experience in my circle goes, that the "intermediate" system is not suited for a population in which real distress is largely prevalent. And in many cases, I am of opinion that where distress is only partially existent, the system will fail to relieve effectively those who are really distressed. It will be of the greatest value to those who are only moderately distressed, but who are able and willing to work for a day's wage. So long as weakly gangs with a lowered standard of outturn for a full day's pay are provided for in all "intermediate" charges, and if children under 7 are given free subsistence rations, there is but little left to differentiate the system from the regular Famine Code system. More especially is this so where, as in many districts, the diggers are few and the number of carriers is increased in consequence, if all comers have to be given work and wages. There is of course the case of the strong workers who can earn a really good wage, viz., 7 pice for a good day's work, or 25 per cent. over the normal to the diggers, and 5 pice to each of the adult carriers. This is the direction in which the "intermediate" system works best, viz., in allowing the able-bodied workers to gradually improve their condition according as their power of work increases. For such workers it would not be necessary to give the subsistence ration to the children were it not an observed fact that at the present time, *i.e.*, at the end of the famine, the parents do not feed their children properly, as they used to do at the commencement of the famine, when the pice for the children were paid to the parents. Hence, even with the strong gangs, it becomes necessary to give the children a free meal. The above has been the result, so far as I have observed and as I have recorded the observations of others. The only people who have thus been kept off the works, and who have been left to be provided for by the workers, are the old men and women dependants. These do not, as a rule, form a large proportion of the dependants in a Code famine charge, but they draw, when present, a daily subsistence dole of 4 pice and 3 pice respectively. So that when a family included such dependants, it would be difficult for these last to be supported out of the wages earned under the intermediate system.

Replying categorically, therefore, to the queries as set forth in the first paragraph of the Government of India's letter, I think the following are the results of the Oudh circle working :—

i.—The workers and dependants were at first, under the strict working of the system, kept down below the numbers which would have been present on a Famine Code work.

These first numbers on the intermediate works practically earned the same amount that they would have earned on strict Famine Code works. And hence they did not earn as much as the larger number on the latter class works would have earned.

The arrangements subsequently authorized as above explained remedied that state of affairs to a certain extent.

More recently the average outturn of work on the intermediate system has increased, *i.e.*, the diggers are stronger and give a better day's outturn.

But the average wage earned is never likely to be more than 6·5 pice, which would mean, say, 4·5 pice for each of the carriers or 15·5 pice for the three workers. On a Famine Code work the family would, for the same amount of work, get 6 pice for the digger and 4 pice each for two of the carriers and 3 pice and 2 pice respectively for the other two, besides, say, 2 pice for children dependants, the total of which would give 21 pice.

The above of course refers to the strict system of the "intermediate" works. But when a third carrier was permissible owing to lead, the Famine Code wages would not have such an advantage, especially if the now sanctioned ration for children under 7 is taken into the "intermediate" account.

In regard to the last question asked by the Government of India in paragraph 1 of their letter, the changes which have been introduced are set forth above, *viz.*,—

i.—The provision for additional carriers if these are in excess to the regular proportion of 2 to 1 digger.

ii.—The systematic provision of weakly gangs with a lowered standard of work for which full wages can be earned.

iii.—The provision of free subsistence rations for children under 7 years of age.

The foregoing remarks practically coincide with the statement in the beginning of the second paragraph of the Government of India's letter. The saving is evident, but (with the altered conditions of the intermediate system now in force) only in regard to the non-payment of the adult male and female dependants (who are now solely dependant on the poor-house relief) and—a very important item—the Sunday wage of certainly all classes of dependants, and possibly a proportion of the actual workers.

In regard to the special points asked about in paragraph 2 of the Chief Engineer's letter, No. 3442, of the 28th May 1897, I have to say that, during the month of May 1897, the full task of 100 cubic feet has been executed in cases where the soil is slight and sandy. It has been rarely dug in the ordinary soil of the province. The extra task, viz., 125 cubic feet, has only been executed under the same condition as those which have rendered it possible to excavate the full 100 cubic feet, viz., in a light sandy soil.

The ordinary average task for a good worker in the ordinary soil of the province has averaged not more than 80 cubic feet.

The average earning per worker has not exceeded As. 1–3.

Note by C. J. SHERIDAN, Esq., Executive Engineer, Agra Provincial Division, on the intermediate system of relief work, as called for in Chief Engineer's No. 3445, dated the 28th May 1897.

Sufficiency of the task and wages prescribed.

Experience has shown that 125 cubic feet, the task prescribed for a digger, is a fair average task in a medium soil during the milder months of the year. This task can be carried out by a party of three workers, viz., 1 man digger, 1 woman carrier and child carrier. The rate of Rs. 2–2–0 per 1,000 cubic feet of earthwork will enable these workers to earn 7, 6 and 4 pice, respectively. The price of grain being 12 *seers* per rupee, the amount earned will be sufficient to purchase 51 *chataks* of food. This quantity will not only suffice to feed themselves, but enable them to support two non-worker dependants. Thus :—

	Chataks.
Man digger	19
Woman carrier	13
Child carrier from 12 to 16 years	10
„ dependant from 7 to 12 years	6
„ „ below 7 years, ...	3
Total ...	51

Change in task and wages.—Beyond the fluctuation due to the price of grain, there has been no change in the wages. The task of 125 cubic feet per digger in ordinary soil, and lead, originally fixed, has been adhered to till the hot weather set in. With the advent of summer and its accompanying hot winds, works have not been carried on during the midday hours, and the task has been reduced to 100 cubic feet. Of course in the case of exceptionally hard soil and long lead it has also been necessary to reduce the task for both diggers and carriers. This has also been necessary in case of enfeebled persons.

Reduction in numbers under the Intermediate system.

2. There has been a large reduction in numbers on the relief works in this division since the introduction of the modified system; but it is impossible to say, with any accuracy, what

percentage of this reduction is due to the change of system, and what to the gathering in of the harvest which coincided with the change. Two months have now elapsed since the harvest, and though the numbers have gone up on all the relief works, yet they have never approximated to the totals of March. I think it can be fairly presumed that the difference between the numbers at present on works and the numbers in March represents, to a certain extent, the reduction due to the new system, *i.e.*, to the exclusion of dependants. This difference or reduction is about 30 per cent.

Earnings and task performed under the old and new systems.

3. Assuming two dependants to be attached to every group of three workers, the total earnings, under the Famine Code system, with grain at 12 *seers* per rupee, would be 17 pice as follows :—

	PICE.
Man digger	6
Woman carrier	4
Child worker	3
„ dependant, grade I	2
„ „ „ II	2
Total ...	17

From the concluding portion of paragraph 1 it will be seen that a group of three workers, under the new system, can also earn 17 pice.

4. In paragraph 2 of the Government of India's letter under reply it is stated that the returns of these provinces show that the aggregate earnings of a working party of three under the new system has not averaged more than the aggregate earnings of three relief workers of similar age, sex, efficiency, and class under the old system, while the quantity of work done by the three has been little less than that done by five persons relieved under the latter as workers and dependants. I am unable to say how the conclusion has been arrived at. The aggregate earnings of a group of three under the new system is 17 pice, while the aggregate earnings of the three similar workers under the old system was only 13, as shown below :—

	Earnings. New system. PICE.	Earnings. Old system. PICE.
Man digger	7	6
Woman carrier	6	4
Child „	4	3
Total ...	17	13

The returns of this division also show that in February (the last complete month in which the works were carried on under the Code system) the average wages calculated on the 9 to 10-*seer* basis amounted to 18½ pice per worker, and the task executed by one digger was 80 cubic feet. April was the first month in which works were carried out entirely under the intermediate system. The average paid to workers was 17·3 pies per worker, and the task executed per digger was 88·2 cubic feet.

From the above it will be observed that the quantity of work done under the new system is larger than that executed under the old system, while the rate is less. From 80 to 85 per cent. of workers did their full task, and from 15 to 20 per cent. fell short of it.

Disadvantages of the old or Code system and advantages of the new.

5. Under the old system there was a minimum, and the difference between the maximum and minimum was so small that there was little or no inducement for the worker to exert himself. Under the intermediate system there is no minimum, and the workers are divided into family groups, and the head of the household is able to exercise a certain amount of control and more readily realizes that a short task brings a small wage and that a full task brings a full wage. One great drawback of the Code system was that the industrious were often punished on account of the lazy. The individual worker felt that no exertion on his part would enable him to earn the full wage if his fellow workers did not likewise exert themselves ; hence a tendency to idle. Another great disadvantage of the old system was that it necessitated bringing very young children and feeble old persons on the works, practically doing nothing and often during very unfavourable weather without sufficient shelter. Under the Code system it often happened that members of the same family were drafted into different gangs, which tended to weaken family ties ; but with the intermediate system the family groups were kept intact, and the members would mutually assist one another in many small ways, more particularly in the case of sickness.

From T. W. HOLDERNESS, Esq., Secretary to Government, North-Western Provinces and Oudh, to all Commissioners of Divisions, North-Western Provinces and Oudh, dated Allahabad, the 5th December 1896, No. 357—S.-73 :—

I am directed to address you on the subject of the employment of the Public Works Department in managing and carrying out famine relief works. At the present time distress is officially recognised as existing in the districts marginally-noted, and the Public Works Department has already commenced relief operations in these districts. Any relief work not being of the article 65 (*a*) class opened in the marginally-noted districts for the future must be treated as relief work under the Code and managed from the outset by the Public Works Department.

Allahabad.	Jaunpur.
Hamírpur.	Rae Bareli.
Bánda.	Sitapur.
Jhánsi.	Hardoi.
Jalaun.	

2. Article 60 of the Famine Code provides that where distress is commencing, ordinary works may be expanded as a temporary measure to meet the demand for employment. In these districts, that is, districts not officially declared to be distressed, it is open to you to commence test works in order to gauge the necessity for relief works. But experience has shown that test relief works managed by non-professional agency do not always gauge the existence of distress so well as works conducted under the strict safeguards and tests which are necessarily applied by the Public Works Department. I am therefore to request that when the necessity contemplated by article 60 arises, you will ordinarily employ the Public Works Department in controlling test works, or, when ordinary works are exhausted, in affording the employment necessary on a suitable work included in the relief programme, piece-work at rates suitable for the object in view being substituted for contracts. When the pressure of distress becomes such as to render the enforcement of piece-work as above mentioned unsuitable, these works can be readily converted into relief works under articles 70 and 74 of the Famine Code. The existence of a work in progress, with establishments on the spot, will place you in a far better position to meet any sudden pressure or rush of labourers than if the work had to be opened to meet a sudden and particular demand. Moreover, the existence of a work managed by the Public Works Department on the piece-work system as sketched above may satisfy all the requirements of a tract of country not acutely distressed, while the cost to Government will be much less than would be the case if regular relief works under the provisions of the Famine Code had to be established. You will not fail to observe that this system of works, which are intermediate between "ordinary" and "Code relief works," will be peculiarly useful as a reserve and supplement to the system of village works [article 65(*a*)] managed by the District Officers directly or by local zamindars.

3. Further orders dealing with the manner in which these orders are to be given effect to in detail will issue from the Public Works Department to Superintending Engineers, copies of which will be forwarded to you for information and guidance.

No. 358-S—73.

Copy forwarded to the Secretary to this Government in the Public Works Department, Buildings and Roads Branch, for necessary action with reference to paragraph 3.

(By order, &c.)

(Signed) P. HARRISON,
Under Secy. to Govt., N.-W. P. and Oudh.

From C. W. ODLING, Esq., Secretary to Government, North-Western Provinces and Oudh, (Public Works Department, Buildings and Roads Branch), to all Superintending Engineers, Provincial Works, dated Allahabad, the 5th December 1896, No. 9099-W.A.

The Lieutenant-Governor and Chief Commissioner has had under consideration the best method of testing the probability or existence of distress, and of affording employment in districts which are under observation, that is, districts in which famine threatens, but in which the existence of famine has not been officially recognised. His Honour is of opinion that the needful test will be best effected and the necessary employment afforded by work carried out on a system intermediate between "ordinary" and "Famine Code works," and this view is expressed in the orders issued in the Scarcity Department, of which a copy will be separately forwarded for your information and guidance.

2. In relief works under the Famine Code (articles 70 and 74) the enforcement of the "gang" and task systems, is imperative. The works proposed in the preceding paragraph may be regarded as preliminary to regular relief works under the Code. Should distress supervene, it will be very easy to convert these works from the piece-work to the task and gang system, and to expand the establishments.

3. But, while the works remain outside the strict letter of Code rules, it is proposed that the rates given shall, in view of the high price of food, be enhanced by 25 to, in particular cases, 50 per cent., *i.e.*, from Rs. 2 per 1,000 cubic feet of earthwork to Rs. 2–8–0 or Rs. 3. It is not intended that these works shall be given out on contract, but rather to piece-workers or gangers employing not more than 200 persons. Men of the *chaprási* class, relatives of petty officials, should on no account be employed. Village *pattidárs* are very suitable men, but in any case the piece-worker must actually reside on the work, and deal directly with the workers, who will then, with the class of men employed, be in a position to insist on a fixed proportion of the rate being paid to them. In giving out the work the wages to be paid to the workers would be specified; and it is considered that ordinarily 20 per cent. of the rate would be sufficient remuneration to the piece-worker for his own labour, interest on capital, and incidental expenses, such as baskets and perishable stores. It would be necessary to pay the piece-worker weekly, or at most fortnightly, as he would generally be a man of very small capital. The workers would usually bring their own *phaoras*, but at times it might be necessary to issue such tools to the piece-worker. In order that the piece-workers employed may comply with the conditions laid down in this letter, it may be necessary to impose the condition that a piece-worker who cannot carry out work to the value of Rs. 150 in a month will be discharged, whilst no piece-worker will be allowed to execute work to the value of more than Rs. 1,000 in one month.

