Public Works (1897) Department.

G.O., No. 3065 W

DATED 4 Nov 1897

[Despatch Abstract.]

Task II: Proc: Stevenson Dept. State that the — of 2 cubic feet for stone breaking fixed by Mr de Winton at Panion in Kurnool Dt. was not for the original breaking of stone but for reducing to the right size stone already broken and directing that this task be restored and that the Dt. Schedule tasks for the original breaking of stone be insisted on, Comd to S.E. III Circle.

Dt 4 11 97

[P.W. 25, 5,000—30-11-96.]

Indexed. 15/11

BACK PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

0/18 4,000—1. 1897.

~~Revenue~~ (1897) Department.

CURRENT No. 10285

From The Revenue department.

B fr-3065 W 24-11-97

Order

Communicated to the Supt Engr III Circle.

Press No. 862

Dated 9th Octr. 1897.

Received 13th Do

Registered 16-10-97

Enclosures

Spare copies.

Cz

21.10.97

SUBJECT.

Passing orders on papers relative to the tasks for stone-breaking at Panicem, Kurseool st.

S. E. III Circle fr
Copy to S. E. I Circle D 5/11/97

(Printed copies will be received from the Res. Deptt in a few days, some copy can be forwarded

14/10/97

BACK PAPERS.

G.O.	No.	Department.	Date

FURTHER PAPERS.

G.O.	No.	Department.	Date.

Proceedings of the Madras Government.

Read again G.O.No.714 dated 20th August 1897.

Read also the following endt.of the P.W.Dept.No.1527D dated 30th Septr.1897 on letter from the Superintending Engr.III Circle,No.3258W.dated 18th Septr.1897.

Forwarded to the Revenue Department.

Pabaf with Rev. G.O. No. 5070 Sent to works to collect a Bordin Letter 2-10-97.

2. It is unnecessary for me to make any remarks, as my opinion regarding the management of famine relief works is already well known. This opinion has had no weight against the influence of the Famine Commissioner and the Board of Revenue: but I believe firmly (and there are many others of the same opinion) that if it had been acted on, about 1/3rd the expenditure on relief works would have been saved, and the coolies would have been in just as good condition as at present.

Letter 1527D 30-9-97.

3. It is suggested that Mr.deWinton's report be read in connection with my note dated 6th September 1897, No.1805.

4. Mr.deWinton states that in ordinary times a woman can break 7 cubic feet of moderately hard stone, but that as a unit men are seldom employed on breaking stones, other men seldom break more than a woman: but I think it may safely be assumed that if a woman can break 7 cubic feet, an able bodied man can break 10 cubic feet. He also states that a boy of 14 can break 5 cubic feet. In my note I gave 3.7 cubic feet. I think it may therefore be safely asserted that the task that coolies accustomed to the work can turn out is

Man ---	---	---	10 cubic feet.
Woman	---	---	7 cubic feet.
Boy ---	---	---	4 cubic feet.

5. Famine coolies for the first week they are employed might be made to turn out half the above amounts.

Enclosures.

Letter from W.E.deWinton Esq., Suptg.Engr.IIIrd Circle,

the Chief Engineer, P.W. Department, No. 3256W dated 18th Sept. 1897.

With reference to S.O. No. 2453W dated 3rd Sept. 1897, I have the honour to forward herewith an extract from my inspection notes for April 3rd which will explain the circumstances under which I set the task referred to in such very unseemly language by the Famine Commissioner.

2. The task set was for retreaking metal already broken to too large a size, and, as only about 50 per cent of the stones require treaking again, the task is naturally higher than that for original breaking. It will be seen from my inspection notes that I gave a task on this work of 1.1 for original breaking. The Famine Commissioner probably does not know the difference between the two.

3. His experiment is a very touching picture of slave driving, but it only shows how unsafe it is to entrust experiments to amateurs. If the Famine Commissioner had made as many experiments on the subject as I have, with workers in complete ignorance of the fact that an experiment was being made, he would know, that

(1) a woman on a relief work habitually breaks 3.5 cubic feet of moderately hard stone, and 4.5 cubic feet of soft stone per day without any undue exertion.

