Public Works (1898) Department.

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[Despatch Abstract.]

Famine — Trans: Rev. Deptt reviewing the report of the Board of Revenue on the Madras famine of 1896-97, communicated to Govt

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BACK PAPERS.

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

FURTHER PAPERS.

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

Revised Copy attached below — P.W. Dept. Ch. 6354

Government {1898} of Madras.

REVENUE.

Recd. 27 July } 1898.
Regd. 29.7.

Enclosures —

Spare copies 20.

G.O., Nos. 382, 382A, 9th July 1898.

D.No 1959 u 34-8-28
Communicated to officers of the Public Works Dept.

JULY.

A.S.
C. Engrs ✓
Sub Engrs ✓
Supt Works PWD ✓
Con: Architect ✓

Read 11/8/98

Review of the report of the Board of Revenue on the Madras Famine of 1896-97.

The "Report" has not been received.
A.S.
Letter will be sent in a cover
w bill & cover submitted
A.S.
27 July 98

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), Mis. No. 1495, dated 2nd March 1898.

Abstract.—Submitting to Government, for approval, an advance copy of Volume I of the Report on the famine of 1896–97.

Read—also Proceedings of the Board of Revenue (Revenue Settlement Land Records and Agriculture), Routine No. 525, dated 30th April 1898.

Abstract.—Submitting to Government two copies of Volume II of the Report on the famine of 1896–97.

Order—No. 382, Revenue, dated 9th July 1898.

With the Proceedings read above, the Board of Revenue submits its report on the famine of 1896–97 in the Madras Presidency. There has been considerable delay in submitting the complete report, the second volume of which was not received in the Government office till the 4th May. The report which has been drawn up by Mr. LeFanu, the Famine Commissioner gives a full narrative of the causes and extent of the famine and the measures adopted for the relief of the distressed population. The Government will now proceed o notice its more salient features.

2. The affected areas comprised portions of the northern districts of Ganjám and Vizagapatam, the Bhadráchalam division, in Gódávari and portions of the four Deccan districts of Kurnool, Bellary, Anantapur and Cuddapah. The Deccan districts lie within the recognized "famine zone," and outside the black cotton region consist largely of a soil of poor productiveness, the crops raised thereon being to a very great extent dependent on direct rainfall, and proving at the best of times precarious. Ganjám and Vizagapatam possess a comparatively fertile soil; the latter has been hitherto virtually immune from famine, but the former has frequently suffered—one important cause being the persistence of the people in cultivating rice on unirrigated lands which rely entirely on direct rainfall. There are but few important irrigation works in any of the affected districts. Over two-thirds of the population of these districts are agricultural, being either landholders, tenants or labourers. Except in Vizagapatam considerably more than 60 per cent. of the separate patta holdings pay an assessment of Rs. 10 or less. The Bhadráchalam division of the Gódávari district comprises the taluks of Bhadráchalam and Rékapalle which were transferred to the

Madras Presidency from the Central Provinces in 1874. It comprises an area of about 911 squire miles. It is inhabited by Koyas and other backward tribes who rely to a great extent on jungle produce for their subsistence. It is cut off from the rest of the district by the Eastern Ghâts, and the chief communication with it is by the river Gódávari and is interrupted for several months in the year.

3. The rainfall of the south-west monsoon of 1896 was unevenly distributed in Ganjám and Vizagapatam, and the north-east monsoon wholly failed. The greater part of the sowings in these two districts takes place in July, August and September, the most important crop being paddy, which, to a great extent in Ganjám, is, as already remarked, like ordinary dry crops, wholly dependent on direct rainfall. The failure of the north-east monsoon consequently resulted in serious damage to this crop. In the Deccan, the rainfall in both the monsoons was considerably less than the average, but the failure in September and October had a particularly disastrous effect on the black cotton soil tracts on which sowings do not begin till August or later, and also told severely on the early crops sown previously on the lighter soils which needed rain to bring them to maturity. The rainfall in November was heavier than usual and stimulated sowings over large areas; but the three subsequent months were rainless. The south-west monsoon of 1897 broke punctually, but the burst lasted for a few days only. From the middle of June there was drought till near the close of July. Another long break occurred in August. These two breaks proved very injurious to the early, and delayed the later, sowings.

4. The following statement shows the outturn of the areas sown and the portion of them harvested in the affected districts between April 1896 and March 1897:—

Districts.		Extent sown from April 1896 to March 1897.	Portion of the extent harvested.	Outturn. Twenty annas.	Sixteen annas.	Twelve annas.	Eight annas.	Four annas.	Nil.	Outturn on harvested.	Loss of crop.
		Acs.	Acs.	Acs.	Acs.	Acs.	Acs.	Acs.	Acs.	As.	P.C.
Northern Circars.	Ganjám ..	445,522	445,375	1,619	19,056	58,963	103,128	168,637	93,972	5·7	64
	Vizagapatam ..	206,393	205,916	560	8,272	27,704	58,495	69,426	41,459	5·9	63
	Total ..	651,915	651,291	2,179	27,328	86,667	161,623	238,063	135,431	5·8	64
Ceded Districts.	Kurnool ..	1,764,352	1,763,709	2,298	45,681	146,815	322,095	324,583	672,237	4·2	74
	Bellary ..	1,882,180	1,881,680	361	13,158	112,828	434,265	542,389	778,679	3·8	76
	Anantapur ..	1,474,952	1,474,887	325	9,448	40,494	179,255	460,097	785,268	2·7	83
	Cuddapah ..	1,631,621	1,617,106	494	24,941	123,460	419,993	653,343	394,875	4·9	69
	Total ..	6,753,105	6,737,382	3,478	93,228	423,597	1,355,608	1,980,412	2,631,059	3·9	76

Note.—42 per cent. of the area in Ganjám and 89 per cent. of the area in Vizagapatam belong to zamindars, and no cultivation statistics are available with reference to their estates. The figures given above relate only to the ryotwari lands in those districts.

From the above statement it will be seen that in the Northern Circars, the crop obtained was only 36 per cent. of a full crop, while in the Deccan districts it was only 24 per cent. The figures in the statement for the Deccan districts relate to those districts as a whole and the percentages showing loss of crop may consequently be safely presumed to be much more favourable than in the affected areas in each district. The application of the figures to the Northern Circars is explained in the note to the statement.

5. The ill-effects of this scanty harvest were increased by the wide prevalence of famine in other parts of India which led to large exports of grain from this Presidency. In the twelve months ending September 1897, 250,000 tons of food-grains were exported. The consequence was a very serious rise in prices which at their

highest point were three times the normal rate. The course of prices from July 1896 to October 1897 appears in the statements appended to paragraph 15 of the report. It will be seen from those statements that scarcity rates were reached and exceeded in all the Deccan districts in November 1896, and in Ganjám, in January 1897. At the commencement of 1897, the prices in Vizagapatam and the Deccan districts fell slightly, but with the advent of the hot weather, the quotations in all the districts soon began to rise again rapidly. The scarcity rate was passed in Vizagapatam in June, while in Ganjám and the Deccan districts the staple dry grains were selling in July and August at about three times the normal prices. The subjoined table compiled by the Board of Revenue from the returns in the *Gazette of India* and other sources seems to show that excepting in the Punjab and possibly parts of the Central Provinces the rise in prices was more marked and severe in Madras than in any other part of India :—

Province.	District.	Grain.	Normal price.	Average price-October 1896 to August 1897.	Percentage of increase.
North-Western Provinces and Oudh.	Cawnpore ..	Wheat	14·00	9·31	50
		Barley	20·00	10·96	82
		Gram	22·00	9·60	129
		Jawar	19·00	10·51	81
Punjab	Lahore	Wheat	17·00	9·74	75
		Barley	28·51	11·93	139
		Gram	25·56	10·48	144
		Maize	22·08	9·84	124
Bengal	Patna	Rice	16·48	9·46	74
		Barley	22·77	12·36	84
	Darbhanga ..	Marua	23·96	12·26	95
		Maize	21·70	10·11	115
Central Provinces.	Nagpur : ..	Wheat	14·77	8·93	65
		Jawar	19·45	11·10	75
	Mandla	Wheat	16·96	8·59	97
	Bilaspur	Gram	24·39	9·64	153
	Betul	Rice	18·42	9·11	102
		Jawar	20·57	9·40	119
Bombay	Poona	Wheat	11·69	7·27	61
	Bijapur	Jawar	17·82	9·44	89
		Jawar	22·61	10·27	120
Madras	Bellary	Cholam	30·00	11·59	159
		Ragi	32·00	15·62	104
		Rice	13·20	8·50	55

At the same time, as pointed out in Mr. Holderness' "Narrative of the Famine," lower prices on the whole prevailed in Madras than in the affected parts of the rest of India. Nevertheless the rise in the prices of food-grains was so great, the loss of harvests so extensive, and the visible effects on the physique of the people so marked, as to leave no room for doubt that the period of distress through which the Deccan has just passed was the severest it has experienced since 1877–78. In Vizagapatam and Ganjám the distress was on the whole less severe, although in some parts of the latter district, it is believed to have been no less intense than in the Deccan.

6. The nature of the measures applied for the relief of the distress is fully described in paragraph 25 *et seq.* of the report. They are summarized under the following heads :—

(1) The opening of works.

(2) The establishment of kitchens for the distribution gratuitously of cooked food.

(3) The distribution of gratuitous relief in other forms.

(4) The employment of weavers at their own trade.

(5) The remission or postponement of the collection of the land revenue.

(6) The grant of advances for irrigational and other agricultural improvements and for the purchase of seed grain, cattle and fodder.

(7) The opening of forest reserves for free grazing.

(8) Special measures for the relief of jungle tribes.

(9) Grants from the Indian Famine Charitable Relief Fund and private charity.

7. The conditions of employment on relief works are, briefly, that a limited task suited to the capacity of the worker shall be performed in return for a wage which is limited to an amount that is considered sufficient to keep him in health, separate allowance being made for the support of those members of his family who are unable to work. The adequacy of the wages prescribed in the Code for the subsistence of the various classes of labourers has given rise to some controversy and need not be discussed here. The subject with the related questions will be fully dealt with in connexion with the proposals called for by the Government of India for the revision of the Famine Code. It will be sufficient to remark in this place that a wage which is sufficient at one stage of distress may not be sufficient at another. In the words of the writer of the Narrative of the Famine in India in 1896–97, "it may possibly be that no absolute wage standard which is, under all circumstances, sufficient for the worker's support and not more than sufficient can be laid down. A wage that is sufficient in a slightly distressed tract or, at the commencement of the scarcity, when the workers have still some resources of their own, and when there is a risk of withdrawing them unnecessarily from their ordinary employment, may be sufficient during acute distress or in the late stage of famine. It is a primary principle that at no time should the wage be such as to attract labour which otherwise could support itself. And when this happens, the wage has to be reduced below even the theoretical bare subsistence allowance, or else the other conditions of relief, such as the amount of the task, or the Sunday dole, or the allowance to dependants, have to be modified."