4. Works on the lines mentioned will also serve as test works, the number and class of labourers resorting to the work being indicative of the sufficiency of the work to meet the degree of pressure, or the necessity for relief works under the Code. But they will not prevent test works under Code rules and on subsistence wages being also established, provided that they are some distance (five miles or more) apart. It will not, however, be possible to carry out works on the plan sketched above in a tract declared to be distressed, such as the districts mentioned in the margin.* In these districts, and in any other district recognized as distressed, the Code rules must be strictly followed. A manual of these rules is under issue for your guidance.

* Bánda.	Jaunpur.
Hamírpur.	Rae Bareli.
Jhánsi.	Sitapur.
Jalaun.	Hardoi.
Allahabad.	

5. The works to be carried out under the terms mentioned in paragraph 3 above will be confined to those for which detailed estimates have been sanctioned, and you should at once place yourself in communication with Commissioners of divisions in your circle with the view of putting one or more works in hand in those districts where they consider them to be required. The work put in hand must, unless with the express sanction of Government, be limited to what can be carried out by famine labour. Subject to the restrictions mentioned above, the works should be selected by Commissioners and may (provided there is an allotment for famine relief works for the district in which the work is situated, *but not otherwise*) be commenced under your orders in anticipation of the approval of Government. An immediate report giving the name of the work, the amount of the estimate, and date of commencement should, however, be made. The rate it is proposed to pay for earthwork should be mentioned.

6. Works carried out under the orders contained in this letter will be charged to the head famine relief and provided for from the allotment made, under that head, for such works in the district concerned. The usual weekly famine reports to the Chief Engineer will be required, and arrangements must be made to keep a record of the number of men employed.

Copy forwarded to all Commissioners of divisions and Collectors of districts, to the Examiner, Public Works Accounts, North-Western Provinces and Oudh, and to the Scarcity Department of this Government, for information.

(Signed) C. W. ODLING,
Secretary.

No. W.A.

Dated Allahabad, the December 1896.

Copy, with _____ spare copies, to _____

_____

_____

Registrar,
For *Secretary.*

Resolution of the Government of Allahabad, Scarcity Department, dated 16th March 1897, No. 753-S–73.

Read—

G.O., No. 357, of 5th December 1896, to all Commissioners of Divisions, North-Western Provinces and Oudh.

G.O., No. 9099-W.A., of 5th December 1896, to all Superintending Engineers, Provincial Works, North-Western Provinces and Oudh.

G.O., No. 428, of 16th December 1896, to all Commissioners of Divisions, North-Western Provinces and Oudh.

Government of India Circular No. 3-F., of 24th December 1896, on the exaction of full task in famine relief operations.

G.O., No. 464, of 13th February 1897, to all Commissioners of Divisions and Collectors of Districts, North-Western Provinces and Oudh (except Meerut and Kumaun).

Government of India Circular No. 16-F., of 13th February 1897, on principles for regulating expenditure upon public works in time of famine.

The advent of the *rabi* harvest and the further experience gained in the conduct of relief works under the Famine Code rules have led the Lieutenant-Governor and Chief Commissioner to consider whether, in the districts where distress is less acute, some modification is not required in the arrangements now in force on relief works, and in the method of fixing and paying wages. The commencement of the harvest has renewed the demand for field labour, which ceased when the winter rains put an end to the irrigation of the advanced crops. In some districts a fresh demand has sprung up for more irrigation to counteract the mischief caused by the high winds which prevailed a short time ago. It is unnecessary to say that it is of the highest importance to so regulate the relief works that they may not attract away labour which is required to get in or safeguard the harvest on which the food supply of the country will now largely depend. It is for every reason no less important to arrange tasks and wages with a view to limit the admission to relief works strictly to those persons who cannot find private employment and have no other means of subsistence.

At the same time it may be anticipated that the harvest work will not absorb the usual amount of labour, as the area sown is below normal, and the pressure on all classes will lead tenants and small proprietors to do more field work than usual themselves, and thereby dispense with the services of day labourers.

It is therefore necessary in most districts to maintain for the present relief works in some form, though employment will have to be found only for diminished numbers.

2. Relief works under the Famine Code rules, not only provide employment for all working members of a family, no matter how ineffective, but supply a gratuitous dole to all members who are unable to work. It therefore unavoidably happens that the members of a large family coming all together on the works are able to earn or receive collectively more than the effective working members alone could gain from a private employer and frequently more than suffices for their subsistence only. The presence of large crowds, including very numerous ineffective workers and dependants, renders it very difficult to enforce a full task or, without reducing the wage below subsistence level, to impose fines which will correctly represent short work. A fresh inducement is thereby offered to labourers to remain on relief works after private employment has re-opened.

The problem is to introduce a system which will retain the principle that relief work affording subsistence for the labourers and their dependants shall be provided where it is required, and at the same time to divest the work system of the features which may place it in competition with ordinary labourer where this is available.

3. The Lieutenant-Governor and Chief Commissioner believes that such a system may be found in a modification of the scheme of intermediate works sketched in the correspondence noted at the head of this resolution.

That scheme as originally framed required the interposition of petty contractors or middlemen between the Government and the actual labourers. The contractors derived a profit which was set off against the cost of establishment which Government would have had to provide. But it gave contractors an inducement to employ only the more able-bodied and to exclude the weakly who stood most in need of support, and constant supervision, involving expense, was required to counteract this tendency. The system is suited to less considerable works where distress is not very general, but it is less suited to large undertakings designed to afford relief to great numbers of unskilled labourers. A modification of it has recently been tried with success, and the Lieutenant-Governor and Chief Commissioner would like to see it generally applied, not merely to intermediate works on the old system, which it has now quite supplanted, but to many works now carried out under Famine Code rules where there is a fair *rabi* area and where the distress is not acute. Under this modified system no contractor or middleman is employed. The work is laid out, supervised, and measured, and payments are made by Government officials; and tools, where necessary, are supplied by Government. But the work will continue to be treated and paid as piece-work, not as task work under the Famine Code. No dependants will be recognised, and the payments will be in accordance with the amount of work actually done.

The rates and tasks will be so graduated as to enable an ordinary labourer or family of labourers to earn what the average family now earns in the shape of both wages and gratuitous doles (to dependants) combined. The discontinuance of Sunday labour makes it necessary to arrange for labourers earning on week days enough to provide for themselves and their dependants on Sudays also.

4. The table which accompanies this resolution shows the rates, tasks and wages which it is proposed to adopt as a standard, and an endeavour has been made to render them suitable for adoption in all parts of the provinces. But in view of the very varying conditions which exist in different districts, some local modifications may be found necessary, and these should be determined in each case by the Commissioner, Collector and Superintending Engineer.

The point to be borne in mind is to fix rates and tasks which will not render the relief works unduly attractive, and, while securing a fair outturn of work, will not permit labourers to earn more than a reasonable subsistence wage for themselves and their dependants. A maximum task has been fixed, representing the greatest amount of daily work which a labour party can be permitted to perform and the highest daily wage they can be permitted to earn.

The table is framed primarily to meet the case of a labour party (or family) consisting of a digger and two adult carriers; the number of carriers would in practice vary with the employment of minors. The standard task in ordinary soil is taken to be 100 cubic feet, and the rate fixed is Rs. 2-3-0 per 1,000 cubic feet. The party would earn daily for this work 14 pice, which would represent 6 pice for the digger and 8 pice for carriers, being 4 pice each if two adults were actually employed and proportionally less per carrier if there were two or more minors in place of an adult.

It would be the business of the charge officer or work agent and staff to form the parties and distribute the work.

If the full tale of 100 cubic feet were not executed, there would be a proportional abatement made in the total payment, and if the tale were exceeded, the payment would be proportionately raised up to the full or maximum task or wage, but not beyond that.

If the full or maximum task of 125 cubic feet were performed, the total earnings of the party would be 17 pice, representing 7 pice to the digger and 10 pice to the carriers, which, reduced to two adults, would give 5 pice to each. The exact apportionment of the total earnings of the gang or party could be varied as circumstances required. The above distribution is suggested as one generally suitable.

5. The ordinary task, if executed, would enable the average family to earn what it now receives in the shape of wages and doles, and, by a little extra diligence on week days, the full task would make provision for the Sunday wage without requiring labour on that day. At the same time a fair outturn of work would be ensured and proportional deductions made for short work. There would be some reduction in the crowds of dependants and ineffective labourers who throng the works and become a source of danger in the season when cholera is usually prevalent.

The foregoing rates are put forward tentatively as those at which the experiment can be commenced subject to any local variations which may be decided as above explained. Experience may show them liable to alteration.

6. Under instructions already issued this system will be introduced in the current month in the districts of the Agra Division, the *Holi* festival being taken as a suitable point of departure. It should also be introduced at the same time into any parts of the Rohilkhand Division where it may not be at present in force. In the Fyzabad Division it should be applied to any works which remain open, and in all cases where it may hereafter be found necessary to re-open works.

In the Gorakhpur Division such a system is practically in force in half the district. In the other part of the district and in Azamgarh it can be introduced at once as the Commissioner finds it possible to do so. It is believed that all necessity for relief works in Basti has now ceased or will shortly cease. Should any be retained or re-opened, the system now indicated should be adopted.

It will be necessary to retain the works under the Famine Code system in the Hardoi district; but the Commissioner of Lucknow is at liberty to introduce the system above described into the whole or part of any other district in his division, and should take early steps to effect the change where it seems possible.

In the Allahabad Division, the system should be introduced into the Cawnpore and Fatehpur districts, and into the north part of the Allahabad district, consisting of the Doáb portion, and the three tahsíls (Phulpur, Handia and Soraon) across the Ganges.

The Commissioner of Benares should consider and report whether the system should be introduced into the Jaunpur district.

It is not proposed to make any change at present in the system of relief works under full Famine Code rules in those districts where the distress is very acute, and the contracted area of the *rabi* crop and its defective condition do not hold out any prospect of considerable occupation for labour in harvesting it. In this category come the Bundelkhand districts,

South Allahabad, Mirzapur and Hardoi. No attempt will therefore be made to introduce the intermediate system into these parts.

Where action is to be taken under these orders, it should be taken promptly as the harvest season has already begun.

Order.—Ordered that copies be forwarded to all Commissioners of Divisions and District Officers, North-Western Provinces and Oudh (except those of the Meerut and Kumaun divisions), for information and necessary action.

Ordered also that copies be forwarded to the Secretary to this Government in the Public Works Department, Buildings and Roads Branch, for information and necessary action.

(Signed) T. STOKER,
Secy. to Govt., N.-W. P. and Oudh.

Table showing rates to be paid for earthwork—intermediate system.

Kind of soil.	Ordinary task.					Full task (provides for dependants).		
	Task adapted to ordinary workers.	Rate per 1,000 cubic feet.	Rate per 100 feet.	Wages earned by performing task.	Remarks.	Task which can be performed by hard work.	Wages earned by performing task.	Remarks.
	C. FT.	RS. A. P.	RS. A. P.	RS. A. P.		C. FT.	RS. A. P.	
I. Soft	120	1 14 0	0 3 0	0 3 6	As. 3-7 but taken as As. 3-6.	141	0 4 3	....
II. Ordinary standard-rate.	100	2 3 0	0 3 6	0 3 6	..	125	0 4 3	As. 4-4 but taken as As. 4-3.

N.B.—(*a*) The rate No. II is the standard. The 14 pice earned would be distributed between the digger and carrier or carriers in proportions varying with the locality: in the second circle the digger would receive 6 pice and two carriers 4 pice each for an ordinary task, and the digger 7 pice and two carriers 5 pice each for a full task.

(*b*) The rate No. II would be followed in the absence of special orders by the District Engineer, to be reported to the Divisional and Superintending Engineer.

(*c*) These rates are adapted for roads where the lead is not materially in excess of 50 feet or the depth of excavation much in excess of 5 feet.

(*d*) In the case of tanks where greater lifts and leads would be met with special rates providing for the extra lift and lead would be sanctioned by Superintending Engineers, following generally Appendix D, Famine Code.

(*e*) The above rates are for earthwork only thrown up to section. Dressing and finishing would usually be separately paid for at a rate not exceeding for roads 8 annas per 1,000 cubic feet of earthwork, to be fixed by the Superintending Engineer. Where the dressing could be done by the same gang, the earth work rates would be increased by 5 annas per 1,000 cubic feet.

From T. STOKER, Esq., Secretary to Government, North-Western Provinces and Oudh, to the Commissioner, Lucknow Division, dated Allahabad, the 6th April 1897, No. 937-S.—103.

I am directed to acknowledge your No. 67949-XIII—10, dated 30th March 1897, and in reply to say that the intermediate system can be tried in all parts of all districts in the Lucknow Division, except Hardoi, where works under the full Famine Code rules should for the present be maintained.

2. This system does not contemplate the payment of non-working dependants, as the wages have been adjusted on the basis of 12 seers per rupee, so as to allow of the efficient workers in a typical family ordinarily earning sufficient to support the inefficient members of their family. But experience elsewhere has shown it to be possible that parents or relatives may from indolence, indifference, or continued pressure of distress fail to make necessary provision or provide suitable food for young children unable to work. It is impossible to provide for this class by bringing them on the village relief lists while their parents are on relief works. Should it therefore become apparent from their condition or appearance, or from any other substantial reason, that young children require some special provision for their relief on intermediate work

the course to be adopted is to open kitchens on the works and provide for the supply to them of a ration of cooked food on the scale laid down in article 101 or 102 of the Famine Code, that is, ¼ of the ration allowed in the circumstances to an adult. The cost of the kitchens and food supplied will be charged against the work.