This is not surprising seeing that a woman accustomed to the work breaks for a contractor 5 cubic feet per day of moderately hard stone.

(2) A man rarely breaks more than a woman, and men are seldom employed to break on relief works, because they can more easily do their task by carrying.

(3) A child is seldom or never allowed to break, and practically always carries, but I have records of children breaking 2 and 2.5 cubic feet and a boy of 14 5 cubic feet.

4. The principle I have placed before me throughout is that a woman breaker should be made to break on a famine relief work half the quantity of moderately hard stone per day which a woman accustomed to the work would break for a contractor. This latter quantity is as stated above 5 cubic feet and 2.5 cubic feet has, therefore, been taken as the days task for a woman in this class of stone. Half the quantity of ordinary work is a higher proportion than is exacted in Bengal where the proportion is 3/5.

On the adjacent work at Komaravol, inspected by me on April 5th, I measured a man and woman's outturn at the end of the day and found it to be as follows:-

Man	---	4.75 cubic feet
Woman	---	4.00 do.

in moderately hard stone, and I have numerous instances, taken quite haphazard, of women turning out between 4 and 5 cubic feet. I take my measurements in a wooden box measuring 1 cubic foot, so there is no doubt of their accuracy.

5. I trust that the above explanation will convince Govt. that my tasks are more trustworthy than those obtained

size (much of it had of course been broken to the right size originally). The Famine Commissioner seems to have acted on incomplete information, and it is greatly to be regretted that he should have, on the basis of a single inconclusive experiment, interfered with the orders issued by the Superintending Engineer. The task of 2 cubic feet for rebreaking stone, will now be restored and the District Schedule tasks for the original breaking of stone will be insisted on.

(True Extract.)

Recd. } 1897. Enclosures

Regd. } Spare copies

Ag. Secretary to Government.

G.O., No. 862, 9th October 1897.

To the Famine Commissioner.

,, Public Works Department.

OCTOBER.

Task

Stating that the — of 2 cubic feet for stone-breaking fixed by Mr. deWinton was not a task for the original breaking of stone, but for rebreaking to the right size stone already broken, and directing that this task for rebreaking stone be restored and that the District Schedule tasks for the original breaking of stone be insisted on.

Government {1897} of Madras.

REVENUE.

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

G.O., No. 862, 9th October 1897.

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GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—again the following G.O., No. 714, Revenue, dated 20th August 1897 :—

Read—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), No. 558, dated 10th August 1897 :—

Resolution—No. 558, dated 10th August 1897.

Complaint having been made to the Famine Commissioner that the tasks for stone-breaking at Paniem were excessive and that male coolies were being fined down to 6 pies per diem, he has enquired into the matter with the following results.

2. The Famine Code task is 1·88 per unit. The District Schedule task for collecting and breaking is as follows for B class labour :—

	C. FT.
Stone easily procurable and easily broken	1·7
Do. but difficult to break	1·3

3. This is sufficient for the present purpose. The stone was easily procured, but, being quartzite, difficult to break.

4. The Superintending Engineer, who has no power to fix tasks, fixed the task at Paniem at 2 cubic feet per unit.

5. The Famine Commissioner has had an experiment made under his own supervision. A strong man, a strong woman and a strong child worked from 7-30 A.M. to noon and from 2 P.M. to 5-30 P.M. They were quite exhausted by evening, and could scarcely lift their arms. In fact working under such supervision was literally slave-driving. The coolies employed were, also, rather stronger than the average of their class, and the child was fully eleven years old.

	C. FT.
The male cooly turned out	5¼
The woman cooly turned out	3¼
The child cooly turned out	1¼
Total ...	9¾

6. This divided into 7 units gives 1·39 cubic feet per unit, which is just the District Schedule task for stone easily procurable, but difficult to break. The task at Paniem will, therefore, be reduced to 1·25 cubic feet. This is just what the child turned out, and is not too lenient, considering that the outturn was obtained under somewhat cruel conditions and from coolies stronger than the average.