8. In the earlier stages of distress, from November 1896 to March 1897, when field work was to some extent available to the labouring population, the relief works undertaken by Government were carried out in strict accordance with the provisions of the Famine Code, the tasks prescribed being enforced by fining, in other words, by a reduction of the wage proportionately to the defect from the standard task, while the gratuitous relief of dependants was limited to the distribution of cooked food at kitchens. But with the gradual cessation of agricultural operations, the growing temperature of the hot months and the rapid rise in prices, it became evident that distress was entering on a new phase and that the population affected must deteriorate in condition unless relief was administered on more liberal lines. This was very evident in the course of the tour which His Excellency the Governor made through the distressed tracts of Bellary and Anantapur in the latter part of February. The Government accordingly in March 1897 (by their Order No. 216, Revenue, dated 30th March 1897) authorized the organization of village relief and directed that all relief workers should be placed in class A or class B, the very weak only being placed in class C, and that the standard tasks of the code should be revised so as to suit local conditions. Power was also given to local officers to reduce excessive tasks where necessary, restrictions were placed on fining for short tasks, while in the case of works without resident occupation for the labourers, a deduction from the task proportionate to the distance of the worker's home was sanctioned. These concessions, which no doubt in some instances were interpreted with undue liberality, were nevertheless in the opinion of the Government deemed expedient during the intense heat of the summer months and in the condition to which the distress had reduced the population in the affected tracts. These concessions were maintained in force till the end of July, when, in view of the improved prospects of the season, they were modified under orders issued in that month, and gradually withdrawn and severer conditions introduced so as to afford the labourer no inducement to remain on the works instead of returning to his usual avocations.

9. Gratuitous State relief was confined in the earlier months of distress as already remarked to the distribution of cooked food to the dependants of workers and was at

first orgeanized on a very limited scale till the beginning of April, when (*a*) grain-doles in villages and (*b*) money-doles to the children and infirm dependants of workers were also authorized. This latter form was, however, not adopted to any considerable extent except in Ganjám. In this Presidency difficulties have been experienced in approving any scheme which would confine gratuitous relief mainly to the acceptance of cooked food in kitchens. The principle has recently formed the subject of correspondence with the Government of India.

10. The relief of weavers was a special feature of the operations in the Deccan districts and in Ganjám and Vizagapatam. It was undertaken from the commencement of distress, but was not organized on an extensive scale till April. In the affected taluks of the Deccan districts, the number of true weavers by caste or profession, exclusive of Malas or Pariahs who are able to turn to ordinary labour, was estimated at about 71,400, representing a proportion of the total population of each taluk, ranging from 8 to 3 per cent. These artizans find the principal outlet for their wares in the Bombay Presidency, Hyderabad territory and other places farther north; but those markets were virtually closed in face of the distress that prevailed everywhere, while the local market was affected in like manner. In Ganjám and Vizagapatam the weavers suffered from similar causes. In the former district, according to the census of 1891, the weaving population in the distressed taluks was estimated at 47,700 and the number directly in receipt of relief rose at one time as high as between 11,000 and 12,000. In Vizagapatam the operations were more restricted and were in effect only for three months. No estimate of the weaving population is given, but the largest number relieved was 8,500 in August. The highest number relieved in the Deccan districts is stated in paragraph 29 of the report to have been close on 39,000. It is not stated whence these figures have been obtained, and they are not altogether consistent with the figures given in the district reports in volume II. The table on page 361 of volume II gives the highest number of actual owners of looms admitted to relief as 9,259, but this number is exclusive of dependants of weavers and weavers' assistants. Weavers are as a class notoriously improvident and when prices rose to famine rates and their markets were closed they began to suffer severely. Under the system of weavers' relief explained in Appendix VII of the Famine Code the Government buys all cloths of a specified description which the weaver may wish to sell on behalf of himself or any one else, the Government paying him partly in materials and partly in money. The system contemplates no initial advances and places no limitation on the number of cloths bought, nor takes account of whether the cloths are woven by the weavers and their families only or with the aid of coolies, the restriction on excessive expenditure being the payment of C wages and the fixing of suitable tasks. The rules in appendix VII were followed in the beginning; but the rules had never before been tried in practice, and as experience was gained in working the scheme, several important modifications were introduced. The number of cloths bought was limited to the number for which materials were advanced, so as to be a check upon local merchants who attempted to dispose of their stock through the weavers. Advances of materials (section 131 of the Code) were also restricted to the quantity required for the number of cloths which a weaver and his family could weave with the aid only of such coolies as were absolutely necessary. This restriction was enforced inasmuch as it was found that otherwise the loom owners acted the part of middlemen and intercepted a portion of the wages intended for the actual weavers. The greatest difficulty was the fixing of the tasks; and it is feared that in many instances the tasks were too light, with the result that an unduly large number participated in this form of relief. At the end of August orders were issued materially altering the method of tasking prescribed in the Code by directing the determination of tasks with reference to the time taken for weaving only, the persons engaged in the subsidiary operations being allowed payment only for those days on which they were actually employed and being fed in kitchens on the other days. The total expenditure on this form of relief was approximately 11·5 lakhs, of which, it is hoped, that more than one-half will be recovered by the sale of the cloths manufactured.

11. With regard to the total numbers on relief, appendices V and VI of the report exhibit these in full detail. The subjoined statement shows the average numbers for each month from the commencement of distress, and the percentages which those numbers bear to the total population of the affected areas:—

Months.	Population of affected area.	Workers.			On gratuitous relief.	Total average monthly numbers on relief.	Percentage of column 5 to column 2.	Percentage of column 6 to column 2.	Percentage of column 7 to column 2.
		On relief works.	Weavers.	Total.					
1	2	3	4	5	6	7	8	9	10
1896.									
November	12,06,000	22,355	133	22,488	1,348	23,836	1·9	0·11	2·00
December	13,99,400	21,458	368	21,826	803	22,629	1·6	0·06	1·66
1897.									
January	1,440,100	23,117	512	23,629	1,862	23,491	1·6	0·13	1·73
February	1,958,000	44,318	650	44,968	3,835	48,803	2·3	0·20	2·50
March	3,271,000	69,160	7,277	76,437	4,791	81,228	2·3	0·15	2·45
April	3,400,000	132,167	11,293	143,460	13,944	157,404	4·2	0·41	4·61
May	3,238,000	244,028	17,883	261,911	50,631	312,542	8·1	1·56	9·65
June	5,048,000	355,427	22,635	378,062	129,607	507,669	7·5	2·57	10·07
July	5,674,000	523,003	34,716	557,719	215,495	773,214	9·8	3·83	13·60
August	4,467,000	448,182	45,411	493,593	170,940	664,533	11·05	3·80	14·88
September	4,209,000	252,607	37,204	289,811	85,579	376,390	6·9	2·05	8·90
October	3,113,000	64,449	15,966	80,415	27,447	107,862	2·6	0·88	3·50
November	..	..	1,112	1,112	811	1,923	..	..	..

The total numbers on relief were highest in July, while the highest percentages occurred in that month and in August. The high percentages were mainly the result of the great expansion of relief operations—both works and gratuitous relief—during those months in Kurnool and Bellary, and were also due to the rapid augmentation of the numbers on gratuitous relief in the Northern Circars. In the latter case it was represented that the special circumstances of the Uriyas rendered it necessary to give unusual prominence to this form of relief. With regard to Kurnool and Bellary the numbers rose in July and the beginning of August to 40 per cent. of the population of the distressed tracts of those districts. The Commission on the Famine of 1876–78 gave it as their opinion that it might be anticipated that about 10 per cent. of the total population would represent the maximum likely to require relief in a distressed area; and the high figures mentioned above have been cited as indicating some laxity in the administration of relief. His Excellency the Governor in Council, however, observes that in fixing this proportion of 10 per cent. the Famine Commission, as a careful perusal of Part I, paragraph 75 of their report will show, had in view no small isolated area but the "largest population likely to be severely affected by famine at one time," and in fixing a proportion for the maximum population distressed, what they had regard to was, not the maximum of any single day or week, but the average for a continuous period of the severest months of distress. The exceptionally high percentages in Bellary and Kurnool occurred in July and the beginning of August, that is, in the severest month of the famine, and in tracts of those districts in which owing to peculiar circumstances the distress was particularly acute. These tracts were intensely affected in 1877–78, and later in Bellary in 1881, 1884 and 1888 and in Kurnool in 1884, while both districts suffered in 1891–92. In some portions of those tracts the numbers that came on relief in the worst months of 1877 were proportionately twice as many as in July 1897. The experience of former famines as well as of the recent famine proves that percentages equally high with those referred to may occur in particular tracts at the full tide of distress. This experience is evidently not confined to this Government, for an instructive comparison in confirmation of it is suggested by the figures given in the official gazette for Banda and Jalaun, the most severely affected districts in the North-Western Provinces and Oudh, which suffered most in May and June 1897. The percentages for these months are compared below with the similar figures for June and July in Bellary and Kurnool:—

Districts.	Average for the month.			
	Gratuitously relieved.	Total number relieved.	Gratuitously relieved.	Total number relieved.
	June.		July.	
Bellary	3·8	23·9	5·1	33·0
Kurnool	4·4	24·7	9·0	40·5
Average	4·2	24·4	7·1	35·5
	May.		June.	
Banda	9·37	36·34	10·02	38·15
Jalaun	10·59	30·67	10·14	30·77
Average	9·80	34·30	10·06	35·50

For the Madras districts the percentages are calculated on the population of the distressed tracts only and not of the whole district, as in the case apparently of Banda and Jalaun, though it may be that the whole of these districts was affected. If the Madras figures be calculated on the total district population, the percentages will be reduced by about one-half.

12. With regard to the preponderance of women on the works, the causes of this feature are discussed by the Sanitary Commissioner in paragraph 6 of his review of the vital statistics of the distressed areas, which is appended to the report. With his conclusions the Government is disposed to concur generally. One important point to be borne in mind in making a comparison in this connection with other parts of India, is the very limited extent to which the gosha system has influenced the people of this Presidency.