3. This provision will be confined to children out of arms, but under seven years of age. A cash dole of one pice should be given to a child in arms, as cooked food cannot be distributed to them, in which case it seems desirable to increase the food allowance of the mother. Adult male and female dependants should receive no gratuitous dole either in cash or food; they should, if necessary, be brought on the village relief lists or provided for in poor houses if they have no homes. Instructions on the subject have been laid down for the Fatehpur district in the minutes of the conference held by His Honour at Fatehpur on the 30th March, a copy of which will reach you in due course. You have discretion to introduce the arrangement on any of the relief works in your division where you may find it necessary to make some extra provision for child dependants. You are to regard these instructions as supplementary to those contained in my No. 753, dated 16th March, prescribing the system of intermediate works.

No. 938-S.—103.

Copy forwarded to all Commissioners of Divisions, North-Western Provinces and Oudh (except Meerut, Lucknow and Kumaun) for information and guidance. These orders are of general application to all districts having intermediate works.

(By order, &c.)

(Signed) P. HARRISON,
Under Secy to Govt., N.-W. P. and Oudh.

From T. STOKER, Esq., Secretary to Government, North-Western Provinces and Oudh, to all Commissioners of Divisions and District Officers, North-Western Provinces and Oudh (except Meerut and Kumaun Divisions), dated Allahabad, the 14th May 1897, No. 1130-S.:—

It has been brought to the notice of the Lieutenant-Governor and Chief Commissioner that in some exceptional instances and localities a proportion of labourers seeking employment on intermediate works are from poor physique and reduced condition unable to execute the full standard task, or so much of it as will suffice at the prescribed rates to procure for them an adequate subsistence wage. His Honour has accordingly considered the best method of meeting these exceptional cases without making any general reduction of the ordinary rates which are found to make sufficient provision for the general body of labourers.

2. The method, which commends itself to Government is the formation of the weaklings into separate gangs, and the prescription for these infirm gangs of a reduced task which may be on a sliding scale, the *minimum* being fixed at 60 cubic feet in ordinary soil, instead of the 100 cubic feet laid down as the standard in G.O., No. 753, dated 16th March 1897. The weakly gang would receive the full wage prescribed in ordinary gangs or 100 cubic feet on executing the reduced task if fully accomplished. The gang would further have permission to execute work and earn wages to the extent of 25 per cent. in excess of the reduced standard in order to provide for Sunday wage.

3. The Lieutenant-Governor and Chief Commissioner accordingly gives discretion to District officers to sanction this special arrangement in any intermediate work where, owing to the generally reduced or feeble condition of the people, the necessity is shown to exist. It should not be introduced merely on account of the occurrence of occasional cases of emaciation, for which provision can otherwise be made. The annexed table shows the tasks and rates for weakly gangs. These instructions are to be read in continuation of G.O., No. 753 of 16th March 1897.

No. 1131-S.

Copy forwarded to the Secretary to this Government in the Public Works Department, for information and communication to Public Works Officers.

(By order, &c.)

(Signed) H. R. C. HAILEY,
Under Secy. to Govt., N.-W. P. and Oudh.

Table showing special rates to be paid for earth work in the case of weakly gangs on the intermediate system.

Kind of soil.	Task.	Rate per 1,000 cubic feet.	Rate per 100 cubic feet.	Wages earned by performance of task.	Maximum task allowed to be executed.	Maximum wages.
	C. FT.	RS. A. P.	RS. A. P.	RS. A. P.	C. FT.	RS. A. P.
I. Soft	100	2 3 0	0 3 6	0 3 6	125	0 4 3
II(*a*) Ordinary	60	3 12 0	0 6 0	0 3 6	71	0 4 3
II(*b*) Do.	70	3 2 0	0 5 0	0 3 6	85	0 4 3
II(*c*) Do.	80	2 13 0	0 4 6	0 3 6	95	0 4 3
II(*d*) Do.	90	2 8 0	0 4 0	0 3 6	106	0 4 3
III. Hard	50	4 3 6	0 6 9	0 3 6	63	0 4 3

Order—No. 662, Revenue, dated 2nd August 1897.

Miscellaneous.

Communicated to the Famine Commissioner.

2. The papers are in the opinion of Government interesting and deserving of careful consideration.

(True Extract.)

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

To the Famine Commissioner.
,, the Public Works Department.

Exd. Md. Pahilvan.

70 Copies.

Government {1897} of Madras.

REVENUE.

Recd. } 1897. *Enclosures*

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G.O., No. 662, 2nd August 1897.

No 2521 W 95-5-97
Communicated to the
Supp Estr in Continuation of
Go No 4466 W 9-7-97
(29 Enc
EJ
Sup Estr

AUGUST.

Modified System of "Intermediate" Relief Works.

Communicating to the Famine Commissioner, with remark, certain correspondence regarding the — in the North-Western Provinces and Oudh.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—the following letter from T. W. HOLDERNESS, Esq., I.C.S., Deputy Secretary to the Government of India (Department of Revenue and Agriculture—Famine), to the Secretary to the Government of Madras, dated Simla, the 22nd July 1897, Circular No. 24—91-6-F. :—

In continuation of my Circular No. 20—91-2, dated the 19th April 1897, I am directed to forward, for the information of the Governor in Council, a copy of the correspondence noted in the margin regarding the working of the modified system of "intermediate" relief works in the North-Western Provinces and Oudh.

Letter to Government, North-Western Provinces and Oudh, No. 2106—91-4, dated 21st May 1897.

Letter from Government, North-Western Provinces and Oudh, No. 1525, dated 10th July 1897.

Enclosures.

From T. W. HOLDERNESS, Esq., Deputy Secretary to the Government of India, Department of Revenue and Agriculture, to the Secretary to the Government of the North-Western Provinces and Oudh, Scarcity Department, dated Simla, the 21st May 1897, No. 2106—91-4-F.

In continuation of my letter No. 1071—91-3-F., dated the 19th April 1897, in which the Government of India asked to be informed how the modified system of intermediate relief works prescribed in the resolution of the Government of the North-Western Provinces and Oudh, No. 753, of the 16th March 1897, has answered in practice, I am directed to say that the Government of India would be glad to learn what has been the experience as to the sufficiency or otherwise of the tasks and wages scale prescribed in the resolution. The intention was, the Government of India understand, to enable a party of three workers to earn with diligence as much as a party of five, of whom two were ineffective workers or dependants, received in wages and doles under the strict Code system. The Government of India wish to know whether on the whole the result has conformed to this intention; whether, in short, the number of workers and dependants has been reduced by two-fifths by the new system, or has been kept to that extent below the numbers which would, but for the introduction of the new system, be now on the relief works; and whether this reduced number of workers is on an average earning as much as the larger number would have earned under the Code system. The Government of India would also like to know whether any change has been found necessary in the tasks or wages provisionally prescribed in the resolution quoted above.

2. From the incidental notices of the working of the system contained in papers from time to time communicated to the Government of India by the Local Government, it would seem probable that the aggregate earnings of a working party of three under the new system have not averaged more than the aggregate earnings of three relief workers of similar age, sex, efficiency and class under the old system, while the quantity of work done by the three has been little less than that done by five persons relieved under the latter as workers or dependants. If this be the case, the economy of the substituted system is manifest, but it is not equally clear that the persons finding employment under it earn a margin over and above what is required for their own support, from which the inefficient members of their respective families can be maintained.

3. In making these inquiries the Government of India do not wish to imply in any way their disapproval of the system, but as it or similar systems will be on trial in other parts of India, they are anxious to ascertain the actual results in each such case where a departure, more or less experimental, has been made from the scheme of relief prescribed by the Famine Codes.

From the Secretary to Government, North-Western Provinces and Oudh, to the Secretary to the Government of India, Revenue and Agricultural Department (Famine), dated Naini Tal, the 10th July 1897, No. 1525.

I am now directed to reply to your No. 1071—91-3-F., dated 19th April 1897, and No. 2106—91-4-F., dated 21st May 1897. The delay which has occurred was due to the difficulty in collecting materials where the staff has everywhere been overwhelmed with more urgent work. It was, moreover, impossible to attempt any survey of the results of the intermediate system till at least a month's experience had been gained. As it is, the conclusions will probably be found liable to modification when the system has been worked for a longer period and its details more fully elaborated.

2. To explain clearly the objects and the effects of the system, it is necessary first to make a brief survey of the circumstances, places and time of its introduction.

In the shape originally adopted,* work under the intermediate system was distributed among piece-workers or gangers who were, in effect, petty contractors paying the labourers fixed wages and themselves remunerated by rates which allowed sufficient margin for their own labour and expenses. The works were, in fact, conducted on the ordinary system of public works with the large contracto reliminated and provision made for securing the employment and fair remuneration for labourers requiring relief. The plan was suggested by the circumstance that in certain less distressed districts where large railway and canal works were in progress, the people were for a time able to find support on them without the necessity arising for special relief works under the Famine Code system. Though possessing certain advantages, this early system was found to fail in one particular. The ganger or middleman had a direct object in employing only the most efficient labour, and in practice it was found impossible to always prevent the exclusion of weakly or inefficient workers who could not render a reasonably full task. The persons excluded were generally those who stood most in need of relief. Those who least needed assistance were able to earn much more than a subsistence wage, while those who most required it were sometimes unable to earn anything.

* G.O., No. 357 of 5th December 1896.
G.O., No. 9099-W.A. of 5th December 1896.

3. A modification was therefore introduced, at first in a tentative form in certain localities, by which the middleman was excluded and the work given out direct to the labourers by the official staff, who also measured up the work done and distributed the payment. This arrangement put an end to the complaints which existed against the system in its first form.

4. At the end of February, when field work was in abeyance, the relief works were thronged by great multitudes. Many of them could possibly have subsisted without this resource, but the Famine Code system offered no effective means or test which would exclude them. The number of dependants was also very great, and in the less distressed districts there was some reason to fear that the system was abused by the introduction of inefficient labourers and hangers-on whom the relatives that might have supported them found it convenient to throw on State support. The season was approaching when outbreaks of epidemic cholera might be expected. The collection of larger numbers in relief camps was therefore a source of danger which it became necessary to minimize. The presence of numerous idlers was also calculated to demoralize the working body. Moreover, the period of the spring harvest was approaching, when it was most essential that the labour required for gathering the crops should not be diverted to relief works. In the public interest it was most necessary that all available labour should be devoted to the harvest work, and that the State should be relieved of the cost of supporting those who could find employment when it commenced. The relaxation of prices and the addition to the food supply consequent on the harvest afforded other reasons for contracting the area of relief. Other measures—which need not be here narrated—were adopted to secure these ends. The success of the modified system of intermediate works indicated it as a useful auxiliary measure, capable of wide expansion. It was accordingly determined to introduce that system into all districts where distress was not acute in substitution of the full Famine Code system then in force. The period selected for commencing the change was the Holi festival (20th March), which marks the beginning of the harvest in these provinces, and when the works would be, and as a matter of fact practically were, deserted by all those not actually dependent on them for subsistence.

Instructions were accordingly promulgated in Resolution No. 753 of 16th March, which resumed and repeated orders which had already been given at conferences and otherwise to the various officers engaged in relief operations, and the conversion commencing from the Holi was generally completed in all the selected districts by the beginning of April. Early in March considerable numbers had begun to leave the works to assist in getting in the spring harvest. The introduction of the intermediate system coincided with, or was followed by a further fall.

5. The objects aimed at in the modified form of intermediate works were—

(1) to remove and exclude from relief works those who could find employment elsewhere or were not dependent on such works for their subsistence;

(2) to get rid of such portion of the large number of dependants and useless workers as were a source of danger and demoralization, and whose friends, included in the preceding category (1) were able to support them;

(3) to secure a better outturn of work for the money expended.

The first object would be gained by the imposition of a more stringent labour test and by the principle of payment by results. The intermediate system, though imposing a maximum wage limit, does not include any provision for the payment of a minimum wage irrespective of task, this minimum wage on full Code works being the most potent enemy of economy and discipline.

The second object would be furthered by permitting the able-bodied members of a family to earn enough to support their dependants as well as themselves, while the limitation on possible earnings would prevent competition with private employment or ordinary public works.

The various reports received from District and Divisional officers, and the papers which accompany this letter, show that, in the main, the system has proved capable of securing these results. The numbers have been kept down; the dependants and useless labourers have either disappeared or been limited to children whose emaciated condition required special aid; the outturn of work has been increased and the cost of it lowered; while sufficient relief has been afforded to the population of those tracts where the system has been enforced.

6. It was recognised that the system would not be suitable for districts where the distress was acute and widespread. In such tracts it was necessary to arrange works which would provide a moderate fixed task and a bare subsistence wage for each applicant. The piece-work system was therefore unsuited for such conditions. The intermediate system was accordingly restricted to those districts where distress was less severe and less extended. These comprised all districts, except Bundelkhand, South Allahabad and Hardoi. In only one small and doubtful case was it found desirable to revert again to the Code system.