7. The Collector of Kurnool is requested to see that all tasks on works are promptly overhauled. It is disgraceful that the workers should have been rigidly fined on an impossible task imposed by an unauthorized officer. Collectors of other affected districts should see that tasks are within the competency of the average gang, and are not altered without their sanction.

8. Collectors will note that the above task is for breaking only, not for collecting. If any of the time of the coolies has to be taken up in collecting stones for breaking, the tasks above fixed will require some further reduction.

(True Extract.)

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

To the Secretary to Government, Revenue Department.
" Collector of Kurnool.
" Collectors of affected districts.

Order—No. 714, Revenue, dated 20th August 1897.

Miscellaneous.

Recorded.

2. The Superintending Engineer will be asked in the Public Works Department under what circumstances he fixed the tasks.

(True Extract.)

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

To the Famine Commissioner.
" the Public Works Department.

Read—also the following Endorsement of the Public Works Department, dated 30th September 1897, No. 1527-D. :—

Forwarded to the Revenue Department.

2. It is unnecessary for me to make any remarks, as my opinion regarding the management of famine-relief works is already well known. This opinion has had no weight against the influence of the Famine Commissioner and the Board of Revenue; but I believe firmly (and there are many others of the same opinion) that if it had been acted on, about one-third the expenditure on relief-works would have been saved, and the coolies would have been in just as good condition as at present.

3. It is suggested that Mr. deWinton's report be read in connection with my note, dated 6th September 1897, No. 1305-D.

4. Mr. deWinton states that in ordinary times a woman can break 7 cubic feet of moderately hard stone, but that as 4 unit men are seldom employed on breaking stones, other men seldom break more than a woman; but I think it may safely be assumed that if a woman can break 7 cubic feet, an able-bodied man can break 10 cubic feet. He also states that a boy of 14 can break 5 cubic feet. In my note I gave 3·7 cubic feet. I think it may therefore be safely asserted that the task that coolies accustomed to the work can turn out is—

	C. FT.
Man	10
Woman	7
Boy	4

5. Famine coolies for the first week they are employed might be made to turn out half the above amounts.

Enclosures.

From W. B. deWINTON, Esq., Superintending Engineer, III Circle, to the Chief Engineer, Public Works Department, dated 18th September 1897, No. 3656-W.

With reference to G.O., No. 2453-W., dated 3rd September 1897, I have the honour to forward herewith an extract from my inspection notes for April 3rd which will explain the circumstances under which I set the task referred to in such very unseemly language by the Famine Commissioner.

2. The task set was for re breaking metal already broken to too large a size, and, as only about 50 per cent. of the stones require breaking again, the task is naturally higher than that for original breaking. It will be seen from my inspection notes that I gave a task on this work of 1·1 for original breaking. The Famine Commissioner probably does not know the difference between the two.

3. His experiment is a very touching picture of slave-driving, but it only shows how unsafe it is to entrust experiments to amateurs. If the Famine Commissioner had made as many experiments on the subject as I have with workers, in complete ignorance of the fact that an experiment was being made, he would know, that—

(1) A woman on a relief-work habitually breaks 3·5 cubic feet of moderately hard stone, and 4·5 cubic feet of soft stone per day without any undue exertion.

This is not surprising, seeing that a woman accustomed to the work breaks for a contractor 7 cubic feet per day of moderately hard stone.

(2) A man rarely breaks more than a woman, and 4 unit men are seldom employed to break on relief-works, because they can more easily do their task by carrying.

(3) A child is seldom or never allowed to break, and practically always carries, but I have records of children breaking 2 and 2·5 cubic feet and a boy of 14, 5 cubic feet.

4. The principle I have placed before me throughout is that a woman-breaker should be made to break on a famine-relief work half the quantity of moderately hard stone per day which a woman accustomed to the work would break for a contractor. This latter quantity is, as stated above, 7 cubic feet, and 3·5 cubic feet has, therefore, been taken as the day's task for a woman in this class of stone. Half the quantity of ordinary work is a higher proportion than is exacted in Bengal, where the proportion is $\frac{3}{5}$.