13. Turning to other measures by which the people were relieved, it is observed that in the revenue year 1896–97 (fasli 1306) the collection of land revenue was suspended to the amount of over 10 lakhs of rupees in the Deccan districts and in Ganjám and Vizagapatam; this suspension being in respect of a demand reduced, as a consequence of the drought, to 69½ lakhs from a normal demand of 96½ lakhs, or by 28 per cent.

Loans were also granted under the Land Improvement and the Agriculturists' Loans Acts; under the former for the construction and repair of wells, the removal of "nuth" grass, and for the levelling and embanking of fields; and under the latter enactment for the purchase of fodder, seed-grain and cattle and other agricultural purposes. The total amount lent under the former Act was 8½ lakhs, of which about one-third was utilized on wells. Under the Agriculturists' Loans Act the advances were over 10 lakhs, of which 6·3 lakhs were intended for the purchase of fodder and 3 lakhs for the purchase of cattle and seed-grain.

Another means of succour was the relaxation of the Forest rules. In Ganjám the free removal of grass from the forest reserves in the Berhampur taluk was allowed. In Vizagapatam all the reserves were thrown open to grazing from 1st January to 30th June; cattle owners who held permits for the previous six months being allowed to renew free of charge while others were charged only half rates, and certain concessions were given in respect of goats and sheep. In the four Deccan districts all the reserves covering an area of nearly 6,000 square miles were thrown open for free grazing until pasture should become procurable outside. The number of cattle which benefited by this concession in these districts was returned as 683,500, involving an estimated loss of revenue to the State under the head of grazing of Rupees 42,000.

The special measures introduced for the relief of jungle tribes—the Khonds, Savaras and Konda Doras in the Northern Circars, the Kois of Bhadráchalam in the Gódávari district, and the Chenchus of Kurnool—are explained generally in paragraph 33 of the Report, volume I, and in fuller detail in the district reports in volume II.

14. The famine of 1896–97 virtually closed by the end of October 1897. No death is known to have occurred which can be directly attributed to starvation. In his review of vital statistics, which is appended to the report, the Sanitary Commissioner, Surgeon-Lieutenant-Colonel W. G. King, calculates that during the period

of distress the birth rate fell 1·4 per mille below the average, while the death rate rose by 7·7 per mille. After a careful examination of the figures, the Sanitary Commissioner concludes that 8,262 deaths may be ascribed to pressure of famine conditions during the year, October 1896 to October 1897. This represents approximately one per thousand of the population in the affected districts.

15. The total cost of famine relief from November 1896 to November 1897 amounts to 98·27 lakhs and is exhibited in detail in the statement appended to paragraph 37 of the report. This will ultimately be reduced by 5 or 6 lakhs when the accounts are finally settled and recoveries are made on account of the cloths produced by weavers on State relief. No attempt has been made to estimate as a set-off to the total State expenditure the value of the work turned out by other relief labourers. If to the above estimate of cost is added the indirect expenditure debitable to other heads of account and the loss of revenue due to famine, the total cost of the relief measures undertaken by the State during 1896–97 will aggregate about 125 lakhs.

16. The efforts of Government to alleviate distress were cordially seconded by the Indian Famine Charitable Relief Fund Committee, and His Excellency in Council takes this occasion to repeat the acknowledgments, which he has already conveyed to the Committee, in recognition of the valuable assistance and co-operation which the Government has received from them in this crisis. His Excellency in Council would specially mention in this connection the services of the Hon'ble Mr. Crole, C.I.E., First Member of the Board of Revenue, who was President of the Committee, and of Dewan Bahadur P. Rajaratna Mudaliar, and Mr. Beauchamp, who undertook the onerous duties of Secretaries to the Fund. His Excellency would also refer with grateful recognition to the generosity and charity of the zamindars and private gentlemen referred to in paragraph 42 of the report and their efforts to alleviate the sufferings of their fellowmen during a time of grave calamity. His Excellency the Governor in Council cannot close this review without expressing the sense of his high appreciation of the zeal and devotion of those officers upon whom the burden of the famine administration has fallen and whose aid secured the accomplishment of the measures which have proved so successful in succouring the large population that suffered from famine during the year, rescuing them from starvation, and enabling them to go back to their normal occupations in comparative health and vigour. When almost every public servant has done excellent service it is not an easy task to single out individuals for special commendation. The cordial thanks of His Excellency the Governor in Council are due to all the officers mentioned in paragraph 47 and appendix X of the report. The Famine Commissioner's able and lucid report, and the zeal shown by him during the trying period of famine meet with the approbation of the Governor in Council.

(True Extract.)

for Secretary to Government.

To the Board of Revenue (in all its departments).
" other Heads of Departments under the Revenue Secretariat.
" the Departments of the Secretariat.
" the Secretary, Indian Famine Charitable Relief Fund.
" the Sanitary Commissioner.

Endorsement No. 382A.

Copy to the Government of India, Revenue and Agricultural Department.

(Signed) N. E. MARJORIBANKS,
Ag. Under Secretary to Government.

Exd. C. Parthasarathi.

150 Copies.

To be substituted for copies already sent.

[illegible] of Madras.

REVENUE.

Recd. } 1898. *Enclosures*

Regd. } *Spare copies*

G.O., Nos. 382, 382A, 9th July 1898.

JULY.

Review of the report of the Board of Revenue on the Madras Famine of 1896-97.

GOVERNMENT OF MADRAS.

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With the Proceedings read above, the Board of Revenue submits its report on the famine of 1896-97 in the Madras Presidency. There has been considerable delay in submitting the complete report, the second volume of which was not received in the Government office till the 4th May. The report which has been drawn up by Mr. LeFanu, the Famine Commissioner, gives a full narrative of the causes and extent of the famine and the measures adopted for the relief of the distressed population. The Government will now proceed to notice its more salient features.

2. The affected areas comprised portions of the northern districts of Ganjám and Vizagapatam, the Bhadráchalam division in Gódávari, and portions of the four Deccan districts of Kurnool, Bellary, Anantapur and Cuddapah. The Deccan districts lie within the recognized "famine zone," and outside the black cotton region consist largely of a soil of poor productiveness, the crops raised thereon being to a very great extent dependent on direct rainfall, and proving at the best of times precarious. Ganjám and Vizagapatam possess a comparatively fertile soil; the latter has been hitherto virtually immune from famine, but the former has frequently suffered—one important cause being the persistence of the people in cultivating rice on unirrigated lands which rely entirely on direct rainfall. There are but few important irrigation works in any of the affected districts. Over two-thirds of the population of these districts are agricultural, being either landholders, tenants or labourers. Except in Vizagapatam considerably more than 60 per cent. of the separate patta holdings pay an assessment of Rs. 10 or less. The Bhadráchalam division of the Gódávari district comprises the taluks of Bhadráchalam and Rékapalle which were transferred to the

Madras Presidency from the Central Provinces in 1874. It comprises an area of about 911 square miles. It is inhabited by Koyas and other backward tribes who rely to a great extent on jungle produce for their subsistence. It is cut off from the rest of the district by the Eastern Ghâts, and the chief communication with it is by the river Gódávari and is interrupted for several months in the year.

3. The rainfall of the south-west monsoon of 1896 was unevenly distributed in Ganjám and Vizagapatam, and the north-east monsoon wholly failed. The greater part of the sowings in these two districts takes place in July, August and September, the most important crop being paddy, which, to a great extent in Ganjám, is, as already remarked, like ordinary dry crops, wholly dependent on direct rainfall. The failure of the north-east monsoon consequently resulted in serious damage to this crop. In the Deccan, the rainfall in both the monsoons was considerably less than the average, but the failure in September and October had a particularly disastrous effect on the black cotton soil tracts on which sowings do not begin till August or later, and also told severely on the early crops sown previously on the lighter soils which needed rain to bring them to maturity. The rainfall in November was heavier than usual and stimulated sowings over large areas; but the three subsequent months were rainless. The south-west monsoon of 1897 broke punctually, but the burst lasted for a few days only. From the middle of June there was drought till near the close of July. Another long break occurred in August. These two breaks proved very injurious to the early, and delayed the later, sowings.

4. The following statement shows the outturn of the areas sown and the portion of them harvested in the affected districts between April 1896 and March 1897:—

Districts.		Extent sown from April 1896 to March 1897.	Portion of the extent harvested.	Outturn.						Outturn on area harvested.	Loss of crop.
				Twenty annas.	Sixteen annas.	Twelve annas.	Eight annas.	Four annas.	*Nil.*		
		Acs.	Acs.	Acs.	Acs.	Acs.	Acs.	Acs.	Acs.	As.	P.C.
Northern Circars.	Ganjám ..	445,522	445,375	1,619	19,056	58,963	103,128	168,637	93,972	5·7	64
	Vizagapatam ..	206,393	205,916	560	8,272	27,704	58,495	69,426	41,459	5·9	63
	Total ..	651,915	651,291	2,179	27,328	86,667	161,623	238,063	135,431	5·8	64
Ceded Districts.	Kurnool ..	1,764,352	1,763,709	2,298	45,681	146,815	322,095	324,583	672,237	4·2	74
	Bellary ..	1,882,180	1,881,680	361	13,158	112,828	434,265	542,389	778,679	3·8	76
	Anantapur ..	1,474,952	1,474,887	325	9,448	40,494	179,255	460,097	785,268	2·7	83
	Cuddapah ..	1,631,621	1,617,106	494	24,941	123,460	419,993	653,343	394,875	4·9	69
	Total ..	6,753,105	6,737,382	3,478	93,228	423,597	1,355,608	1,980,412	2,631,059	3·9	76

Note.—42 per cent. of the area in Ganjám and 89 per cent. of the area in Vizagapatam belong to zamindars, and no cultivation statistics are available with reference to their estates. The figures given above relate only to the ryotwari lands in those districts.

From the above statement it will be seen that in the Northern Circars, the crop obtained was only 36 per cent. of a full crop, while in the Deccan districts it was only 24 per cent. The figures in the statement for the Deccan districts relate to those districts as a whole and the percentages showing loss of crop may consequently be safely presumed to be much more favourable than in the affected areas in each district. The application of the figures to the Northern Circars is explained in the note to the statement.