7. But experience of its working led to two modifications of the scheme as defined in Resolution No. 753. Families coming on the works brought young children who were unfit for labour, but could not be separated from their relatives. It was observed in some localities that the condition of such children was bad, owing to neglect or indifference on the part of their parents. This phenomenon was not confined to intermediate works or due to any defect of the system. It was first observed on the Famine Code works, where the children received a dole sufficient for their support. It has even been noticed in the case of persons gratuitously relieved at their own homes. One of the unhappy effects of protracted scarcity has been to weaken the ties of domestic duty and parental affection, and to lead parents to divert to their own uses or to savings the relief provided for their children who were not required to work. Where this state of affairs has existed, the plan has been adopted on Code works of supplying young children with cooked food instead of a money dole. On intermediate works, where the necessity arose, discretion was given * to Divisional officers to authorize the distribution of cooked food to young children and to add one pice to supplement the diet of nursing mothers. This was no doubt, as has been pointed out, a departure from the original principle, but as these children could not be removed from their parents and placed in poor-houses or on village lists, there was no alternative but to either acquiesce in their maltreatment or to provide them with a daily meal.

* G.O., No. 937 of 6th May 1897.

8. It was further discovered that the standard task laid down in Resolution No. 753, though suited for persons of ordinary physique, pressed hardly on persons who were infirm or in reduced condition. When such persons were employed to any substantial extent with effective workers, the outturn of work and the earnings of the whole party were reduced—a result which pressed unfairly on those who had themselves rendered a full task. Permission was consequently given † in exceptional instances and localities to form these weaklings into separate gangs and prescribe a reduced task for them. A separate table of tasks and rates was drawn up for these gangs and will be found annexed to the Government Order last quoted. No other change in the system has been found necessary, though occasionally the proportion of carriers to diggers has been exceeded where it became necessary to find employment for a disproportionate number of applicants of the former class.

† G.O., No. 1130 of 14th May 1897.

9. Turning now to the specific questions in the letter under reply, it must first be observed that, though the intermediate system has undoubtedly been effectual in keeping down the numbers on relief works, yet it is not possible to formulate the exact reduction attributable to that cause alone. The re-opening of field labour had caused many to leave the works before the intermediate system was introduced, and the same cause continued operative after its introduction. At the same time there are instances of works being abandoned and not resumed as soon as the system of payment by results was enforced. The information before Government shows that numbers left to seek other employment who would have remained under the Code system, and that many more were deterred by the same consideration from returning after the completion of the harvest. Persons, for instance, who were content to resort to works in the neighbourhood of their homes and earn a subsistence wage by a few hours' labour would not undertake piece work, which required a fair day's work for a fair wage.

Where different agencies were at work, it is impossible to separate the results due to one agency only. Nevertheless, conclusions of reasonable accuracy may be drawn from the existing returns. On the 27th February, when the numbers on works reached their maximum, the number of workers and dependants in those districts, where the intermediate system was subsequently introduced, amounted to 552,917. After the conclusion of harvest operations, when field work had again ceased to afford employment, the numbers began to rise again and had reached their maximum on the 29th May. Some no doubt were placed by the *rabi* harvest in a position which rendered them independent of relief, and some were employed in tending the hot weather crops. But the great bulk would have returned to the works in the slack season if they had found the conditions still existing which attracted them before. Yet on the 29th May the numbers in these districts were only 162,785—a fall of over 70 per cent.; that is to say, less than 30 per cent. of those on the Code works in February returned to the intermediate works in May. In the districts under observation the fall was even more marked. Of the workers present on the 27th February, 78 per cent. had disappeared on the 29th May, leaving only 22 per cent. of the original number. On the other hand, in the six districts where the Code system has been in force all through, the numbers rose between 27th February and 29th May by over 47 per cent. These of course were the most distressed districts, where the spring harvest was poorest and the resources of the people most exhausted, and much allowance must be made for this circumstance. Still it may be safely inferred that the reduction effected by the intermediate system was not less, but considerably greater than two-fifths.

10. The question of wages and outturn of work is dealt with in the papers which accompany this letter. The figures are not so complete or accurate as a more prolonged experience and a more accurate scrutiny may be expected to afford; but they may be taken as showing that the average earnings have been higher and the average outturn of work considerably greater per head than under the Code system, while the cost of the work has been substantially reduced. In considering these figures it must be remembered that under the Code system the workers and dependants receive a Sunday wage though no work is done. On intermediate works the Sunday holiday is observed and no wages are paid, but the rates are adjusted to enable the workers to earn enough by six days' work to support themselves and their dependants for seven days.

It would be difficult to reduce to arithmetical terms the margin of earning left to support the inefficient dependants of the workers under the intermediate system. But it can be safely affirmed that, with the modifications now adopted, the system does in practice afford sufficient maintenance for both, and there has been no deterioration in the condition of the people where the system is in force; in fact, they would compare favourably with the workpeople under the other system, though here, again, the relative intensity of general distress would have to be taken into account.

It may be observed that districts under the intermediate system have kept wonderfully free from cholera during the summer. The outbreaks have been few and mild. Among the larger numbers on Code works in the very distressed districts the cases of epidemic cholera have been more numerous, persistent and fatal.

11. The intermediate system undoubtedly requires very close supervision and control to secure successful results, and it necessitates the employment of a larger staff than the Code system. Even with this additional charge it has the advantage in economy of working. But these conditions also tend to render it unsuited for the very extensive works that must be maintained and the large masses of people who must be handled in the acutely distressed districts where the Code system is in force. But in the localities suitable for its operation it has proved adequate as a means of relief, efficient as a test, and effective and economical in securing a fair outturn of work at reasonable rates.

Note by the Hon'ble Mr. ODLING, Secretary, Public Works Department, dated the 2nd July 1897.

The Government of India ask—

(1) whether on intermediate works three persons can earn as much as five (two of whom were non-effectives) on the Famine Code system;

(2) whether, as a result, the numbers have been reduced by two-fifths of what they otherwise would have been;

(3) whether this reduced number of persons is earning as much as the larger number of persons would have earned under the Code system; and

(4) whether any changes have been found to be necessary in the original orders.

2. In regard to point No. 4, there have been the following alterations and modifications:—

(i) Children under seven fed in kitchens where considered necessary by Collector.

(ii) Extra carriers allowed and rate increased proportionally where numbers of persons not able to dig were in excess of proportion of carriers provided for in original orders.

(iii) Gangs composed of weakly persons provided for.

3. In regard to points 1, 2 and 3 the information has not been clearly given, partly because the basis of wages varied and partly because the rules instead of results have been commented on.

4. Apart from Mr. Palmer's note, which is very full and detailed, a note prepared by Mr. Holme for Mr. Higham gives the only information of value.

In this note it is stated—

(1) that the task actually executed per worker, Famine Code works, was 14·3 cubic feet, and under intermediate works 32·5 cubic feet;

(2) that the number of carriers had been reduced from 4 per digger to 2;

(3) that payments were easier, as the digger, or in some cases the head of a party of diggers only, was paid;

(4) that the earnings per worker were 17 pies per head against 11¾ under the Famine Code;

(5) the rate (Gorakhpur district) for intermediate works for April was Rs. 2–11–2 per 1,000 cubic feet, whilst for Famine Code works up to the 31st March it was Rs. 3–14–0 per 1,000 cubic feet, in both cases wages of workers only.

5. Mr. Sheridan merely states that the change has been beneficial; that the digger's task has increased from 80 to 88 cubic feet; and that the average wage has been 17·3 pies per worker. The last item is of importance, as three persons would earn 51·9 pies in a day, or 4 annas and 4 pies, which would be sufficient to support a typical family of five.

6. Colonel Pulford gives no facts, except that the average wages per worker, intermediate works, has been 15 pies per head.

7. Mr. Palmer's note, paragraph 6, shows that where the workers were in good condition and earned the maximum wages, three workers obtained under the new intermediate system 43·5 pies against 42·8 pies, the sum which would have been earned by three workers and two dependants under the Famine Code system.

8. I have only myself to add that the falling off in numbers was marked after the 1st of April, and that it must have been largely due to the substitution of the intermediate for the Famine Code system.

Note on the intermediate system of conducting large relief works as distinguished from the Famine Code scheme, by C. G. PALMER, Esq., M.I.C.E., Additional Superintending Engineer, Famine Relief Works, dated the 17th June 1897.

Letter No. 3443-F., dated the 28th May 1897, from the Chief Engineer, Provincial Works, North-Western Provinces and Oudh, calls for an analysis of the wages made and the tasks executed by workers on relief works conducted on the intermediate system as compared with those on the Code system in the Allahabad Revenue division. An analysis is given for four weeks in the tables attached, which shows the results of the seven districts. One of these districts, Jhansi, contains two Public Works sub-divisions, Jhansi and Lalitpur, and as the accounts are kept separately, a separate table is given for each of them.

2. In accordance with the tenor of the letter quoted, only the papers available in my office have been used for the purpose; they consist of weekly reports compiled by the Public Works Department district offices from the weekly reports of the officers in charge of relief works (Famine Code Form No. III) as soon as received and without the application of the subsequent corrections which are made in the quantities of work shown after test measurements have been applied to completed works or portions of works. Such test measurements sometimes show that the work done has been overstated by the officer in charge; but these subordinates being mostly very new to Public Works accounts, it is sometimes found that they have omitted work done, and more often that they have mixed up the accounts and progress of other works (as excavating *muram* or quarrying stone metal) with those of earth work. The same errors occur in the hurried weekly compilation of the returns by the hard-driven district offices. These errors do not affect the relations between wages and persons, but they render comparisons between the numbers of men employed and the work done rather unreliable until the accounts are regularly compiled. In the weekly compilation, made up as quickly as possible for current information, there is no time to check and correct errors of detail which do not affect the main points, on which early information is required.

3. The tables drawn out from the weekly reports give various results, which seem to call for remark. The districts of Cawnpore and Fatehpur, and the northern part of Allahabad, have works on the "Intermediate" system, with wages calculated on a basis of 12 *seers* to the rupee. The other districts have works on the "Famine Code" system, with wages calculated on a basis of 10 *seers* to the repee. Taken in the mass, they give the following general results:—

Intermediate Works.

Allahabad, north of Ganges	Wages from 11·9 to 13·4 pies per person, and work about 50 cubic feet per man, both falling in amount. Many of the men are ineffectives.
Fatehpur district	Wages 13·9 to 14·5 pies per person, and work about 80 cubic feet per man. Fairly steady. Quantity of work probably overstated.
Cawnpore district	Wages 9·7 to 12·9 pies per person, and work 30 to 64 cubic feet per man, both falling rapidly in consequence of the able-bodied men leaving the works.

Code Works.

Taking all the Code districts together for comparison with the intermediate districts, and allowing for local errors of distribution of charges and progress, the general result is to give a fairly steady worker's wage of 13·7 to 14·3 pies, with a slight tendency to fall, and an outturn of 30 to 40 cubic feet per man, including the weakly and ineffective.

4. To compare the "intermediate" earnings on wages at the scale of 12 *seers* with the Code earnings on wages at the scale of 10 *seers*, it is necessary to reduce the latter sums by about one-sixth. Thus the Code earnings found above become, for purposes of comparison, earnings of 11·4 to 12·0 pies per worker. Against this the intermediate wages of North Allahabad and Fatehpur vary from 11·9 to 14·5 pies. The case of Cawnpore is quite peculiar and will be treated of at a later stage.

5. The Government of India desires to ascertain how far three workers' wages on the intermediate system exceed, or fall short of, three workers' wages *plus* two dependant's allowances on the Code system. Week by week the dependants' allowances on all Code works has remained at a very steady figure of about 3·2 to 3·4 pies per head, because over 87 per cent. of the "dependants" are children under seven years of age, who get 3 pies each when not supplied with cooked food instead. These allowances would remain practically the same if the scale of wages was 12 *seers*. They therefore need not be reduced for purposes of comparison with intermediate works on the 12-*seer* scale.

6. The data stated and found in the last three paragraphs give the following comparative results:—

Code Works.	Minimum. PIES.	Maximum. PIES.
Three workers' wages at 11·4 to 12·0 pies	34·2	36·0
Two dependants' allowances at 3·2 to 3·4 pies	6·4	6·8
The family group ...	40·6	42·8
Intermediate Works		
Three workers' wages at 11·4 to 14·5 pies	35·7	43·5

This calculation shows the intermediate wages at times falling below and at times rising above the combined earnings of a family under the Code system. It does not, however, fully state the case; for under the latest orders, all children under seven years are provided with cooked food on intermediate works, and this places over 87 per cent. of the dependants on the same footing as if they were Code works; so that the workers on intermediate works are substantially better off. Again, all persons who can do any sort of work—very weakly persons—are provided with smaller tasks on the modified intermediate works. Thus, numbers of weakly persons who are on the border line of effectiveness find employment. They might be classed as either superior "dependants" or very inferior "workers," and their work has to be paid for at a higher rate per 100 cubic feet than the work done by effective men.

7. I think this rather does away with the main features of the intermediate scheme as it first appeared. Intermediate work is now scarcely distinguishable from ordinary Code works, excepting that the digger and effective worker has to give more work for the money. The labouring classes have found this out. If there is any other employment to be got, an effective man can make more by taking it than by working the intermediate scheme; but he can profitably leave his dependants and ineffectives on the relief works.

8. Cawnpore district furnishes an example. There is some choice of general employment in Cawnpore. and so the attendance of men on the intermediate works has gradually run down to 13·9 per cent. of the *workers*. With 788 women, 726 children over seven years and 138 children under 7 years (who are given cooked food), there are only 246 men on the works; and the District Engineer reports that most of even those are old, or feeble from some other cause. The proportion of men to workers on Code works is 27 to 32 per cent. In North Allahabad there was no other work obtainable, and the propotion of men rose higher than on Code works, ineffective men taking advantage of the "weakly" tasks as soon as introduced. In Fatehpur they have remained steady, and their numbers are so small that they can be rigorously overlooked. The intermediate system, as it now is, requires a great deal more supervision than the Code system.