On the adjacent work at Komaravol, inspected by me on April 5th, I measured a man and woman's outturn at the end of the day and found it to be as follows :—

	C.FT.
Man	4·75
Woman	4·00

in moderately hard stone, and I have numerous instances, taken quite haphazard, of women turning out between 4 and 5 cubic feet. I take my measurements in a wooden box measuring 1 cubic foot, so there is no doubt of their accuracy.

5. I trust that the above explanation will convince Government that my tasks are more trustworthy than those obtained by the Famine Commissioner's experiments in slave-driving. The emotional famine policy of that officer is already largely responsible for the fact that relief works in Madras have cost from 2 to 3 times as much per unit of outturn as they have in Northern India, and if he is allowed to manipulate the task-tables as he pleases, the difference will be even greater.

6. I would call particular attention to his order in paragraph 7 that Collectors "should see that tasks are within the competency of the average gang." This order has been, and will be again, taken to mean that the proper task for a gang is to be judged by the outturn, *i.e.*, the gang sets its own task. I wonder what body of people of any nation under the sun would do a good day's work under such conditions.

7. If the epithet "disgraceful" is to be applied at all to the organisation of the famine-relief operations of 1896–97, it is not deserved by this department. It is absolutely certain that if the control of relief-works had been placed entirely in our hands, their cost would have been far less, and the outturn much greater.

Extract from the Inspection notes of Superintending Engineer, III Circle, for 3rd April 1897.

Banganapalle-Paniem Road—Relief-Work at Alamur.

Condition of coolies.—Not so good as usual. Many look rather weakly and the food they have with them is scanty. They must be treated here with some leniency.

Metal.—Much too big as usual. To be re-broken. Task 2 cubic feet per unit. It should then be carried to the road side and stacked in heaps 67 feet long in every 100 feet of road. The distance, as stepped by me, is $1\frac{1}{4}$ miles = three trips per day. Task per unit ·6. When the metal collected at quarry has all been re-broken and carried to road side, the local fund metal already stacked on road side in 6 and 7 miles should be broken to proper size and also stacked in 67 feet heaps in every 100 feet and the gravel should be stacked in 23 feet heaps. Tasks for re-breaking 2 cubic feet When this work is completed, metal breaking to $1\frac{1}{2}$ inches ring can continue at quarry. Task 1·1. No attempt should be made to break very hard stone. Coolies on this work are very rightly allowed to go when they have completed their task and one man had already broken 8 basket-fulls = 3 cubic feet at 6-30 A M. beginning at 4 A.M. This should be encouraged everywhere.

Order—No. 862, Revenue, dated 9th October 1897.

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Government finds that the task of 2 cubic feet fixed by Mr. deWinton was not a task for the original breaking of stone, but for reducing stone already broken to the right size (much of it had of course been broken to the right size originally). The Famine Commissioner seems to have acted on incomplete information, and it is greatly to be regretted that he should have, on the basis of a single inconclusive experiment, interfered with the orders issued by the Superintending Engineer. The task of 2 cubic feet for re-breaking stone will now be restored and the District Schedule tasks for the original breaking of stone will be insisted on.

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To the Famine Commissioner.
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Exd. Shaik Karim.

60 Copies.

Public Works (1897) Department

Government {1897} of Madras.

REVENUE.

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

G.O., No. 862, 9th October 1897.

No. 3865/W4-1187

OCTOBER.

Communicated to the Superintending Engineer III circle
(Sd) H B Lew.

To
The Supdtg Engr
III circle.

Task.

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	C. FT.
The male cooly turned out	$5\frac{1}{4}$
The woman cooly turned out	$3\frac{1}{2}$
The child cooly turned out	$1\frac{1}{4}$
Total ...	$9\frac{3}{4}$

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To the Famine Commissioner.
" the Public Works Department.

Exd. Shaik Karim.

60 Copies.

Public Works (1897) Department.