5. The ill-effects of this scanty harvest were increased by the wide prevalence of famine in other parts of India which led to large exports of grain from this Presidency. In the twelve months ending September 1897, 250,000 tons of food-grains were exported. The consequence was a very serious rise in prices which at their

highest point were three times the normal rate. The course of prices from July 1896 to October 1897 appears in the statements appended to paragraph 15 of the report. It will be seen from those statements that scarcity rates were reached and exceeded in all the Deccan districts in November 1896, and in Ganjám, in January 1897. At the commencement of 1897, the prices in Vizagapatam and the Deccan districts fell slightly, but with the advent of the hot weather, the quotations in all the districts soon began to rise again rapidly. The scarcity rate was passed in Vizagapatam in June, while in Ganjám and the Deccan districts the staple dry grains were selling in July and August at about three times the normal prices. The subjoined table compiled by the Board of Revenue from the returns in the *Gazette of India* and other sources seems to show that excepting in the Punjab and possibly parts of the Central Provinces the rise in prices was more marked and severe in Madras than in any other part of India :—

Province.	District.	Grain.	Normal price.	Average price-October 1896 to August 1897.	Percentage of increase.
North-Western Provinces and Oudh.	Cawnpore ..	Wheat	14·00	9·31	50
		Barley	20·00	10·96	82
		Gram	22·00	9·60	129
		Jawar	19·00	10·51	81
Punjab	Lahore	Wheat	17·00	9·74	75
		Barley	28·51	11·93	139
		Gram	25·56	10·48	144
		Maize	22·08	9·84	124
Bengal	Patna	Rice	16·48	9·46	74
		Barley	22·77	12·36	84
	Darbhanga ..	Marua	23·96	12·26	95
		Maize	21·70	10·11	115
Central Provinces.	Nagpur : ..	Wheat	14·77	8·93	65
		Jawar	19·45	11·10	75
	Mandla	Wheat	16·96	8·59	97
		Gram	24·39	9·64	153
	Bilaspur	Rice	18·42	9·11	102
	Betul	Jawar	20·57	9·40	119
Bombay	Poona	Wheat	11·69	7·27	61
		Jawar	17·82	9·44	89
	Bijapur	Jawar	22·61	10·27	120
Madras	Bellary	Cholam	30·00	11·59	159
		Ragi	32·00	15·62	104
		Rice	13·20	8·50	55

At the same time, as pointed out in Mr. Holderness' "Narrative of the Famine," lower prices on the whole prevailed in Madras than in the affected parts of the rest of India. Nevertheless the rise in the prices of food-grains was so great, the loss of harvests so extensive, and the visible effects on the physique of the people so marked, as to leave no room for doubt that the period of distress through which the Deccan has just passed was the severest it has experienced since 1877–78. In Vizagapatam and Ganjám the distress was on the whole less severe, although in some parts of the latter district, it is believed to have been no less intense than in the Deccan.

6. The nature of the measures applied for the relief of the distress is fully described in paragraph 25 *et seq.* of the report. They are summarized under the following heads :—

(1) The opening of works.

(2) The establishment of kitchens for the distribution gratuitously of cooked food.

(3) The distribution of gratuitous relief in other forms.

(4) The employment of weavers at their own trade.

(5) The remission or postponement of the collection of the land revenue.

(6) The grant of advances for irrigational and other agricultural improvements and for the purchase of seed grain, cattle and fodder.

(7) The opening of forest reserves for free grazing.

(8) Special measures for the relief of jungle tribes.

(9) Grants from the Indian Famine Charitable Relief Fund and private charity.

7. The conditions of employment on relief works are, briefly, that a limited task suited to the capacity of the worker shall be performed in return for a wage which is limited to an amount that is considered sufficient to keep him in health, separate allowance being made for the support of those members of his family who are unable to work. The adequacy of the wages prescribed in the Code for the subsistence of the various classes of labourers has given rise to some controversy and need not be discussed here. The subject with the related questions will be fully dealt with in connexion with the proposals called for by the Government of India for the revision of the Famine Code. It will be sufficient to remark in this place that a wage which is sufficient at one stage of distress may not be sufficient at another. In the words of the writer of the Narrative of the Famine in India in 1896–97, "it may possibly be that no absolute wage standard which is, under all circumstances, sufficient for the worker's support and not more than sufficient can be laid down. A wage that is sufficient in a slightly distressed tract or, at the commencement of the scarcity, when the workers have still some resources of their own, and when there is a risk of withdrawing them unnecessarily from their ordinary employment, may be insufficient during acute distress or in the late stage of famine. It is a primary principle that at no time should the wage be such as to attract labour which otherwise could support itself. And when this happens, the wage has to be reduced below even the theoretical bare subsistence allowance, or else the other conditions of relief, such as the amount of the task, or the Sunday dole, or the allowance to dependants, have to be modified."

8. In the earlier stages of distress, from November 1896 to March 1897, when field work was to some extent available to the labouring population, the relief works undertaken by Government were carried out in strict accordance with the provisions of the Famine Code, the tasks prescribed being enforced by fining, in other words, by a reduction of the wage proportionately to the defect from the standard task, while the gratuitous relief of dependants was limited to the distribution of cooked food at kitchens. But with the gradual cessation of agricultural operations, the growing temperature of the hot months and the rapid rise in prices, it became evident that distress was entering on a new phase and that the population affected must deteriorate in condition unless relief was administered on more liberal lines. This was very evident in the course of the tour which His Excellency the Governor made through the distressed tracts of Bellary and Anantapur in the latter part of February. The Government accordingly in March 1897 (by their Order No. 216, Revenue, dated 30th March 1897) authorized the organization of village relief and directed that all relief workers should be placed in class A or class B, the very weak only being placed in class C, and that the standard tasks of the code should be revised so as to suit local conditions. Power was also given to local officers to reduce excessive tasks where necessary, restrictions were placed on fining for short tasks, while in the case of works without resident accommodation for the labourers, a deduction from the task proportionate to the distance of the worker's home was sanctioned. These concessions, which no doubt in some instances were interpreted with undue liberality, were nevertheless in the opinion of the Government deemed expedient during the intense heat of the summer months and in the condition to which the distress had reduced the population in the affected tracts. These concessions were maintained in force till the end of July, when, in view of the improved prospects of the season, they were modified under orders issued in that month, and gradually withdrawn and severer conditions introduced so as to afford the labourer no inducement to remain on the works instead of returning to his usual avocations.

9. Gratuitous State relief was confined in the earlier months of distress as already remarked to the distribution of cooked food to the dependants of workers and was at

first organized on a very limited scale till the beginning of April, when (*a*) grain-doles in villages and (*b*) money-doles to the children and infirm dependants of workers were also authorized. This latter form was, however, not adopted to any considerable extent except in Ganjám. In this Presidency difficulties have been experienced in approving any scheme which would confine gratuitous relief mainly to the acceptance of cooked food in kitchens. The principle has recently formed the subject of correspondence with the Government of India.

10. The relief of weavers was a special feature of the operations in the Deccan districts and in Ganjám and Vizagapatam. It was undertaken from the commencement of distress, but was not organized on an extensive scale till April. In the affected taluks of the Deccan districts, the number of true weavers by caste or profession, exclusive of Malas or Pariahs who are able to turn to ordinary labour, was estimated at about 71,400, representing a proportion of the total population of each taluk, ranging from 8 to 3 per cent. These artizans find the principal outlet for their wares in the Bombay Presidency, Hyderabad territory and other places farther north; but those markets were virtually closed in face of the distress that prevailed everywhere, while the local market was affected in like manner. In Ganjám and Vizagapatam the weavers suffered from similar causes. In the former district, according to the census of 1891, the weaving population in the distressed taluks was estimated at 47,700 and the number directly in receipt of relief rose at one time as high as between 11,000 and 12,000. In Vizagapatam the operations were more restricted and were in effect only for three months. No estimate of the weaving population is given, but the largest number relieved was 8,500 in August. The highest number relieved in the Deccan districts is stated in paragraph 29 of the report to have been close on 39,000. It is not stated whence these figures have been obtained, and they are not altogether consistent with the figures given in the district reports in volume II. The table on page 361 of volume II gives the highest number of actual owners of looms admitted to relief as 9,259, but this number is exclusive of dependants of weavers and weavers' assistants. Weavers are as a class notoriously improvident and when prices rose to famine rates and their markets were closed they began to suffer severely. Under the system of weavers' relief explained in Appendix VII of the Famine Code the Government buys all cloths of a specified description which the weaver may wish to sell on behalf of himself or any one else, the Government paying him partly in materials and partly in money. The system contemplates no initial advances and places no limitation on the number of cloths bought, nor takes account of whether the cloths are woven by the weavers and their families only or with the aid of coolies, the restriction on excessive expenditure being the payment of C wages and the fixing of suitable tasks. The rules in appendix VII were followed in the beginning; but the rules had never before been tried in practice, and as experience was gained in working the scheme, several important modifications were introduced. The number of cloths bought was limited to the number for which materials were advanced, so as to be a check upon local merchants who attempted to dispose of their stock through the weavers. Advances of materials (section 131 of the Code) were also restricted to the quantity required for the number of cloths which a weaver and his family could weave with the aid only of such coolies as were absolutely necessary. This restriction was enforced inasmuch as it was found that otherwise the loom owners acted the part of middlemen and intercepted a portion of the wages intended for the actual weavers. The greatest difficulty was the fixing of the tasks; and it is feared that in many instances the tasks were too light, with the result that an unduly large number participated in this form of relief. At the end of August orders were issued materially altering the method of tasking prescribed in the Code by directing the determination of tasks with reference to the time taken for weaving only, the persons engaged in the subsidiary operations being allowed payment only for those days on which they were actually employed and being fed in kitchens on the other days. The total expenditure on this form of relief was approximately 11·5 lakhs, of which it is hoped that more than one-half will be recovered by the sale of the cloths manufactured.

11. With regard to the total numbers on relief, appendices V and VI of the report exhibit these in full detail. The subjoined statement shows the average numbers for each month from the commencement of distress, and the percentages which those numbers bear to the total population of the affected areas:—

Months.	Population of affected area.	Workers.			On gratuitous relief.	Total average monthly numbers on relief.	Percentage of column 5 to column 2.	Percentage of column 6 to column 2.	Percentage of column 7 to column 2.
		On relief works.	Weavers.	Total.					
1	2	3	4	5	6	7	8	9	10
1896.									
November	12,06,000	22,355	133	22,488	1,348	23,836	1·9	0·11	2·00
December	13,99,100	21,458	368	21,826	803	22,629	1·6	0·06	1·66
1897.									
January	1,440,100	23,117	512	23,629	1,862	23,491	1·6	0·13	1·73
February	1,958,000	44,318	650	44,968	3,835	48,803	2·3	0·20	2·50
March	3,271,000	69,160	7,277	76,437	4,791	81,228	2·3	0·15	2·45
April	3,400,000	132,167	11,293	143,460	13,944	157,404	4·2	0·41	4·61
May	3,238,000	244,028	17,883	261,911	50,631	312,542	8·1	1·56	9·65
June	5,048,000	355,427	22,635	378,062	129,607	507,669	7·5	2·57	10·07
July	5,674,000	523,0·3	34,716	557,719	215,495	773,214	9·8	3·83	13·60
August	4,467,000	448,182	45,411	493,593	170,940	664,533	11·05	3·80	14·88
September	4,209,000	252,607	37,204	289,811	85,579	376,390	6·9	2·05	8·90
October	3,113,000	64,449	15,966	80,415	27,447	107,862	2·6	0·88	3·50
November	..	..	1,112	1,112	811	1,923	..	..	..