9. The later developments of the intermediate system have grown out of the demand that every person who asks for labour must get it, and must be able, however feeble, to earn enough by it for his own support. On the other hand, it seems to me that the distinctive features of the system are lost as soon as that demand is complied with. Under the natural and persistent economic conditions of labour the income of a working family consists of the wages of its workers and of nothing more. The family group has to support itself on those wages as it best can, or starve. The absolutely ineffective members bring in no wages or allowances. In ordinary times the wages of the wage earners are sufficient to more or less satisfactorily supply the necessities, and some comforts, of life for the whole family group. If it were not so, the population would decrease. But at the best of times there are always some near the condition of being unable to procure necessities. In a time of scarcity there is generally less employment to be got and thus less income, and the income buys less food.

10. The high price of food destroys the old balance between wages and wants. A single man can still support himself when the family group must starve. The Code scheme of relief is to increase, *not* the *wages* of the wage earner himself, but the incomings of the family group as a whole and in proportion to its actual necessities. On the numerical view that the necessities of a group are *gauged* by the classification and number of the persons composing it, the Code has prescribed a separate wage for each unit, and a separate task for each worker. No one may by extra work get enough to be any inducement towards hard work: no one may be fined below subsistence point for idleness. Each man, woman, and child must be supplied with just enough for his wants, or not much more, and do a fair task of work in proportion to his capacity. No one must get more than just his share, and no one must get much less.

11. This is, indeed, that fair and orderly communism which is so pleasant to contemplate and so perverse in breaking down whenever called upon to pay its way. By directly supporting all the dependants of the family group, the Code relieves the wage earners of one great incentive to labour; by limiting the wages which greater labour may earn, it deprives them of a second incentive; and by closely curtailing the privations of idleness, it releases them from the obligation to labour. The incentives that remain are very feeble, and to get any ordinary quantity of work out of men with only their help requires more supervision and constant "driving" than is ordinarily possible under the circumstances of famine-relief works. This is the principal cause of the costliness of famine labour, much more so than the weakness or inability of the workers.

12. The intermediate system as it originally issued under G.O., No. 9099 W.A., dated the 5th December 1896, substituted ordinary piece-work contracts for the artificial tasks and fines and individual payments. It preserved the natural condition by supplying the wants of the family group, not directly, but through the labours of the wage earners only. It increased the earnings of the workers by giving a higher rate for the work. It did not limit the amount of work a man might do and get paid for, nor did it limit the extent to which he might suffer for idleness.

13. That scheme preserved the natural conditions, and I think it failed because the rate for work was not raised enough; because the system had not time to establish itself; and because it was called on to do two incompatible kinds of work. It was required to furnish a fair living for full work to the industrious; and at the same time a subsistence, with only the pretence of work, to those who could not labour or would not. I think the original system could be used with great benefit in any degree of famine, the rates being raised proportionately to food prices. But for the weakly and ineffective who cannot earn their living at these works there should be small Code works on strictly subsistence wages, so that no one should be tempted to remain on them who can go elsewhere. What the Code calls "minimum" wages are a handsome living that people can get fat on: and what it calls "the penal wage" is a very fair subsistence wage.

14. I believe the two kinds of works together—properly graded intermediate works, and Code works on really subsistence wages—would meet all the wants of the most severe scarcity.

Famine Relief, Allahabad Revenue Division.

Analysis of wages and work done during four weeks, compiled from weekly reports drawn up for the Additional Superintending Engineer.

Week ending—	Workers. Number—daily average on works. Men.	Women.	Children.	Total.	Daily wage per head.	Daily task done per man.	Proportion of men to all workers.	Children under 7 years of age.	Remarks.
1	2	3	4	5	6	7	8	9	10
	NO.	NO.	NO.	NO.	PS.	C. FT.	P. CT.	NO.	
Allahabad, North of Ganges—Intermediate.									
15th May 1897 ..	2,873	5,425	972	9,270	13·0	46·5	30·0	2,999	On road works.
22nd do. ..	3,063	5,912	1,407	10,382	13·4	51·6	29·5	3,140	* Ineffective men joining and children in higher proportion.
29th do. ..	4,715	4,292	1,218	10,225	13·1	† 21·2	46·1	3,671	† Apparently some mistakes in the figures supplied.
5th June 1897 ..	4,285	4,109	1,661	10,055	* 11·9	† 21·6	42·6	3,186	
Fatehpur District—Intermediate.									
15th May 1897 ..	1,148	12,88	642	3,078	14·5	79·4	37·2	905	On road works. The measurements appear doubtful and will be carefully checked.
22nd do. ..	1,371	1,620	788	3,779	14·2	80·5	36·3	1,094	
29th do. ..	1,332	1,683	818	3,833	14·4	79·07	34·7	1,047	
5th June 1897 ..	943	1,323	588	2,854	13·9	81·8	33·04	739	
Cawnpore District—Intermediate.									
15th May 1897 ..	344	753	221	1,318	12·9	64·6	26·1	279	The extraordinary differences of wages and measurements are explained in the report.
22nd do. ..	361	751	507	1,619	10·9	56·4	22·3	292	
29th do. ..	270	727	479	1,476	10·9	58·9	18·2	164	
5th June 1897 ..	246	788	726	1,760	9·7	31·6	13·9	138	
Jalaun District—Code Works.									
15th May 1897 ..	19,711	28,303	19,088	67,102	14·1	39·1	29·3	18,867	A fair mixture of road work and tank deepening.
22nd do. ..	22,032	30,533	20,995	73,560	14·1	38·6	29·9	20,082	
29th do. ..	23,402	32,605	22,709	78,716	14·1	44·5	29·7	21,019	
5th June 1897 ..	23,061	32,402	22,710	78,173	14·0	35·6	29·5	20,627	
Jhansi District—Code Works.									
15th May 1897 ..	9,062	12,391	7,799	29,255	12·4	17·7	30·9	6,033	The Jhansi district has *muram* excavation and *stone* metal quarrying going on, and their accounts of quantity done have not yet been disentangled from the earthwork.
22nd do. ..	10,923	14,923	9,983	35,829	14·3	19·7	30·5	7,646	
29th do. ..	11,296	15,690	11,018	38,004	14·3	18·9	29·7	8,236	
5th June 1897 ..	9,614	14,661	10,064	34,339	11·8	21·9	28·0	7,990	
Lalitpur District—Code Works.									
15th May 1897 ..	3,077	4,589	2,943	10,609	14·7	34·4	29·0	4,127	In the weeks ending 15th May and 5th June, the wages of water-carts have been included with that of the workers. The cartage of water is necessary because of the long distances. The metalling quantities appear to have been mixed up with the earthwork.
22nd do. ..	3,456	5,426	3,526	12,408	14·3	34·6	27·9	4,423	
29th do. ..	3,696	6,121	3,993	13,810	13·6	29·1	26·7	4,798	
5th June 1897 ..	4,345	6,531	4,239	15,115	15·8	30·6	28·7	5,194	
Bánda District—Code Works.									
15th May 1897 ..	55,936	73,235	46,458	175,629	14·0	21·4	31·8	25,513	The works are large works, including several heavy dams and large reservoirs, in which the lead and height are very great. The quantities appear to be understated.
22nd do. ..	58,645	76,233	48,871	183,749	14·2	20·1	31·9	27,351	
29th do. ..	66,430	83,894	57,726	208,050	14·1	19·6	31·9	28,184	
5th June 1897 ..	61,122	79,860	50,552	191,534	14·1	21·6	32·0	27,306	
Hamirpur District—Code Works.									
15th May 1897 ..	18,421	31,010	22,127	71,558	14·3	30·9	25·9	12,859	Some of the tanks deepened are very large and have a great length of lead with height up to 15 feet.
22nd do. ..	19,743	32,973	24,247	76,963	13·7	29·3	25·6	13,664	
29th do. ..	19,898	34,476	24,204	78,578	13·2	33·8	25·3	16,072	
5th June 1897 ..	16,155	33,918	23,764	73,837	13·7	43·5	21·8	13,871	

(Signed) C. G. PALMER, M.I.C.E.,

Additional Superintending Engineer,
Famine Relief Works.

From C. H. HOLME, Esq., Excutive Engineer, Provincial Works, Gorakhpur Division, to the Chief Engineer, Public Works Department, North-Western Provinces and Oudh, dated Gorakhpur, 3rd June 1897, No. 1041 M.G.

In reply to your No. 3444F., dated Naini Tal, 28th May 1897, I have the honour to forward the report therein called for.

2. The earnings per worker are greater under the present system by about 5 pies per head, and the task is very much greater.

3. The measurements now made are made with exactness, whereas under the Famine Code works there was less accuracy, and the returns, such as for the Gorakhpur district of 84 cubic feet per digger, under the Famine Code system, show rather more than was probably done.

4. The full extra task is done by all who wish to do it, and I estimate this number at about 33 per cent. of the workers; those who do not earn it have other work to do in their fields or homes.

Report by C. H. HOLME, Esq., Executive Engineer, Gorakhpur Provincial Division, dated the 2nd June 1897.

Gorakhpur District.

The number of workers and dependants has considerably decreased under the present system. The average attendance on works for February was 28,600, for March 24,800, whilst for May the average will work out to about 15,000 or 16,000. The average wage under Famine Code rules was 11¾ pies, and under the new system the average wage is about 17 pies.

The conditions in this district are different from those in other districts. About 33 per cent. of the workers come on to the works to do the full task and earn the full wage, and these will follow the work, however far it moves from the village, and they invariably do the full task. The remaining 66 per cent. will only come on to works in the vicinity of their villages, and they do not try to earn the full wage, as they come late and leave early. They have other work in the fields or about their homes, and they supplement this by small earnings on the relief works.

The works are chiefly the raising of roads, and for this a number of carriers are not necessary; consequently the digger rarely brings or requires more than one carrier, leaving the other to work at home and do the cooking. In some cases no carriers are brought at all and a digger can dig and carry the 125 cubic feet of earthwork himself; but this is exceptional.

In the Azamgarh district the numbers have risen under the new system, but that is due to the large increase in the number of works opened. Work in the fields is in progress, and has been throughout April in harvesting and throughout May in watering sugarcane and other field work.

In many cases the men are busy in the fields and the women come on to the works; on one sub-work there are 650 women and girls and no men, and all the digging and carrying is efficiently done by the women, and the earnings average about 15 pies per head. The average earnings of a party of three do not exceed the average aggregate earnings of a similar number under the Code system.

The quantity of work done under the present system is greater than under the old system. By those who have no other employment the full 125 cubic feet is done, but the average does not exceed 100 cubic feet owing to the reasons given above.

The earnings per worker vary considerably in different parts of the district, but may be taken to be generally about 17 pies per head. Where it falls below this it is due to the people not attempting to earn it.

The system is distinctly popular with the people in these districts; they are accustomed to earthwork contracts, and the rates are higher than they can usually get. There are no restrictions as to the hours for work, and muster three times a day is not necessary; during the hot days they are allowed to begin work at 3 A.M.

Memorandum on Famine Relief Works, Gorakhpur Division—Gorakhpur District.

The works undertaken in this district have been the raising of roads and the deepening of existing tanks: the collection of *kankar* has also been tried to a small extent. An abstract showing progress to date and works still available on the programme is attached.

There were 18 charges open in this district until the 15th June, and the number is now reduced to 13.

The works have been spread over the whole district (an area of about 5,000 square miles), and there has thus been a work to about every 275 square miles of country.

Work has thus been brought to within a reasonable distance of all distressed tracts.

2. The relief works were opened in this district about the middle of January 1897 under the Famine Code system in the distressed area and on the old intermediate system in the areas not recognised as affected.

The Famine Code works drew an average of about 4,000 persons daily per charge throughout February.

During March there was a falling off in numbers, and by the 20th March, when harvesting commenced in many parts, there was a very great reduction.

As by this time the people were generally in pretty good condition, and as the harvest was estimated to be a good one, the new intermediate system was introduced throughout the whole district from the end of the month (March).

This system has proved a success in this district, as it would in any district where it could be started before the people became weak or emaciated.

The system is, briefly, one of petty contract with the digger.

A note is attached, describing it in detail.

The digger brings the members of his own household as carriers, and receives payment for the work he does at the rate of 3 annas per 100 cubic feet up to a maximum of 125 cubic feet.

If he brings two carriers and does the full task allowable, he earns Re. 0-4-3 for the household. In this district they seldom bring the two carriers, leaving one behind to cook and look after the house, and the average excavation done per digger is less than 100 cubic feet.

The evident advantages of the system are—

(1) the large reduction in the numbers on the works, one digger and one or two carriers taking the place of one digger, four carriers, and one dependant on Famine Code works—a reduction in actual numbers of from 50 to 66 per cent.;

(2) the economy in staff and establishment for supervision and payments: one payment is now sufficient where six individual payments were before necessary;

(3) the economy in the work itself, the payments being entirely by results;

(4) the gain in moral tone on the works, owing to the absence of idlers.

3. The ordinary staff has had to be largely augmented to carry out the numerous works in progress.

The actual staff in this district at the commencement of operations consisted of one District Engineer (54 years of age), one upper subordinate, and two lower subordinates.

This was less than the sanctioned scale, owing to several men having been taken away to the works in Bundelkhand. Only one of these lower subordinates has been employed on famine works; the other two have been required for ordinary works, such as the repairs of buildings and the maintenance of roads, and the supervision of an occasional original work, such as the new Munsifi at Bansgaon and the re-roofing of the Judge's Court at Gorakhpur.