Government {1897} of Madras.

REVENUE.

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

G.O., No. 862, 9th October 1897.

R 3065 dd 24-11-97

Communicated to the Superintending Engineer III circle (L) WB dtd.

OCTOBER.

To
The Supty Engr III circle.

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The child cooly turned out	$1\frac{1}{4}$
Total ...	$9\frac{3}{4}$

6. This divided into 7 units gives 1·39 cubic feet per unit, which is just the District Schedule task for stone easily procurable, but difficult to break. The task at Paniem will, therefore, be reduced to 1·25 cubic feet. This is just what the child turned out, and is not too lenient, considering that the outturn was obtained under somewhat cruel conditions and from coolies stronger than the average.

7. The Collector of Kurnool is requested to see that all tasks on works are promptly overhauled. It is disgraceful that the workers should have been rigidly fined on an impossible task imposed by an unauthorized officer. Collectors of other affected districts should see that tasks are within the competency of the average gang, and are not altered without their sanction.

8. Collectors will note that the above task is for breaking only, not for collecting. If any of the time of the coolies has to be taken up in collecting stones for breaking, the tasks above fixed will require some further reduction.

(True Extract.)

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

To the Secretary to Government, Revenue Department.
" Collector of Kurnool.
" Collectors of affected districts.

Order—No. 714, Revenue, dated 20th August 1897.

Miscellaneous.

Recorded.

2. The Superintending Engineer will be asked in the Public Works Department under what circumstances he fixed the tasks.

(True Extract.)

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

To the Famine Commissioner.
" the Public Works Department.

Read—also the following Endorsement of the Public Works Department, dated 30th September 1897, No. 1527-D. :—

Forwarded to the Revenue Department.

2. It is unnecessary for me to make any remarks, as my opinion regarding the management of famine-relief works is already well known. This opinion has had no weight against the influence of the Famine Commissioner and the Board of Revenue; but I believe firmly (and there are many others of the same opinion) that if it had been acted on, about one-third the expenditure on relief-works would have been saved, and the coolies would have been in just as good condition as at present.

3. It is suggested that Mr. deWinton's report be read in connection with my note, dated 6th September 1897, No. 1305-D.

4. Mr. deWinton states that in ordinary times a woman can break 7 cubic feet of moderately hard stone, but that as 4 unit men are seldom employed on breaking stones, other men seldom break more than a woman; but I think it may safely be assumed that if a woman can break 7 cubic feet, an able-bodied man can break 10 cubic feet. He also states that a boy of 14 can break 5 cubic feet. In my note I gave 3·7 cubic feet. I think it may therefore be safely asserted that the task that coolies accustomed to the work can turn out is—

	C. FT.
Man	10
Woman	7
Boy	4

5. Famine coolies for the first week they are employed might be made to turn out half the above amounts.

Enclosures.

From W. B. deWINTON, Esq., Superintending Engineer, III Circle, to the Chief Engineer, Public Works Department, dated 18th September 1897, No. 3656-W.

With reference to G.O., No. 2453-W., dated 3rd September 1897, I have the honour to forward herewith an extract from my inspection notes for April 3rd which will explain the circumstances under which I set the task referred to in such very unseemly language by the Famine Commissioner.

2. The task set was for re-breaking metal already broken to too large a size, and, as only about 50 per cent. of the stones require breaking again, the task is naturally higher than that for original breaking. It will be seen from my inspection notes that I gave a task on this work of 1·1 for original breaking. The Famine Commissioner probably does not know the difference between the two.

3. His experiment is a very touching picture of slave-driving, but it only shows how unsafe it is to entrust experiments to amateurs. If the Famine Commissioner had made as many experiments on the subject as I have with workers, in complete ignorance of the fact that an experiment was being made, he would know, that—

(1) A woman on a relief-work habitually breaks 3·5 cubic feet of moderately hard stone, and 4·5 cubic feet of soft stone per day without any undue exertion.

This is not surprising, seeing that a woman accustomed to the work breaks for a contractor 7 cubic feet per day of moderately hard stone.