The total numbers on relief were highest in July, while the highest percentages occurred in that month and in August. The high percentages were mainly the result of the great expansion of relief operations—both works and gratuitous relief—during those months in Kurnool and Bellary, and were also due to the rapid augmentation of the numbers on gratuitous relief in the Northern Circars. In the latter case it was represented that the special circumstances of the Uriyas rendered it necessary to give unusual prominence to this form of relief. With regard to Kurnool and Bellary the numbers rose in July and the beginning of August to 40 per cent. of the population of the distressed tracts of those districts. The Commission on the Famine of 1876–78 gave it as their opinion that it might be anticipated that about 10 per cent. of the total population would represent the maximum likely to require relief in a distressed area; and the high figures mentioned above have been cited as indicating some laxity in the administration of relief. His Excellency the Governor in Council, however, observes that in fixing this proportion of 10 per cent. the Famine Commission, as a careful perusal of Part I, paragraph 75 of their report will show, had in view no small isolated area but the "largest population likely to be severely affected by famine at one time," and in fixing a proportion for the maximum population distressed, what they had regard to was, not the maximum of any single day or week, but the average for a continuous period of the severest months of distress. The exceptionally high percentages in Bellary and Kurnool occurred in July and the beginning of August, that is, in the severest month of the famine, and in tracts of those districts in which owing to peculiar circumstances the distress was particularly acute. These tracts were intensely affected in 1877–78, and later in Bellary in 1881, 1884 and 1888 and in Kurnool in 1884, while both districts suffered in 1891–92. In some portions of those tracts the numbers that came on relief in the worst months of 1877 were proportionately twice as many as in July 1897. The experience of former famines as well as of the recent famine proves that percentages equally high with those referred to may occur in particular tracts at the full tide of distress. This experience is evidently not confined to this Government, for an instructive comparison in confirmation of it is suggested by the figures given in the official gazette for Banda and Jalaun, the most severely affected districts in the North-Western Provinces and Oudh, which suffered most in May and June 1897. The percentages for these months are compared below with the similar figures for June and July in Bellary and Kurnool:—

Districts.	Average for the month.			
	Gratuitously relieved.	Total number relieved.	Gratuitously relieved.	Total number relieved.
	June.		July.	
Bellary	3·8	25·9	5·1	33·0
Kurnool	4·4	24·7	9·0	40·5
Average	4·2	24·4	7·1	35·5
	May.		June.	
Banda	9·37	36·34	10·02	38·15
Jalaun	10·59	30·67	10·14	30·77
Average	9·80	34·30	10·06	35·50

For the Madras districts the percentages are calculated on the population of the distressed tracts only and not of the whole district, as in the case apparently of Banda and Jalaun, though it may be that the whole of these districts was affected. If the Madras figures be calculated on the total district population, the percentages will be reduced by about one-half.

12. With regard to the preponderance of women on the works, the causes of this feature are discussed by the Sanitary Commissioner in paragraph 6 of his review of the vital statistics of the distressed areas, which is appended to the report. With his conclusions the Government is disposed to concur generally. One important point to be borne in mind in making a comparison in this connection with other parts of India, is the very limited extent to which the gosha system has influenced the people of this Presidency.

13. Turning to other measures by which the people were relieved, it is observed that in the revenue year 1896–97 (fasli 1306) the collection of land revenue was suspended to the amount of over 10 lakhs of rupees in the Deccan districts and in Ganjám and Vizagapatam ; this suspension being in respect of a demand reduced, as a consequence of the drought, to 69½ lakhs from a normal demand of 96½ lakhs, or by 28 per cent.

Loans were also granted under the Land Improvement and the Agriculturists' Loans Acts ; under the former for the construction and repair of wells, the removal of "nuth" grass, and for the levelling and embanking of fields ; and under the latter enactment for the purchase of fodder, seed-grain and cattle and other agricultural purposes. The total amount lent under the former Act was 8½ lakhs, of which about one-third was utilized on wells. Under the Agriculturists' Loans Act the advances were over 10 lakhs, of which 6·3 lakhs were intended for the purchase of fodder and 3 lakhs for the purchase of cattle and seed-grain.

Another means of succour was the relaxation of the Forest rules. In Ganjám the free removal of grass from the forest reserves in the Berhampur taluk was allowed. In Vizagapatam all the reserves were thrown open to grazing from 1st January to 30th June ; cattle owners who held permits for the previous six months being allowed to renew free of charge while others were charged only half rates, and certain concessions were given in respect of goats and sheep. In the four Deccan districts all the reserves covering an area of nearly 6,000 square miles were thrown open for free grazing until pasture should become procurable outside. The number of cattle which benefited by this concession in these districts was returned as 683,500, involving an estimated loss of revenue to the State under the head of grazing of Rupees 42,000.

The special measures introduced for the relief of jungle tribes—the Khonds, Savaras and Konda Doras in the Northern Circars, the Kois of Bhadráchalam in the Gódávari district, and the Chenchus of Kurnool—are explained generally in paragraph 33 of the Report, volume I, and in fuller detail in the district reports in volume II.

14. The famine of 1896–97 virtually closed by the end of October 1897. No death is known to have occurred which can be directly attributed to starvation. In his review of vital statistics, which is appended to the report, the Sanitary Commissioner, Surgeon-Lieutenant-Colonel W. G. King, calculates that during the period

of distress the birth rate fell 1·4 per mille below the average, while the death rate rose by 7·7 per mille. After a careful examination of the figures, the Sanitary Commissioner concludes that 8,262 deaths may be ascribed to pressure of famine conditions during the year, October 1896 to October 1897. This represents approximately one per thousand of the population in the affected districts.

15. The total cost of famine relief from November 1896 to November 1897 amounts to 98·27 lakhs and is exhibited in detail in the statement appended to paragraph 37 of the report. This will ultimately be reduced by 5 or 6 lakhs when the accounts are finally settled and recoveries are made on account of the cloths produced by weavers on State relief. No attempt has been made to estimate as a set-off to the total State expenditure the value of the work turned out by other relief labourers. If to the above estimate of cost is added the indirect expenditure debitable to other heads of account and the loss of revenue due to famine, the total cost of the relief measures undertaken by the State during 1896–97 will aggregate about 125 lakhs.

16. The efforts of Government to alleviate distress were cordially seconded by the Indian Famine Charitable Relief Fund Committee, and His Excellency in Council takes this occasion to repeat the acknowledgments, which he has already conveyed to the Committee, in recognition of the valuable assistance and co-operation which the Government has received from them in this crisis. His Excellency in Council would specially mention in this connection the services of the Hon'ble Mr. Crole, C.I.E., First Member of the Board of Revenue, who was President of the Committee, and of Dewan Bahadur P. Rajaratna Mudaliar, and Mr. Beauchamp, who undertook the onerous duties of Secretaries to the Fund. His Excellency would also refer with grateful recognition to the generosity and charity of the zamindars and private gentlemen referred to in paragraph 42 of the report and their efforts to alleviate the sufferings of their fellowmen during a time of grave calamity. His Excellency the Governor in Council cannot close this review without expressing the sense of his high appreciation of the zeal and devotion of those officers upon whom the burden of the famine administration has fallen and whose aid secured the accomplishment of the measures which have proved so successful in succouring the large population that suffered from famine during the year, rescuing them from starvation, and enabling them to go back to their normal occupations in comparative health and vigour. When almost every public servant has done excellent service it is not an easy task to single out individuals for special commendation. The cordial thanks of His Excellency the Governor in Council are due to all the officers mentioned in paragraph 47 and appendix X of the report. The Famine Commissioner's able and lucid report, and the zeal shown by him during the trying period of famine meet with the approbation of the Governor in Council.

(True Extract.)

(Signed) G. S. FORBES,
Secretary to Government.

To the Board of Revenue (in all its departments).
,, other Heads of Departments under the Revenue Secretariat.
,, the Departments of the Secretariat.
,, the Secretary, Indian Famine Charitable Relief Fund.
,, the Sanitary Commissioner.

Endorsement No. 382A.

Copy to the Government of India, Revenue and Agricultural Department.

(Signed) N. E. MARJORIBANKS,
Ag. Under Secretary to Government.

Exd. C. Parthasarathi.

260 Copies.

To be substituted for copies already sent.

[illegible] of Madras.

REVENUE.

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G.O., Nos. 382, 382A, 9th July 1898.

JULY.

Review of the report of the Board of Revenue on the Madras Famine of 1896-97.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

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2. The affected areas comprised portions of the northern districts of Ganjám and Vizagapatam, the Bhadráchalam division in Gódávari, and portions of the four Deccan districts of Kurnool, Bellary, Anantapur and Cuddapah. The Deccan districts lie within the recognized "famine zone," and outside the black cotton region consist largely of a soil of poor productiveness, the crops raised thereon being to a very great extent dependent on direct rainfall, and proving at the best of times precarious. Ganjám and Vizagapatam possess a comparatively fertile soil; the latter has been hitherto virtually immune from famine, but the former has frequently suffered—one important cause being the persistence of the people in cultivating rice on unirrigated lands which rely entirely on direct rainfall. There are but few important irrigation works in any of the affected districts. Over two-thirds of the population of these districts are agricultural, being either landholders, tenants or labourers. Except in Vizagapatam considerably more than 60 per cent. of the separate patta holdings pay an assessment of Rs. 10 or less. The Bhadráchalam division of the Gódávari district comprises the taluks of Bhadráchalam and Rékapalle which were transferred to the

Madras Presidency from the Central Provinces in 1874. It comprises an area of about 911 square miles. It is inhabited by Koyas and other backward tribes who rely to a great extent on jungle produce for their subsistence. It is cut off from the rest of the district by the Eastern Ghâts, and the chief communication with it is by the river Gódávari and is interrupted for several months in the year.