One Assistant Engineer from the Provincial Works Establishment and one from the Military Works Branch have been attached to the district temporarily.

One planter was appointed locally as a Sub-Engineer on a salary of Rs. 250.

And another appointment of a superior European on Rs. 150 was also sanctioned. The District Engineer has been kept at head-quarters to direct operations, to arrange for the supply of tools, money, &c., to look after accounts, and to issue instructions. The work of supervision has been done by the Divisional Engineer, the two Assistants, and the two temporary upper subordinates, the eighteen charges having been divided up into five circles.

Naib tahsíldárs as officers in charge for each work were obtained by the Chief Engineer from the Board of Revenue.

There have been 22 in this district for the last two months.

Work agents to measure up work and see to its proper execution were mostly procured locally, being appointed by the Divisional Engineer; a few were outsiders, appointed by the Superintending Engineer.

There have been 50 work agents during the past two months, on pay varying from Rs. 65 to Rs. 20.

4. The works have been carried out entirely by the Public Works Department.

The Commissioner has intimated to the Divisional Engineer where he required works to be opened.

The rates of wages have been suggested by the Divisional Engineer, and approved or enhanced by the Commissioner.

The Collector has arranged for the supply of coin to the works.

In every other detail the works have been conducted by the Public Works Department.

5. On works conducted under the Famine Code the tasks mentioned in the Code were ordered. These were, however, very frequently not worked up to.

The only steps that could be taken to enforce the task were to impose fines down to the minimum wage.

Under the present system, payments being made by results only, the task executed is very much higher.

When harvesting was in progress the people left the works in very large numbers, but the works were never entirely denuded.

The people have never remained on the works when there was other work to be got.

The reduction in numbers since the harvest in March and April is due to the change in system and to the large area of sugarcane and indigo requiring attention.

The people have to a very small extent left their villages and lived on the works; as a general rule, they have only patronized the work where they could do so without sleeping away from home; but in some tracts, chiefly in the centre and south of the district, the distress has been sufficient to force them to live on the work and follow it.

6. The average task that a man can perform in ordinary soil in this district may be taken at 150 cubic feet.

The task imposed under Famine Code rules was 130 cubic feet, but it was never, on the average, worked up to, though individuals completed it in a few hours time.

The actual average tasks executed have been—

	Per man.	Per worker.
On regular Famine Code works—		
During January	27 cubic feet.	9 cubic feet.
„ February	46 „	18 „
„ March	44 „	16 „
Total ...	3) 43	
	14·3	
On intermediate works—		
During April	67 cubic feet.	29 cubic feet.
„ May	75 „	38 „
Total ...	2) 67	
	32·5	

but the variations have been very great in different parts of the district and even on the same work.

The soil since March has been excessively hard throughout the district and picks have had to be used.

On regular Famine Code works the proportion of diggers to carriers was as 1 to 4, and under the present system as 1 to 2.

The average excavation per digger for April has been 96 cubic feet, and for May 112 cubic feet. Some 1,000 professional diggers have continuously found employment on the works.

7. The distress not having been very pronounced in this district, the classification has been into the two classes of professional diggers and agricultural labourers, all able-bodied, and dependants, who received gratuitous relief.

These have been again divided into men, women, and children.

This refers to Famine Code works on which there were no women diggers.

On the present system there is no classification, except as to men, women and children and a number of the women dig.

The wages paid in the earliest stage were at the 10-*seer* rate of 7 pice to a digger and 5 to a carrier, but early in February (6th) they were reduced to the 12-*seer* rate, giving 6 pice to the digger and 5 to carriers.

Children have so far not been fed in this district, it not having been found necessary to do so.

8. A note on the intermediate or piece-work system is attached. Work has been in progress on this system since April 1st.

A task of 125 cubic feet is fixed as the maximum allowable per digger, and the maximum wage for this task is Re. 0–4–3.

Work was originally started on this system at a rate of Rs. 1–11–6 per 1,000 cubic feet or Re. 0–2–9 per 100 cubic feet, but this was subsequently raised to Rs. 1–14–0 or Re. 0–3–0 per 100 cubic feet.

9. No works in this district have been opened in the vicinity of a railway in progress.

A new station platform at Ada Motiram is in progress, not far from a relief work, but the railway company gave no notice of their intention to start work. They appear, however, to have got all the labour they want.

There is little or no margin of profit on either railway works or relief works, and the people take the work that is nearest to their houses in cases where there is a choice.

Only about 1,000 professional diggers have found employment on the eighteen works in this district.

The total cost of the famine in the Gorakhpur district, from the 6th January to 31st May, has been Rs. 2,23,000, exclusive of tools, plant and establishment, which is about Rs. 53,000 for the division.

Azamgarh District.

The memorandum for the Gorakhpur district holds for the Azamgarh district with the following exceptions and additions:—

1. There were nine works open in the Azamgarh district until May, when the number was increased to 18, but since reduced to 13 in June.

2. The relief works were opened in Azamgarh early in February; the first work on the 3rd February; under the Famine Code system in the distressed area, and on the old intermediate system in the areas not recognised as distressed.

The works never drew largely, 2,000 being the average on two works only, the others all showing less than 1,000.

The new intermediate system was introduced from the 1st April, and under this system there were over 2,000 on only one work in April, all the others showing less than 1,000, while in May there have been over 1,000 on four works only.

3. The permanent staff in this district has been a District Engineer (Native Assistant Engineer), one native upper subordinate, and two lower subordinates.

The two lower subordinates have not been employed on famine works, as there are 200 miles of first-class road in the district requiring attention and a few original works, such as the Assistant Surgeon's quarters.

One European was appointed as a visiting Inspector of famine works on a salary of Rs. 150, and he and the permanent upper subordinate, the District Engineer, and the Divisional Engineer have done the necessary supervision. In May a second European visiting Inspector had to be appointed on Rs. 150, owing to the increase in the number of works.

There have been of late 16 naib tahsildárs as officers in charge, appointed by the Board of Revenue, and 22 work agents, mostly appointed by the Divisional Engineer on pay varying from Rs. 65 to Rs. 20.

4. The works have been conducted entirely by the Public Works Department.

The Commissioner has notified where works should be opened, and the Collector has arranged for the treasure.

5. The same remarks as for Gorakhpur.

6. The actual average tasks executed have been—

	Per man.	*Per worker.*
On regular famine works—		
During January	...	...
„ February	...	...
„ March	50·6	18·3
On intermediate works—		
During April	92·2	32·4
„ May	93·17	...

On regular Code works the proportion of diggers to carriers was as 1 to 4, and on intermediate works as 1 to 1·6. Some 1,400 professional diggers have found employment on the works.

7. The same remarks as for Gorakhpur.

It has been found necessary to feed the children in Azamgarh, as the parents were evidently neglecting them, and their condition was serious.

8. The same remarks as for Gorakhpur.

9. There has been a good deal of work in progress on the railway in this district, due to the construction of the line from Azamgarh to Mau.

The earthwork was mostly finished before any relief works were opened, and only the collection of ballast, and the making of bricks, have since been in progress.

No relief work has been opened in the vicinity of the railway, with the one exception of the Chiriakote-Muhammadabad road, and this was commenced at the Chiriakote end, so as not to interfere with the railway, and is only now approaching Muhammadabad.

The railway company are said to have been employing from 8,000 to 10,000 people continuously.

Except in the south of the district, on the Burdah-Didarganj road, the people have refused to leave their homes and follow the work.

The cost of the famine from the 1st February to the 1st June has been Rs. 59,000, with a share of the Rs. 53,000 spent on tools, plant, and establishment for the division.

(Signed) C. H. HOLME,
Ex. Engineer, Gorakhpur Provincial Dn.

The 17th June 1897.

Note by Colonel R R. PULFORD, R.E., Superintending Engineer, II Circle, Provincial Works, North-Western Provinces and Oudh, on certain points connected with the working of the "Intermediate system" on the Oudh famine charges,—dated Lucknow, the 10th June 1897.

The Government of India wish to know what has been the experience as to the sufficiency or otherwise of the system prescribed in North-Western Provinces and Oudh Government Resolution No. 753 of the 16th March 1897. In regard to this, I may say that the system generally does not appear suitable for any district in which distress exists of a serious nature. It would be quite unsuitable to Hardoi at the present time, and it has been found necessary to supplement its original provisions by the addition of a free subsistence ration in food for children dependants of a charge under 7 years of age, and the grant of a dole of 1 pice for children in arms. The system has been further strengthened by the systematic establishment of weakly gangs in all charges, and by the authorized entertainment of extra carriers, if such an arrangement is rendered necessary by the excess of women workers coming to the charge. But even with these extra provisions for meeting cases of distress, the system has had to be replaced by the regular Famine Code arrangements in a portion of the Unao district which is admittedly in a very distressed state, similar to that existing in the neighbouring district of Hardoi. It seems evident, therefore, so far as experience in my circle goes, that the "intermediate" system is not suited for a population in which real distress is largely prevalent. And in many cases, I am of opinion that where distress is only partially existent, the system will fail to relieve effectively those who are really distressed. It will be of the greatest value to those who are only moderately distressed, but who are able and willing to work for a day's wage. So long as weakly gangs with a lowered standard of outturn for a full day's pay are provided for in all "intermediate" charges, and if children under 7 are given free subsistence rations, there is but little left to differentiate the system from the regular Famine Code system. More especially is this so where, as in many districts, the diggers are few and the number of carriers is increased in consequence, if all comers have to be given work and wages. There is of course the case of the strong workers who can earn a really good wage, viz., 7 pice for a good day's work, or 25 per cent. over the normal to the diggers, and 5 pice to each of the adult carriers. This is the direction in which the "intermediate" system works best, viz., in allowing the able-bodied workers to gradually improve their condition according as their power of work increases. For such workers it would not be necessary to give the subsistence ration to the children were it not an observed fact that at the present time, *i.e.*, at the end of the famine, the parents do not feed their children properly, as they used to do at the commencement of the famine, when the pice for the children were paid to the parents. Hence, even with the strong gangs, it becomes necessary to give the children a free meal. The above has been the result, so far as I have observed and as I have recorded the observations of others. The only people who have thus been kept off the works, and who have been left to be provided for by the workers, are the old men and women dependants. These do not, as a rule, form a large proportion of the dependants in a Code famine charge, but they draw, when present, a daily subsistence dole of 4 pice and 3 pice respectively. So that when a family included such dependants, it would be difficult for these last to be supported out of the wages earned under the intermediate system.

Replying categorically, therefore, to the queries as set forth in the first paragraph of the Government of India's letter, I think the following are the results of the Oudh circle working :—

i.—The workers and dependants were at first, under the strict working of the system, kept down below the numbers which would have been present on a Famine Code work.

These first numbers on the intermediate works practically earned the same amount that they would have earned on strict Famine Code works. And hence they did not earn as much as the larger number on the latter class works would have earned.

The arrangements subsequently authorized as above explained remedied that state of affairs to a certain extent.

More recently the average outturn of work on the intermediate system has increased, *i.e.*, the diggers are stronger and give a better day's outturn.

But the average wage earned is never likely to be more than 6·5 pice, which would mean, say, 4·5 pice for each of the carriers or 15·5 pice for the three workers. On a Famine Code work the family would, for the same amount of work, get 6 pice for the digger and 4 pice each for two of the carriers and 3 pice and 2 pice respectively for the other two, besides, say, 2 pice for children dependants, the total of which would give 21 pice.

The above of course refers to the strict system of the "intermediate" works. But when a third carrier was permissible owing to lead, the Famine Code wages would not have such an advantage, especially if the now sanctioned ration for children under 7 is taken into the "intermediate" account.

In regard to the last question asked by the Government of India in paragraph 1 of their letter, the changes which have been introduced are set forth above, *viz.*,—

i.—The provision for additional carriers if these are in excess to the regular proportion of 2 to 1 digger.

ii.—The systematic provision of weakly gangs with a lowered standard of work for which full wages can be earned.

iii.—The provision of free subsistence rations for children under 7 years of age.

The foregoing remarks practically coincide with the statement in the beginning of the second paragraph of the Government of India's letter. The saving is evident, but (with the altered conditions of the intermediate system now in force) only in regard to the non-payment of the adult male and female dependants (who are now solely dependant on the poor-house relief) and—a very important item—the Sunday wage of certainly all classes of dependants, and possibly a proportion of the actual workers.

In regard to the special points asked about in paragraph 2 of the Chief Engineer's letter, No. 3442, of the 28th May 1897, I have to say that, during the month of May 1897, the full task of 100 cubic feet has been executed in cases where the soil is slight and sandy. It has been rarely dug in the ordinary soil of the province. The extra task, viz., 125 cubic feet, has only been executed under the same condition as those which have rendered it possible to excavate the full 100 cubic feet, viz., in a light sandy soil.

The ordinary average task for a good worker in the ordinary soil of the province has averaged not more than 80 cubic feet.

The average earning per worker has not exceeded As. 1–3.

Note by C. J. SHERIDAN, Esq., Executive Engineer, Agra Provincial Division, on the intermediate system of relief work, as called for in Chief Engineer's No. 3445, dated the 28th May 1897.

Sufficiency of the task and wages prescribed.