(2) A man rarely breaks more than a woman, and 4 unit men are seldom employed to break on relief-works, because they can more easily do their task by carrying.

(3) A child is seldom or never allowed to break, and practically always carries, but I have records of children breaking 2 and 2·5 cubic feet and a boy of 14, 5 cubic feet.

4. The principle I have placed before me throughout is that a woman-breaker should be made to break on a famine-relief work half the quantity of moderately hard stone per day which a woman accustomed to the work would break for a contractor. This latter quantity is, as stated above, 7 cubic feet, and 3·5 cubic feet has, therefore, been taken as the day's task for a woman in this class of stone. Half the quantity of ordinary work is a higher proportion than is exacted in Bengal, where the proportion is $\frac{2}{3}$.

On the adjacent work at Komaravol, inspected by me on April 5th, I measured a man and woman's outturn at the end of the day and found it to be as follows :—

	C.FT.
Man	4·75
Woman	4·00

in moderately hard stone, and I have numerous instances, taken quite haphazard, of women turning out between 4 and 5 cubic feet. I take my measurements in a wooden box measuring 1 cubic foot, so there is no doubt of their accuracy.

5. I trust that the above explanation will convince Government that my tasks are more trustworthy than those obtained by the Famine Commissioner's experiments in slave-driving. The emotional famine policy of that officer is already largely responsible for the fact that relief works in Madras have cost from 2 to 3 times as much per unit of outturn as they have in Northern India, and if he is allowed to manipulate the task-tables as he pleases, the difference will be even greater.

6. I would call particular attention to his order in paragraph 7 that Collectors "should see that tasks are within the competency of the average gang." This order has been, and will be again, taken to mean that the proper task for a gang is to be judged by the outturn, *i.e.*, the gang sets its own task. I wonder what body of people of any nation under the sun would do a good day's work under such conditions.

7. If the epithet "disgraceful" is to be applied at all to the organisation of the famine-relief operations of 1896–97, it is not deserved by this department. It is absolutely certain that if the control of relief-works had been placed entirely in our hands, their cost would have been far less, and the outturn much greater.

Extract from the Inspection notes of Superintending Engineer, III Circle, for 3rd April 1897.

Banganapalle-Paniem Road—Relief-Work at Alamur.

Condition of coolies.—Not so good as usual. Many look rather weakly and the food they have with them is scanty. They must be treated here with some leniency.

Metal.—Much too big as usual. To be re-broken. Task 2 cubic feet per unit. It should then be carried to the road side and stacked in heaps 67 feet long in every 100 feet of road. The distance, as stepped by me, is $1\frac{1}{4}$ miles = three trips per day. Task per unit ·6. When the metal collected at quarry has all been re-broken and carried to road side, the local fund metal already stacked on road side in 6 and 7 miles should be broken to proper size and also stacked in 67 feet heaps in every 100 feet and the gravel should be stacked in 23 feet heaps. Tasks for re-breaking 2 cubic feet When this work is completed, metal breaking to $1\frac{1}{2}$ inches ring can continue at quarry. Task 1·1. No attempt should be made to break very hard stone. Coolies on this work are very rightly allowed to go when they have completed their task and one man had already broken 8 basket-fulls = 3 cubic feet at 6-30 A.M. beginning at 4 A.M. This should be encouraged everywhere.

Order—No. 862, Revenue, dated 9th October 1897.

Miscellaneous.

Government finds that the task of 2 cubic feet fixed by Mr. deWinton was not a task for the original breaking of stone, but for reducing stone already broken to the right size (much of it had of course been broken to the right size originally). The Famine Commissioner seems to have acted on incomplete information, and it is greatly to be regretted that he should have, on the basis of a single inconclusive experiment, interfered with the orders issued by the Superintending Engineer. The task of 2 cubic feet for re-breaking stone will now be restored and the District Schedule tasks for the original breaking of stone will be insisted on.

(True Extract.)

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

To the Famine Commissioner.
" the Public Works Department.

Exd. Shaik Karim.

60 Copies.