3. The rainfall of the south-west monsoon of 1896 was unevenly distributed in Ganjám and Vizagapatam, and the north-east monsoon wholly failed. The greater part of the sowings in these two districts takes place in July, August and September, the most important crop being paddy, which, to a great extent in Ganjám, is, as already remarked, like ordinary dry crops, wholly dependent on direct rainfall. The failure of the north-east monsoon consequently resulted in serious damage to this crop. In the Deccan, the rainfall in both the monsoons was considerably less than the average, but the failure in September and October had a particularly disastrous effect on the black cotton soil tracts on which sowings do not begin till August or later, and also told severely on the early crops sown previously on the lighter soils which needed rain to bring them to maturity. The rainfall in November was heavier than usual and stimulated sowings over large areas; but the three subsequent months were rainless. The south-west monsoon of 1897 broke punctually, but the burst lasted for a few days only. From the middle of June there was drought till near the close of July. Another long break occurred in August. These two breaks proved very injurious to the early, and delayed the later, sowings.

4. The following statement shows the outturn of the areas sown and the portion of them harvested in the affected districts between April 1896 and March 1897:—

Districts.		Extent sown from April 1896 to March 1897.	Portion of the extent harvested.	Outturn.						Outturn on area harvested.	Loss of crop.
				Twenty annas.	Sixteen annas.	Twelve annas.	Eight annas.	Four annas.	*Nil.*		
		ACS.	ACS.	ACS.	ACS.	ACS.	ACS.	ACS.	ACS.	AS.	P.C.
Northern Circars.	Ganjám ..	445,522	445,375	1,619	19,056	58,963	103,128	168,637	93,972	5·7	64
	Vizagapatam ..	206,393	205,916	560	8,272	27,704	58,495	69,426	41,459	5·9	63
	Total ..	651,915	651,291	2,179	27,328	86,667	161,623	238,063	135,431	5·8	64
Ceded Districts.	Kurnool ..	1,764,352	1,763,709	2,298	45,681	146,815	322,095	324,583	672,237	4·2	74
	Bellary ..	1,882,180	1,881,680	361	13,158	112,828	434,265	542,389	778,679	3·8	76
	Anantapur ..	1,474,952	1,474,887	325	9,448	40,494	179,255	460,097	785,268	2·7	83
	Cuddapah ..	1,631,621	1,617,106	494	24,941	123,460	419,993	653,343	394,875	4·9	69
	Total ..	6,753,105	6,737,382	3,478	93,228	423,597	1,355,608	1,980,412	2,631,059	3·9	76

Note.—42 per cent. of the area in Ganjám and 89 per cent. of the area in Vizagapatam belong to zamindars, and no cultivation statistics are available with reference to their estates. The figures given above relate only to the ryotwari lands in those districts.

From the above statement it will be seen that in the Northern Circars, the crop obtained was only 36 per cent. of a full crop, while in the Deccan districts it was only 24 per cent. The figures in the statement for the Deccan districts relate to those districts as a whole and the percentages showing loss of crop may consequently be safely presumed to be much more favourable than in the affected areas in each district. The application of the figures to the Northern Circars is explained in the note to the statement.

5. The ill-effects of this scanty harvest were increased by the wide prevalence of famine in other parts of India which led to large exports of grain from this Presidency. In the twelve months ending September 1897, 250,000 tons of food-grains were exported. The consequence was a very serious rise in prices which at their

highest point were three times the normal rate. The course of prices from July 1896 to October 1897 appears in the statements appended to paragraph 15 of the report. It will be seen from those statements that scarcity rates were reached and exceeded in all the Deccan districts in November 1896, and in Ganjám, in January 1897. At the commencement of 1897, the prices in Vizagapatam and the Deccan districts fell slightly, but with the advent of the hot weather, the quotations in all the districts soon began to rise again rapidly. The scarcity rate was passed in Vizagapatam in June, while in Ganjám and the Deccan districts the staple dry grains were selling in July and August at about three times the normal prices. The subjoined table compiled by the Board of Revenue from the returns in the *Gazette of India* and other sources seems to show that excepting in the Punjab and possibly parts of the Central Provinces the rise in prices was more marked and severe in Madras than in any other part of India :—

Province.	District.	Grain.	Normal price.	Average price-October 1896 to August 1897.	Percentage of increase.
North-Western Provinces and Oudh.	Cawnpore ..	Wheat	14·00	9·31	
		Barley	20·00	10·96	50
		Gram	22·00	9·60	82
		Jawar	19·00	10·51	129
Punjab	Lahore	Wheat	17·00	9·74	81
		Barley	28·51	11·93	75
		Gram	25·56	10·48	139
		Maize	22·08	9·84	144
Bengal	Patna	Rice	16·48	9·46	124
		Barley	22·77	12·36	74
	Darbhanga ..	Marua	23·96	12·26	84
		Maize	21·70	10·11	95
Central Provinces.	Nagpur : ..	Wheat	14·77	8·93	115
		Jawar	19·45	11·10	65
	Mandla	Wheat	16·96	8·59	75
		Gram	24·39	9·64	97
	Bilaspur	Rice	18·42	9·11	153
	Betul	Jawar	20·57	9·40	102
Bombay	Poona	Wheat	11·69	7·27	119
	Bijapur	Jawar	17·82	9·44	61
		Jawar	22·61	10·27	89
Madras	Bellary	Cholam	30·00	11·59	120
		Ragi	32·00	15·62	159
		Rice	13·20	8·50	104
					55

At the same time, as pointed out in Mr. Holderness' "Narrative of the Famine," lower prices on the whole prevailed in Madras than in the affected parts of the rest of India. Nevertheless the rise in the prices of food-grains was so great, the loss of harvests so extensive, and the visible effects on the physique of the people so marked, as to leave no room for doubt that the period of distress through which the Deccan has just passed was the severest it has experienced since 1877–78. In Vizagapatam and Ganjám the distress was on the whole less severe, although in some parts of the latter district, it is believed to have been no less intense than in the Deccan.

6. The nature of the measures applied for the relief of the distress is fully described in paragraph 25 *et seq.* of the report. They are summarized under the following heads :—

(1) The opening of works.

(2) The establishment of kitchens for the distribution gratuitously of cooked food.

(3) The distribution of gratuitous relief in other forms.

(4) The employment of weavers at their own trade.

(5) The remission or postponement of the collection of the land revenue.

(6) The grant of advances for irrigational and other agricultural improvements and for the purchase of seed grain, cattle and fodder.

(7) The opening of forest reserves for free grazing.

(8) Special measures for the relief of jungle tribes.

(9) Grants from the Indian Famine Charitable Relief Fund and private charity.

7. The conditions of employment on relief works are, briefly, that a limited task suited to the capacity of the worker shall be performed in return for a wage which is limited to an amount that is considered sufficient to keep him in health, separate allowance being made for the support of those members of his family who are unable to work. The adequacy of the wages prescribed in the Code for the subsistence of the various classes of labourers has given rise to some controversy and need not be discussed here. The subject with the related questions will be fully dealt with in connexion with the proposals called for by the Government of India for the revision of the Famine Code. It will be sufficient to remark in this place that a wage which is sufficient at one stage of distress may not be sufficient at another. In the words of the writer of the Narrative of the Famine in India in 1896–97, "it may possibly be that no absolute wage standard which is, under all circumstances, sufficient for the worker's support and not more than sufficient can be laid down. A wage that is sufficient in a slightly distressed tract or, at the commencement of the scarcity, when the workers have still some resources of their own, and when there is a risk of withdrawing them unnecessarily from their ordinary employment, may be insufficient during acute distress or in the late stage of famine. It is a primary principle that at no time should the wage be such as to attract labour which otherwise could support itself. And when this happens, the wage has to be reduced below even the theoretical bare subsistence allowance, or else the other conditions of relief, such as the amount of the task, or the Sunday dole, or the allowance to dependants, have to be modified."

8. In the earlier stages of distress, from November 1896 to March 1897, when field work was to some extent available to the labouring population, the relief works undertaken by Government were carried out in strict accordance with the provisions of the Famine Code, the tasks prescribed being enforced by fining, in other words, by a reduction of the wage proportionately to the defect from the standard task, while the gratuitous relief of dependants was limited to the distribution of cooked food at kitchens. But with the gradual cessation of agricultural operations, the growing temperature of the hot months and the rapid rise in prices, it became evident that distress was entering on a new phase and that the population affected must deteriorate in condition unless relief was administered on more liberal lines. This was very evident in the course of the tour which His Excellency the Governor made through the distressed tracts of Bellary and Anantapur in the latter part of February. The Government accordingly in March 1897 (by their Order No. 216, Revenue, dated 30th March 1897) authorized the organization of village relief and directed that all relief workers should be placed in class A or class B, the very weak only being placed in class C, and that the standard tasks of the code should be revised so as to suit local conditions. Power was also given to local officers to reduce excessive tasks where necessary, restrictions were placed on fining for short tasks, while in the case of works without resident accommodation for the labourers, a deduction from the task proportionate to the distance of the worker's home was sanctioned. These concessions, which no doubt in some instances were interpreted with undue liberality, were nevertheless in the opinion of the Government deemed expedient during the intense heat of the summer months and in the condition to which the distress had reduced the population in the affected tracts. These concessions were maintained in force till the end of July, when, in view of the improved prospects of the season, they were modified under orders issued in that month, and gradually withdrawn and severer conditions introduced so as to [illegible] the labourer no inducement to remain on the works instead of returning to [illegible] usual avocations.

9. Gratuitous State relief was confined in the earlier months of distress as already remarked to the distribution of cooked food to the dependants of workers and was at

first organized on a very limited scale till the beginning of April, when (*a*) grain-doles in villages and (*b*) money-doles to the children and infirm dependants of workers were also authorized. This latter form was, however, not adopted to any considerable extent except in Ganjám. In this Presidency difficulties have been experienced in approving any scheme which would confine gratuitous relief mainly to the acceptance of cooked food in kitchens. The principle has recently formed the subject of correspondence with the Government of India.