Experience has shown that 125 cubic feet, the task prescribed for a digger, is a fair average task in a medium soil during the milder months of the year. This task can be carried out by a party of three workers, viz., 1 man digger, 1 woman carrier and child carrier. The rate of Rs. 2–2–0 per 1,000 cubic feet of earthwork will enable these workers to earn 7, 6 and 4 pice, respectively. The price of grain being 12 *seers* per rupee, the amount earned will be sufficient to purchase 51 *chataks* of food. This quantity will not only suffice to feed themselves, but enable them to support two non-worker dependants. Thus :—

	Chataks.
Man digger	19
Woman carrier	13
Child carrier from 12 to 16 years	10
„ dependant from 7 to 12 years	6
„ „ below 7 years	3
Total ...	51

Change in task and wages.—Beyond the fluctuation due to the price of grain, there has been no change in the wages. The task of 125 cubic feet per digger in ordinary soil, and lead, originally fixed, has been adhered to till the hot weather set in. With the advent of summer and its accompanying hot winds, works have not been carried on during the midday hours, and the task has been reduced to 100 cubic feet. Of course in the case of exceptionally hard soil and long lead it has also been necessary to reduce the task for both diggers and carriers. This has also been necessary in case of enfeebled persons.

Reduction in numbers under the Intermediate system.

2. There has been a large reduction in numbers on the relief works in this division since the introduction of the modified system; but it is impossible to say, with any accuracy, what

percentage of this reduction is due to the change of system, and what to the gathering in of the harvest which coincided with the change. Two months have now elapsed since the harvest, and though the numbers have gone up on all the relief works, yet they have never approximated to the totals of March. I think it can be fairly presumed that the difference between the numbers at present on works and the numbers in March represents, to a certain extent, the reduction due to the new system, *i.e.*, to the exclusion of dependants. This difference or reduction is about 30 per cent.

Earnings and task performed under the old and new systems.

3. Assuming two dependants to be attached to every group of three workers, the total earnings, under the Famine Code system, with grain at 12 *seers* per rupee, would be 17 pice as follows :—

	PICE.
Man digger	6
Woman carrier	4
Child worker	3
„ dependant, grade I	2
„ „ „ II	2
Total ...	17

From the concluding portion of paragraph 1 it will be seen that a group of three workers, under the new system, can also earn 17 pice.

4. In paragraph 2 of the Government of India's letter under reply it is stated that the returns of these provinces show that the aggregate earnings of a working party of three under the new system has not averaged more than the aggregate earnings of three relief workers of similar age, sex, efficiency, and class under the old system, while the quantity of work done by the three has been little less than that done by five persons relieved under the latter as workers and dependants. I am unable to say how the conclusion has been arrived at. The aggregate earnings of a group of three under the new system is 17 pice, while the aggregate earnings of the three similar workers under the old system was only 13, as shown below :—

	Earnings.	
	New system. PICE.	Old system. PICE.
Man digger	7	6
Woman carrier	6	4
Child „	4	3
Total ...	17	13

The returns of this division also show that in February (the last complete month in which the works were carried on under the Code system) the average wages calculated on the 9 to 10-*seer* basis amounted to 18½ pice per worker, and the task executed by one digger was 80 cubic feet. April was the first month in which works were carried out entirely under the intermediate system. The average paid to workers was 17·3 pies per worker, and the task executed per digger was 88·2 cubic feet.

From the above it will be observed that the quantity of work done under the new system is larger than that executed under the old system, while the rate is less. From 80 to 85 per cent. of workers did their full task, and from 15 to 20 per cent. fell short of it.

Disadvantages of the old or Code system and advantages of the new.

5. Under the old system there was a minimum, and the difference between the maximum and minimum was so small that there was little or no inducement for the worker to exert himself. Under the intermediate system there is no minimum, and the workers are divided into family groups, and the head of the household is able to exercise a certain amount of control and more readily realizes that a short task brings a small wage and that a full task brings a full wage. One great drawback of the Code system was that the industrious were often punished on account of the lazy. The individual worker felt that no exertion on his part would enable him to earn the full wage if his fellow workers did not likewise exert themselves; hence a tendency to idle. Another great disadvantage of the old system was that it necessitated bringing very young children and feeble old persons on the works, practically doing nothing and often during very unfavourable weather without sufficient shelter. Under the Code system it often happened that members of the same family were drafted into different gangs, which tended to weaken family ties; but with the intermediate system the family groups were kept intact, and the members would mutually assist one another in many small ways, more particularly in the case of sickness.

From T. W. HOLDERNESS, Esq., Secretary to Government, North-Western Provinces and Oudh, to all Commissioners of Divisions, North-Western Provinces and Oudh, dated Allahabad, the 5th December 1896, No. 357—S.–73 :—

I am directed to address you on the subject of the employment of the Public Works Department in managing and carrying out famine relief works. At the present time distress is officially recognised as existing in the districts marginally-noted, and the Public Works Department has already commenced relief operations in these districts. Any relief work not being of the article 65 (*a*) class opened in the marginally-noted districts for the future must be treated as relief work under the Code and managed from the outset by the Public Works Department.

Allahabad.	Jaunpur.
Hamírpur.	Rae Bareli.
Bánda.	Sitapur.
Jhánsi.	Hardoi.
Jalaun.	

2. Article 60 of the Famine Code provides that where distress is commencing, ordinary works may be expanded as a temporary measure to meet the demand for employment. In these districts, that is, districts not officially declared to be distressed, it is open to you to commence test works in order to gauge the necessity for relief works. But experience has shown that test relief works managed by non-professional agency do not always gauge the existence of distress so well as works conducted under the strict safeguards and tests which are necessarily applied by the Public Works Department. I am therefore to request that when the necessity contemplated by article 60 arises, you will ordinarily employ the Public Works Department in controlling test works, or, when ordinary works are exhausted, in affording the employment necessary on a suitable work included in the relief programme, piece-work at rates suitable for the object in view being substituted for contracts. When the pressure of distress becomes such as to render the enforcement of piece-work as above mentioned unsuitable, these works can be readily converted into relief works under articles 70 and 74 of the Famine Code. The existence of a work in progress, with establishments on the spot, will place you in a far better position to meet any sudden pressure or rush of labourers than if the work had to be opened to meet a sudden and particular demand. Moreover, the existence of a work managed by the Public Works Department on the piece-work system as sketched above may satisfy all the requirements of a tract of country not acutely distressed, while the cost to Government will be much less than would be the case if regular relief works under the provisions of the Famine Code had to be established. You will not fail to observe that this system of works, which are intermediate between "ordinary" and "Code relief works," will be peculiarly useful as a reserve and supplement to the system of village works [article 65(*a*)] managed by the District Officers directly or by local zamindars.

3. Further orders dealing with the manner in which these orders are to be given effect to in detail will issue from the Public Works Department to Superintending Engineers, copies of which will be forwarded to you for information and guidance.

No. 358-S—73.

Copy forwarded to the Secretary to this Government in the Public Works Department, Buildings and Roads Branch, for necessary action with reference to paragraph 3.

(By order, &c.)

(Signed) P. HARRISON,
Under Secy. to Govt., N.-W. P. and Oudh.

From C. W. ODLING, Esq., Secretary to Government, North-Western Provinces and Oudh, (Public Works Department, Buildings and Roads Branch), to all Superintending Engineers, Provincial Works, dated Allahabad, the 5th December 1896, No. 9099-W.A.

The Lieutenant-Governor and Chief Commissioner has had under consideration the best method of testing the probability or existence of distress, and of affording employment in districts which are under observation, that is, districts in which famine threatens, but in which the existence of famine has not been officially recognised. His Honour is of opinion that the needful test will be best effected and the necessary employment afforded by work carried out on a system intermediate between "ordinary" and "Famine Code works," and this view is expressed in the orders issued in the Scarcity Department, of which a copy will be separately forwarded for your information and guidance.

2. In relief works under the Famine Code (articles 70 and 74) the enforcement of the "gang" and task systems, is imperative. The works proposed in the preceding paragraph may be regarded as preliminary to regular relief works under the Code. Should distress supervene, it will be very easy to convert these works from the piece-work to the task and gang system, and to expand the establishments.

3. But, while the works remain outside the strict letter of Code rules, it is proposed that the rates given shall, in view of the high price of food, be enhanced by 25 to, in particular cases, 50 per cent., *i.e.*, from Rs. 2 per 1,000 cubic feet of earthwork to Rs. 2–8–0 or Rs. 3. It is not intended that these works shall be given out on contract, but rather to piece-workers or gangers employing not more than 200 persons. Men of the *chaprási* class, relatives of petty officials, should on no account be employed. Village *pattidárs* are very suitable men, but in any case the piece-worker must actually reside on the work, and deal directly with the workers, who will then, with the class of men employed, be in a position to insist on a fixed proportion of the rate being paid to them. In giving out the work the wages to be paid to the workers would be specified; and it is considered that ordinarily 20 per cent. of the rate would be sufficient remuneration to the piece-worker for his own labour, interest on capital, and incidental expenses, such as baskets and perishable stores. It would be necessary to pay the piece-worker weekly, or at most fortnightly, as he would generally be a man of very small capital. The workers would usually bring their own *phaoras*, but at times it might be necessary to issue such tools to the piece-worker. In order that the piece-workers employed may comply with the conditions laid down in this letter, it may be necessary to impose the condition that a piece-worker who cannot carry out work to the value of Rs. 150 in a month will be discharged, whilst no piece-worker will be allowed to execute work to the value of more than Rs. 1,000 in one month.

4. Works on the lines mentioned will also serve as test works, the number and class of labourers resorting to the work being indicative of the sufficiency of the work to meet the degree of pressure, or the necessity for relief works under the Code. But they will not prevent test works under Code rules and on subsistence wages being also established, provided that they are some distance (five miles or more) apart. It will not, however, be possible to carry out works on the plan sketched above in a tract declared to be distressed, such as the districts mentioned in the margin.* In these districts, and in any other district recognized as distressed, the Code rules must be strictly followed. A manual of these rules is under issue for your guidance.

* Bánda.	Jaunpur.
Hamírpur.	Rae Bareli.
Jhánsi.	Sitapur.
Jalaun.	Hardoi.
Allahabad.	

5. The works to be carried out under the terms mentioned in paragraph 3 above will be confined to those for which detailed estimates have been sanctioned, and you should at once place yourself in communication with Commissioners of divisions in your circle with the view of putting one or more works in hand in those districts where they consider them to be required. The work put in hand must, unless with the express sanction of Government, be limited to what can be carried out by famine labour. Subject to the restrictions mentioned above, the works should be selected by Commissioners and may (provided there is an allotment for famine relief works for the district in which the work is situated, *but not otherwise*) be commenced under your orders in anticipation of the approval of Government. An immediate report giving the name of the work, the amount of the estimate, and date of commencement should, however, be made. The rate it is proposed to pay for earthwork should be mentioned.

6. Works carried out under the orders contained in this letter will be charged to the head famine relief and provided for from the allotment made, under that head, for such works in the district concerned. The usual weekly famine reports to the Chief Engineer will be required, and arrangements must be made to keep a record of the number of men employed.

Copy forwarded to all Commissioners of divisions and Collectors of districts, to the Examiner, Public Works Accounts, North-Western Provinces and Oudh, and to the Scarcity Department of this Government, for information.

(Signed) C. W. ODLING,
Secretary.

No. W.A.

Dated Allahabad, the December 1896.

Copy, with _____ spare copies, to _____

_____

_____

Registrar,
For *Secretary.*

Resolution of the Government of Allahabad, Scarcity Department, dated 16th March 1897, No. 753-S—73.

Read—

G.O., No. 357, of 5th December 1896, to all Commissioners of Divisions, North-Western Provinces and Oudh.

G.O., No. 9099-W.A., of 5th December 1896, to all Superintending Engineers, Provincial Works, North-Western Provinces and Oudh.

G.O., No. 428, of 16th December 1896, to all Commissioners of Divisions, North-Western Provinces and Oudh.

Government of India Circular No. 3-F., of 24th December 1896, on the exaction of full task in famine relief operations.

G.O., No. 464, of 13th February 1897, to all Commissioners of Divisions and Collectors of Districts, North-Western Provinces and Oudh (except Meerut and Kumaun).

Government of India Circular No. 16-F., of 13th February 1897, on principles for regulating expenditure upon public works in time of famine.

The advent of the *rabi* harvest and the further experience gained in the conduct of relief works under the Famine Code rules have led the Lieutenant-Governor and Chief Commissioner to consider whether, in the districts where distress is less acute, some modification is not required in the arrangements now in force on relief works, and in the method of fixing and paying wages. The commencement of the harvest has renewed the demand for field labour, which ceased when the winter rains put an end to the irrigation of the advanced crops. In some districts a fresh demand has sprung up for more irrigation to counteract the mischief caused by the high winds which prevailed a short time ago. It is unnecessary to say that it is of the highest importance to so regulate the relief works that they may not attract away labour which is required to get in or safeguard the harvest on which the food supply of the country will now largely depend. It is for every reason no less important to arrange tasks and wages with a view to limit the admission to relief works strictly to those persons who cannot find private employment and have no other means of subsistence.

At the same time it may be anticipated that the harvest work will not absorb the usual amount of labour, as the area sown is below normal, and the pressure on all classes will lead tenants and small proprietors to do more field work than usual themselves, and thereby dispense with the services of day labourers.

It is therefore necessary in most districts to maintain for the present relief works in some form, though employment will have to be found only for diminished numbers.

2. Relief works under the Famine Code rules, not only provide employment for all working members of a family, no matter how ineffective, but supply a gratuitous dole to all members who are unable to work. It therefore unavoidably happens that the members of a large family coming all together on the works are able to earn or receive collectively more than the effective working members alone could gain from a private employer and frequently more than suffices for their subsistence only. The presence of large crowds, including very numerous ineffective workers and dependants, renders it very difficult to enforce a full task or, without reducing the wage below subsistence level, to impose fines which will correctly represent short work. A fresh inducement is thereby offered to labourers to remain on relief works after private employment has re-opened.

The problem is to introduce a system which will retain the principle that relief work affording subsistence for the labourers and their dependants shall be provided where it is required, and at the same time to divest the work system of the features which may place it in competition with ordinary labourer where this is available.

3. The Lieutenant-Governor and Chief Commissioner believes that such a system may be found in a modification of the scheme of intermediate works sketched in the correspondence noted at the head of this resolution.

That scheme as originally framed required the interposition of petty contractors or middlemen between the Government and the actual labourers. The contractors derived a profit which was set off against the cost of establishment which Government would have had to provide. But it gave contractors an inducement to employ only the more able-bodied and to exclude the weakly who stood most in need of support, and constant supervision, involving expense, was required to counteract this tendency. The system is suited to less considerable works where distress is not very general, but it is less suited to large undertakings designed to afford relief to great numbers of unskilled labourers. A modification of it has recently been tried with success, and the Lieutenant-Governor and Chief Commissioner would like to see it generally applied, not merely to intermediate works on the old system, which it has now quite supplanted, but to many works now carried out under Famine Code rules where there is a fair *rabi* area and where the distress is not acute. Under this modified system no contractor or middleman is employed. The work is laid out, supervised, and measured, and payments are made by Government officials; and tools, where necessary, are supplied by Government. But the work will continue to be treated and paid as piece-work, not as task work under the Famine Code. No dependants will be recognised, and the payments will be in accordance with the amount of work actually done.

The rates and tasks will be so graduated as to enable an ordinary labourer or family of labourers to earn what the average family now earns in the shape of both wages and gratuitous doles (to dependants) combined. The discontinuance of Sunday labour makes it necessary to arrange for labourers earning on week days enough to provide for themselves and their dependants on Sudays also.

4. The table which accompanies this resolution shows the rates, tasks and wages which it is proposed to adopt as a standard, and an endeavour has been made to render them suitable for adoption in all parts of the provinces. But in view of the very varying conditions which exist in different districts, some local modifications may be found necessary, and these should be determined in each case by the Commissioner, Collector and Superintending Engineer.

The point to be borne in mind is to fix rates and tasks which will not render the relief works unduly attractive, and, while securing a fair outturn of work, will not permit labourers to earn more than a reasonable subsistence wage for themselves and their dependants. A maximum task has been fixed, representing the greatest amount of daily work which a labour party can be permitted to perform and the highest daily wage they can be permitted to earn.

The table is framed primarily to meet the case of a labour party (or family) consisting of a digger and two adult carriers; the number of carriers would in practice vary with the employment of minors. The standard task in ordinary soil is taken to be 100 cubic feet, and the rate fixed is Rs. 2-3-0 per 1,000 cubic feet. The party would earn daily for this work 14 pice, which would represent 6 pice for the digger and 8 pice for carriers, being 4 pice each if two adults were actually employed and proportionally less per carrier if there were two or more minors in place of an adult.

It would be the business of the charge officer or work agent and staff to form the parties and distribute the work.

If the full tale of 100 cubic feet were not executed, there would be a proportional abatement made in the total payment, and if the tale were exceeded, the payment would be proportionately raised up to the full or maximum task or wage, but not beyond that.

If the full or maximum task of 125 cubic feet were performed, the total earnings of the party would be 17 pice, representing 7 pice to the digger and 10 pice to the carriers, which, reduced to two adults, would give 5 pice to each. The exact apportionment of the total earnings of the gang or party could be varied as circumstances required. The above distribution is suggested as one generally suitable.

5. The ordinary task, if executed, would enable the average family to earn what it now receives in the shape of wages and doles, and, by a little extra diligence on week days, the full task would make provision for the Sunday wage without requiring labour on that day. At the same time a fair outturn of work would be ensured and proportional deductions made for short work. There would be some reduction in the crowds of dependants and ineffective labourers who throng the works and become a source of danger in the season when cholera is usually prevalent.

The foregoing rates are put forward tentatively as those at which the experiment can be commenced subject to any local variations which may be decided as above explained. Experience may show them liable to alteration.

6. Under instructions already issued this system will be introduced in the current month in the districts of the Agra Division, the *Holi* festival being taken as a suitable point of departure. It should also be introduced at the same time into any parts of the Rohilkhand Division where it may not be at present in force. In the Fyzabad Division it should be applied to any works which remain open, and in all cases where it may hereafter be found necessary to re-open works.

In the Gorakhpur Division such a system is practically in force in half the district. In the other part of the district and in Azamgarh it can be introduced at once as the Commissioner finds it possible to do so. It is believed that all necessity for relief works in Basti has now ceased or will shortly cease. Should any be retained or re-opened, the system now indicated should be adopted.

It will be necessary to retain the works under the Famine Code system in the Hardoi district; but the Commissioner of Lucknow is at liberty to introduce the system above described into the whole or part of any other district in his division, and should take early steps to effect the change where it seems possible.

In the Allahabad Division, the system should be introduced into the Cawnpore and Fatehpur districts, and into the north part of the Allahabad district, consisting of the Doáb portion, and the three tahsíls (Phulpur, Handia and Soraon) across the Ganges.

The Commissioner of Benares should consider and report whether the system should be introduced into the Jaunpur district.

It is not proposed to make any change at present in the system of relief works under full Famine Code rules in those districts where the distress is very acute, and the contracted area of the *rabi* crop and its defective condition do not hold out any prospect of considerable occupation for labour in harvesting it. In this category come the Bundelkhand districts,

South Allahabad, Mirzapur and Hardoi. No attempt will therefore be made to introduce the intermediate system into these parts.

Where action is to be taken under these orders, it should be taken promptly as the harvest season has already begun.

Order.—Ordered that copies be forwarded to all Commissioners of Divisions and District Officers, North-Western Provinces and Oudh (except those of the Meerut and Kumaun divisions), for information and necessary action.

Ordered also that copies be forwarded to the Secretary to this Government in the Public Works Department, Buildings and Roads Branch, for information and necessary action.

(Signed) T. STOKER,
Secy. to Govt., N.-W. P. and Oudh.

Table showing rates to be paid for earthwork—intermediate system.

Kind of soil.	Ordinary task.					Full task (provides for dependants).		
	Task adapted to ordinary workers.	Rate per 1,000 cubic feet.	Rate per 100 feet.	Wages earned by performing task.	Remarks.	Task which can be performed by hard work.	Wages earned by performing task.	Remarks.
	C. FT.	RS. A. P.	RS. A. P.	RS. A. P.		C. FT.	RS. A. P.	
I. Soft	120	1 14 0	0 3 0	0 3 6	As. 3-7 but taken as As. 3-6.	141	0 4 3	....
II. Ordinary standard-rate.	100	2 3 0	0 3 6	0 3 6	..	125	0 4 3	As. 4-4 but taken as As. 4-3.

N.B.—(*a*) The rate No. II is the standard. The 14 pice earned would be distributed between the digger and carrier or carriers in proportions varying with the locality: in the second circle the digger would receive 6 pice and two carriers 4 pice each for an ordinary task, and the digger 7 pice and two carriers 5 pice each for a full task.

(*b*) The rate No. II would be followed in the absence of special orders by the District Engineer, to be reported to the Divisional and Superintending Engineer.

(*c*) These rates are adapted for roads where the lead is not materially in excess of 50 feet or the depth of excavation much in excess of 5 feet.

(*d*) In the case of tanks where greater lifts and leads would be met with special rates providing for the extra lift and lead would be sanctioned by Superintending Engineers, following generally Appendix D, Famine Code.

(*e*) The above rates are for earthwork only thrown up to section. Dressing and finishing would usually be separately paid for at a rate not exceeding for roads 8 annas per 1,000 cubic feet of earthwork, to be fixed by the Superintending Engineer. Where the dressing could be done by the same gang, the earth work rates would be increased by 5 annas per 1,000 cubic feet.

From T. STOKER, Esq., Secretary to Government, North-Western Provinces and Oudh, to the Commissioner, Lucknow Division, dated Allahabad, the 6th April 1897, No. 937-S.—103.

I am directed to acknowledge your No. 67949-XIII—10, dated 30th March 1897, and in reply to say that the intermediate system can be tried in all parts of all districts in the Lucknow Division, except Hardoi, where works under the full Famine Code rules should for the present be maintained.

2. This system does not contemplate the payment of non-working dependants, as the wages have been adjusted on the basis of 12 seers per rupee, so as to allow of the efficient workers in a typical family ordinarily earning sufficient to support the inefficient members of their family. But experience elsewhere has shown it to be possible that parents or relatives may from indolence, indifference, or continued pressure of distress fail to make necessary provision or provide suitable food for young children unable to work. It is impossible to provide for this class by bringing them on the village relief lists while their parents are on relief works. Should it therefore become apparent from their condition or appearance, or from any other substantial reason, that young children require some special provision for their relief on intermediate work

the course to be adopted is to open kitchens on the works and provide for the supply to them of a ration of cooked food on the scale laid down in article 101 or 102 of the Famine Code, that is, ¼ of the ration allowed in the circumstances to an adult. The cost of the kitchens and food supplied will be charged against the work.

3. This provision will be confined to children out of arms, but under seven years of age. A cash dole of one pice should be given to a child in arms, as cooked food cannot be distributed to them, in which case it seems desirable to increase the food allowance of the mother. Adult male and female dependants should receive no gratuitous dole either in cash or food; they should, if necessary, be brought on the village relief lists or provided for in poor houses if they have no homes. Instructions on the subject have been laid down for the Fatehpur district in the minutes of the conference held by His Honour at Fatehpur on the 30th March, a copy of which will reach you in due course. You have discretion to introduce the arrangement on any of the relief works in your division where you may find it necessary to make some extra provision for child dependants. You are to regard these instructions as supplementary to those contained in my No. 753, dated 16th March, prescribing the system of intermediate works.

No. 938-S.—103.

Copy forwarded to all Commissioners of Divisions, North-Western Provinces and Oudh (except Meerut, Lucknow and Kumaun) for information and guidance. These orders are of general application to all districts having intermediate works.

(By order, &c.)

(Signed) P. HARRISON,
Under Secy to Govt., N.-W. P. and Oudh.

From T. STOKER, Esq., Secretary to Government, North-Western Provinces and Oudh, to all Commissioners of Divisions and District Officers, North-Western Provinces and Oudh (except Meerut and Kumaun Divisions), dated Allahabad, the 14th May 1897, No. 1130-S. :—

It has been brought to the notice of the Lieutenant-Governor and Chief Commissioner that in some exceptional instances and localities a proportion of labourers seeking employment on intermediate works are from poor physique and reduced condition unable to execute the full standard task, or so much of it as will suffice at the prescribed rates to procure for them an adequate subsistence wage. His Honour has accordingly considered the best method of meeting these exceptional cases without making any general reduction of the ordinary rates which are found to make sufficient provision for the general body of labourers.

2. The method, which commends itself to Government is the formation of the weaklings into separate gangs, and the prescription for these infirm gangs of a reduced task which may be on a sliding scale, the *minimum* being fixed at 60 cubic feet in ordinary soil, instead of the 100 cubic feet laid down as the standard in G.O., No. 753, dated 16th March 1897. The weakly gang would receive the full wage prescribed in ordinary gangs or 100 cubic feet on executing the reduced task if fully accomplished. The gang would further have permission to execute work and earn wages to the extent of 25 per cent. in excess of the reduced standard in order to provide for Sunday wage.

3. The Lieutenant-Governor and Chief Commissioner accordingly gives discretion to District officers to sanction this special arrangement in any intermediate work where, owing to the generally reduced or feeble condition of the people, the necessity is shown to exist. It should not be introduced merely on account of the occurrence of occasional cases of emaciation, for which provision can otherwise be made. The annexed table shows the tasks and rates for weakly gangs. These instructions are to be read in continuation of G.O., No. 753 of 16th March 1897.

No. 1131-S.

Copy forwarded to the Secretary to this Government in the Public Works Department, for information and communication to Public Works Officers.

(By order, &c.)

(Signed) H. R. C. HAILEY,
Under Secy. to Govt., N.-W. P. and Oudh.

Table showing special rates to be paid for earth work in the case of weakly gangs on the intermediate system.

Kind of soil.	Task.	Rate per 1,000 cubic feet.	Rate per 100 cubic feet.	Wages earned by performance of task.	Maximum task allowed to be executed.	Maximum wages.
	C. FT.	RS. A. P.	RS. A. P.	RS. A. P.	C. FT.	RS. A. P.
I. Soft	100	2 3 0	0 3 6	0 3 6	125	0 4 3
II(*a*) Ordinary	60	3 12 0	0 6 0	0 3 6	71	0 4 3
II(*b*) Do.	70	3 2 0	0 5 0	0 3 6	85	0 4 3
II(*c*) Do.	80	2 13 0	0 4 6	0 3 6	95	0 4 3
II(*d*) Do.	90	2 8 0	0 4 0	0 3 6	106	0 4 3
III. Hard	50	4 3 6	0 6 9	0 3 6	63	0 4 3

Order—No. 662, Revenue, dated 2nd August 1897.

Miscellaneous.

Communicated to the Famine Commissioner.

2. The papers are in the opinion of Government interesting and deserving of careful consideration.

(True Extract.)

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

To the Famine Commissioner.
„ the Public Works Department.

Exd. Md. Pahilvan.

70 Copies.