10. The relief of weavers was a special feature of the operations in the Deccan districts and in Ganjám and Vizagapatam. It was undertaken from the commencement of distress, but was not organized on an extensive scale till April. In the affected taluks of the Deccan districts, the number of true weavers by caste or profession, exclusive of Malas or Pariahs who are able to turn to ordinary labour, was estimated at about 71,400, representing a proportion of the total population of each taluk, ranging from 8 to 3 per cent. These artizans find the principal outlet for their wares in the Bombay Presidency, Hyderabad territory and other places farther north; but those markets were virtually closed in face of the distress that prevailed everywhere, while the local market was affected in like manner. In Ganjám and Vizagapatam the weavers suffered from similar causes. In the former district, according to the census of 1891, the weaving population in the distressed taluks was estimated at 47,700 and the number directly in receipt of relief rose at one time as high as between 11,000 and 12,000. In Vizagapatam the operations were more restricted and were in effect only for three months. No estimate of the weaving population is given, but the largest number relieved was 8,500 in August. The highest number relieved in the Deccan districts is stated in paragraph 29 of the report to have been close on 39,000. It is not stated whence these figures have been obtained, and they are not altogether consistent with the figures given in the district reports in volume II. The table on page 361 of volume II gives the highest number of actual owners of looms admitted to relief as 9,259, but this number is exclusive of dependants of weavers and weavers' assistants. Weavers are as a class notoriously improvident and when prices rose to famine rates and their markets were closed they began to suffer severely. Under the system of weavers' relief explained in Appendix VII of the Famine Code the Government buys all cloths of a specified description which the weaver may wish to sell on behalf of himself or any one else, the Government paying him partly in materials and partly in money. The system contemplates no initial advances and places no limitation on the number of cloths bought, nor takes account of whether the cloths are woven by the weavers and their families only or with the aid of coolies, the restriction on excessive expenditure being the payment of C wages and the fixing of suitable tasks. The rules in appendix VII were followed in the beginning; but the rules had never before been tried in practice, and as experience was gained in working the scheme, several important modifications were introduced. The number of cloths bought was limited to the number for which materials were advanced, so as to be a check upon local merchants who attempted to dispose of their stock through the weavers. Advances of materials (section 131 of the Code) were also restricted to the quantity required for the number of cloths which a weaver and his family could weave with the aid only of such coolies as were absolutely necessary. This restriction was enforced inasmuch as it was found that otherwise the loom owners acted the part of middlemen and intercepted a portion of the wages intended for the actual weavers. The greatest difficulty was the fixing of the tasks; and it is feared that in many instances the tasks were too light, with the result that an unduly large number participated in this form of relief. At the end of August orders were issued materially altering the method of tasking prescribed in the Code by directing the determination of tasks with reference to the time taken for weaving only, the persons engaged in the subsidiary operations being allowed payment only for those days on which they were actually employed and being fed in kitchens on the other days. The total expenditure on this form of relief was approximately 11·5 lakhs, of which it is hoped that more than one-half will be recovered by the sale of the cloths manufactured.

11. With regard to the total numbers on relief, appendices V and VI of the report exhibit these in full detail. The subjoined statement shows the average numbers for each month from the commencement of distress, and the percentages which those numbers bear to the total population of the affected areas:—

Months.	Population of affected area.	Workers.			On gratuitous relief.	Total average monthly numbers on relief.	Percentage of column 5 to column 2.	Percentage of column 6 to column 2.	Percentage of column 7 to column 2.
		On relief works.	Weavers.	Total.					
1	2	3	4	5	6	7	8	9	10
1896.									
November	12,06,000	22,355	133	22,488	1,348	23,836	1·9	0·11	2·00
December	13,99,100	21,458	368	21,826	803	22,629	1·6	0·06	1·66
1897.									
January	1,440,100	23,117	512	23,629	1,862	23,491	1·6	0·13	1·73
February	1,958,000	44,318	650	44,968	3,835	48,803	2·3	0·20	2·50
March	3,271,000	69,160	7,277	76,437	4,791	81,228	2·3	0·15	2·45
April	3,400,000	132,167	11,293	143,460	13,944	157,404	4·2	0·41	4·61
May	3,238,000	244,028	17,883	261,911	50,631	312,542	8·1	1·56	9·65
June	5,048,000	355,427	22,635	378,062	129,607	507,669	7·5	2·57	10·07
July	5,674,000	523,0 3	34,716	557,719	215,495	773,214	9·8	3·83	13·60
August	4,467,000	448,182	45,411	493,593	170,940	664,533	11·05	3·80	14·88
September	4,209,000	252,607	37,204	289,811	85,579	376,390	6·9	2·05	8·90
October	3,113,000	64,449	15,965	80,415	27,447	107,862	2·6	0·88	3·50
November .. .	..	..	1,112	1,112	811	1,923	..	..	..

The total numbers on relief were highest in July, while the highest percentages occurred in that month and in August. The high percentages were mainly the result of the great expansion of relief operations—both works and gratuitous relief—during those months in Kurnool and Bellary, and were also due to the rapid augmentation of the numbers on gratuitous relief in the Northern Circars. In the latter case it was represented that the special circumstances of the Uriyas rendered it necessary to give unusual prominence to this form of relief. With regard to Kurnool and Bellary the numbers rose in July and the beginning of August to 40 per cent. of the population of the distressed tracts of those districts. The Commission on the Famine of 1876–78 gave it as their opinion that it might be anticipated that about 10 per cent. of the total population would represent the maximum likely to require relief in a distressed area; and the high figures mentioned above have been cited as indicating some laxity in the administration of relief. His Excellency the Governor in Council, however, observes that in fixing this proportion of 10 per cent. the Famine Commission, as a careful perusal of Part I, paragraph 75 of their report will show, had in view no small isolated area but the "largest population likely to be severely affected by famine at one time," and in fixing a proportion for the maximum population distressed, what they had regard to was, not the maximum of any single day or week, but the average for a continuous period of the severest months of distress. The exceptionally high percentages in Bellary and Kurnool occurred in July and the beginning of August, that is, in the severest month of the famine, and in tracts of those districts in which owing to peculiar circumstances the distress was particularly acute. These tracts were intensely affected in 1877–78, and later in Bellary in 1881, 1884 and 1888 and in Kurnool in 1884, while both districts suffered in 1891–92. In some portions of those tracts the numbers that came on relief in the worst months of 1877 were proportionately twice as many as in July 1897. The experience of former famines as well as of the recent famine proves that percentages equally high with those referred to may occur in particular tracts at the full tide of distress. This experience is evidently not confined to this Government, for an instructive comparison in confirmation of it is suggested by the figures given in the official gazette for Banda and Jalaun, the most severely affected districts in the North-Western Provinces and Oudh, which suffered most in May and June 1897. The percentages for these months are compared below with the similar figures for June and July in Bellary and Kurnool:—

Districts.	Average for the month.			
	Gratuitously relieved.	Total number relieved.	Gratuitously relieved.	Total number relieved.
	June.		July.	
Bellary	3·8	23·9	5·1	33·0
Kurnool	4·4	24·7	9·0	40·5
Average	4·2	24·4	7·1	35·5
	May.		June.	
Banda	9·37	36·34	10·02	38·15
Jalaun	10·59	30·67	10·14	30·77
Average	9·80	34·30	10·06	35·50

For the Madras districts the percentages are calculated on the population of the distressed tracts only and not of the whole district, as in the case apparently of Banda and Jalaun, though it may be that the whole of these districts was affected. If the Madras figures be calculated on the total district population, the percentages will be reduced by about one-half.

12. With regard to the preponderance of women on the works, the causes of this feature are discussed by the Sanitary Commissioner in paragraph 6 of his review of the vital statistics of the distressed areas, which is appended to the report. With his conclusions the Government is disposed to concur generally. One important point to be borne in mind in making a comparison in this connection with other parts of India, is the very limited extent to which the gosha system has influenced the people of this Presidency.

13. Turning to other measures by which the people were relieved, it is observed that in the revenue year 1896–97 (fasli 1306) the collection of land revenue was suspended to the amount of over 10 lakhs of rupees in the Deccan districts and in Ganjám and Vizagapatam; this suspension being in respect of a demand reduced, as a consequence of the drought, to 69½ lakhs from a normal demand of 96½ lakhs, or by 28 per cent.

Loans were also granted under the Land Improvement and the Agriculturists' Loans Acts; under the former for the construction and repair of wells, the removal of "nuth" grass, and for the levelling and embanking of fields; and under the latter enactment for the purchase of fodder, seed-grain and cattle and other agricultural purposes. The total amount lent under the former Act was 8½ lakhs, of which about one-third was utilized on wells. Under the Agriculturists' Loans Act the advances were over 10 lakhs, of which 6·3 lakhs were intended for the purchase of fodder and 3 lakhs for the purchase of cattle and seed-grain.

Another means of succour was the relaxation of the Forest rules. In Ganjám the free removal of grass from the forest reserves in the Berhampur taluk was allowed. In Vizagapatam all the reserves were thrown open to grazing from 1st January to 30th June; cattle owners who held permits for the previous six months being allowed to renew free of charge while others were charged only half rates, and certain concessions were given in respect of goats and sheep. In the four Deccan districts all the reserves covering an area of nearly 6,000 square miles were thrown open for free grazing until pasture should become procurable outside. The number of cattle which benefited by this concession in these districts was returned as 683,500, involving an estimated loss of revenue to the State under the head of grazing of Rupees 42,000.

The special measures introduced for the relief of jungle tribes—the Khonds, Savaras and Konda Doras in the Northern Circars, the Kois of Bhadráchalam in the Gódávari district, and the Chenchus of Kurnool—are explained generally in paragraph 33 of the Report, volume I, and in fuller detail in the district reports in volume II.

14. The famine of 1896–97 virtually closed by the end of October 1897. No death is known to have occurred which can be directly attributed to starvation. In his review of vital statistics, which is appended to the report, the Sanitary Commissioner, Surgeon-Lieutenant-Colonel W. G. King, calculates that during the period

of distress the birth rate fell 1·4 per mille below the average, while the death rate rose by 7·7 per mille. After a careful examination of the figures, the Sanitary Commissioner concludes that 8,262 deaths may be ascribed to pressure of famine conditions during the year, October 1896 to October 1897. This represents approximately one per thousand of the population in the affected districts.

15. The total cost of famine relief from November 1896 to November 1897 amounts to 98·27 lakhs and is exhibited in detail in the statement appended to paragraph 37 of the report. This will ultimately be reduced by 5 or 6 lakhs when the accounts are finally settled and recoveries are made on account of the cloths produced by weavers on State relief. No attempt has been made to estimate as a set-off to the total State expenditure the value of the work turned out by other relief labourers. If to the above estimate of cost is added the indirect expenditure debitable to other heads of account and the loss of revenue due to famine, the total cost of the relief measures undertaken by the State during 1896–97 will aggregate about 125 lakhs.

16. The efforts of Government to alleviate distress were cordially seconded by the Indian Famine Charitable Relief Fund Committee, and His Excellency in Council takes this occasion to repeat the acknowledgments, which he has already conveyed to the Committee, in recognition of the valuable assistance and co-operation which the Government has received from them in this crisis. His Excellency in Council would specially mention in this connection the services of the Hon'ble Mr. Crole, C.I.E., First Member of the Board of Revenue, who was President of the Committee, and of Dewan Bahadur P. Rajaratna Mudaliar, and Mr. Beauchamp, who undertook the onerous duties of Secretaries to the Fund. His Excellency would also refer with grateful recognition to the generosity and charity of the zamindars and private gentlemen referred to in paragraph 42 of the report and their efforts to alleviate the sufferings of their fellowmen during a time of grave calamity. His Excellency the Governor in Council cannot close this review without expressing the sense of his high appreciation of the zeal and devotion of those officers upon whom the burden of the famine administration has fallen and whose aid secured the accomplishment of the measures which have proved so successful in succouring the large population that suffered from famine during the year, rescuing them from starvation, and enabling them to go back to their normal occupations in comparative health and vigour. When almost every public servant has done excellent service it is not an easy task to single out individuals for special commendation. The cordial thanks of His Excellency the Governor in Council are due to all the officers mentioned in paragraph 47 and appendix X of the report. The Famine Commissioner's able and lucid report, and the zeal shown by him during the trying period of famine meet with the approbation of the Governor in Council.

(True Extract.)

(Signed) G. S. FORBES,
Secretary to Government.

To the Board of Revenue (in all its departments).
" other Heads of Departments under the Revenue Secretariat.
" the Departments of the Secretariat.
" the Secretary, Indian Famine Charitable Relief Fund.
" the Sanitary Commissioner.

Endorsement No. 382A.

Copy to the Government of India, Revenue and Agricultural Department.

(Signed) N. E. MARJORIBANKS,
Ag. Under Secretary to Government.

Exd. C. Parthasarathi.

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Government {1898} of Madras.

REVENUE.

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P.W.D

G.O., Nos. 382, 382A, 9th July 1898.

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Communicated to Officers of the Public Works Department

Sd W Bolen

C.E. Gen I
Supdg Engrs
Supdt of Works Lt. Dy
Prncpl Architect

JULY.

Review of the report of the Board of Revenue on the Madras Famine of 1896-97.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), Mis. No. 1495, dated 2nd March 1898.

Abstract.—Submitting to Government, for approval, an advance copy of Volume I of the Report on the famine of 1896–97.

Read—also Proceedings of the Board of Revenue (Revenue Settlement Land Records and Agriculture), Routine No. 525, dated 30th April 1898.

Abstract.—Submitting to Government two copies of Volume II of the Report on the famine of 1896–97.

Order—No. 382, Revenue, dated 9th July 1898.

With the Proceedings read above, the Board of Revenue submits its report on the famine of 1896–97 in the Madras Presidency. There has been considerable delay in submitting the complete report, the second volume of which was not received in the Government office till the 4th May. The report which has been drawn up by Mr. LeFanu, the Famine Commissioner gives a full narrative of the causes and extent of the famine and the measures adopted for the relief of the distressed population. The Government will now proceed o notice its more salient features.

2. The affected areas comprised portions of the northern districts of Ganjám and Vizagapatam, the Bhadráchalam division, in Gódávari and portions of the four Deccan districts of Kurnool, Bellary, Anantapur and Cuddapah. The Deccan districts lie within the recognized "famine zone," and outside the black cotton region consist largely of a soil of poor productiveness, the crops raised thereon being to a very great extent dependent on direct rainfall, and proving at the best of times precarious. Ganjám and Vizagapatam possess a comparatively fertile soil; the latter has been hitherto virtually immune from famine, but the former has frequently suffered—one important cause being the persistence of the people in cultivating rice on unirrigated lands which rely entirely on direct rainfall. There are but few important irrigation works in any of the affected districts. Over two-thirds of the population of these districts are agricultural, being either landholders, tenants or labourers. Except in Vizagapatam considerably more than 60 per cent. of the separate patta holdings pay an assessment of Rs. 10 or less. The Bhadráchalam division of the Gódávari district comprises the taluks of Bhadráchalam and Rékapalle which were transferred to the Madras Presidency from the Central Provinces in 1874. It comprises an area of about 911 squire miles. It is inhabited by Koyas and other backward tribes who rely to a great extent on jungle produce for their subsistence. It is cut off from the rest of the district by the Eastern Ghâts, and the chief communication with it is by the river Gódávari and is interrupted for several months in the year.

3. The rainfall of the south-west monsoon of 1896 was unevenly distributed in Ganjám and Vizagapatam, and the north-east monsoon wholly failed. The greater part of the sowings in these two districts takes place in July, August and September, the most important crop being paddy, which, to a great extent in Ganjám, is, as already remarked, like ordinary dry crops, wholly dependent on direct rainfall. The failure of the north-east monsoon consequently resulted in serious damage to this crop. In the Deccan, the rainfall in both the monsoons was considerably less than the average, but the failure in September and October had a particularly disastrous effect on the black cotton soil tracts on which sowings do not begin till August or later, and also told severely on the early crops sown previously on the lighter soils which needed rain to bring them to maturity. The rainfall in November was heavier than usual and stimulated sowings over large areas; but the three subsequent months were rainless. The south-west monsoon of 1897 broke punctually, but the burst lasted for a few days only. From the middle of June there was drought till near the close of July. Another long break occurred in August. These two breaks proved very injurious to the early, and delayed the later, sowings.

4. The following statement shows the outturn of the areas sown and the portion of them harvested in the affected districts between April 1896 and March 1897:—

Districts.		Extent sown from April 1896 to March 1897.	Portion of the extent harvested.	Outturn. Twenty annas.	Sixteen annas.	Twelve annas.	Eight annas.	Four annas.	Nil.	Outturn on area harvested.	Loss of crop.
		ACS.	ACS.	ACS.	ACS.	ACS.	ACS.	ACS.	ACS.	AS.	P.C.
Northern Circars.	Ganjám ..	445,522	445,375	1,619	19,056	58,963	103,128	168,637	93,972	5·7	64
	Vizagapatam ..	206,393	205,916	560	8,272	27,704	58,495	69,426	41,459	5·9	63
	Total ..	651,915	651,291	2,179	27,328	86,667	161,623	238,063	135,431	5·8	64
Ceded Districts.	Kurnool ..	1,764,352	1,763,709	2,298	45,681	146,815	322,095	324,583	672,237	4·2	74
	Bellary ..	1,882,180	1,881,680	361	13,158	112,828	434,265	542,389	778,679	3·8	76
	Anantapur ..	1,474,952	1,474,887	325	9,448	40,494	179,255	460,097	785,268	2·7	83
	Cuddapah ..	1,631,621	1,617,106	494	24,941	123,460	419,993	653,343	394,875	4·9	69
	Total ..	6,753,105	6,737,382	3,478	93,228	423,597	1,355,608	1,980,412	2,631,059	3·9	76

Note.—42 per cent. of the area in Ganjám and 89 per cent. of the area in Vizagapatam belong to zamindars, and no cultivation statistics are available with reference to their estates. The figures given above relate only to the ryotwari lands in those districts.

From the above statement it will be seen that in the Northern Circars, the crop obtained was only 36 per cent. of a full crop, while in the Deccan districts it was only 24 per cent. The figures in the statement for the Deccan districts relate to those districts as a whole and the percentages showing loss of crop may consequently be safely presumed to be much more favourable than in the affected areas in each district. The application of the figures to the Northern Circars is explained in the note to the statement.

5. The ill-effects of this scanty harvest were increased by the wide prevalence of famine in other parts of India which led to large exports of grain from this Presidency. In the twelve months ending September 1897, 250,000 tons of food-grains were exported. The consequence was a very serious rise in prices whic[illegible] their

highest point were three times the normal rate. The course of prices from July 1896 to October 1897 appears in the statements appended to paragraph 15 of the report. It will be seen from those statements that scarcity rates were reached and exceeded in all the Deccan districts in November 1896, and in Ganjám, in January 1897. At the commencement of 1897, the prices in Vizagapatam and the Deccan districts fell slightly, but with the advent of the hot weather, the quotations in all the districts soon began to rise again rapidly. The scarcity rate was passed in Vizagapatam in June, while in Ganjám and the Deccan districts the staple dry grains were selling in July and August at about three times the normal prices. The subjoined table compiled by the Board of Revenue from the returns in the *Gazette of India* and other sources seems to show that excepting in the Punjab and possibly parts of the Central Provinces the rise in prices was more marked and severe in Madras than in any other part of India :—

Province.	District.	Grain.	Normal price.	Average price-October 1896 to August 1897.	Percentage of increase.
North-Western Provinces and Oudh.	Cawnpore ..	Wheat	14·00	9·31	50
		Barley	20·00	10·96	82
		Gram	22·00	9·60	129
		Jawar	19·00	10·51	81
Punjab	Lahore	Wheat	17·00	9·74	75
		Barley	28·51	11·93	139
		Gram	25·56	10·48	144
		Maize	22·08	9·84	124
Bengal	Patna	Rice	16·48	9·46	74
		Barley	22·77	12·36	84
	Darbhanga ..	Marua	23·96	12·26	95
		Maize	21·70	10·11	115
Central Provinces.	Nagpur : ..	Wheat	14·77	8·93	65
		Jawar	19·45	11·10	75
	Mandla	Wheat	16·96	8·59	97
	Bilaspur	Gram	24·39	9·64	153
	Betul	Rice	18·42	9·11	102
		Jawar	20·57	9·40	119
Bombay	Poona	Wheat	11·69	7·27	61
	Bijapur	Jawar	17·82	9·44	89
		Jawar	22·61	10·27	120
Madras	Bellary	Cholam	30·00	11·59	159
		Ragi	32·00	15·62	104
		Rice	13·20	8·50	55

At the same time, as pointed out in Mr. Holderness' "Narrative of the Famine," lower prices on the whole prevailed in Madras than in the affected parts of the rest of India. Nevertheless the rise in the prices of food-grains was so great, the loss of harvests so extensive, and the visible effects on the physique of the people so marked, as to leave no room for doubt that the period of distress through which the Deccan has just passed was the severest it has experienced since 1877–78. In Vizagapatam and Ganjám the distress was on the whole less severe, although in some parts of the latter district, it is believed to have been no less intense than in the Deccan.

6. The nature of the measures applied for the relief of the distress is fully described in paragraph 25 *et seq.* of the report. They are summarized under the following heads :—

(1) The opening of works.

(2) The establishment of kitchens for the distribution gratuitously of cooked food.

(3) The distribution of gratuitous relief in other forms.

(4) The employment of weavers at their own trade.

(5) The remission or postponement of the collection of the land revenue.

(6) The grant of advances for irrigational and other agricultural improvements and for the purchase of seed grain, cattle and fodder.

(7) The opening of forest reserves for free grazing.

(8) Special measures for the relief of jungle tribes.

(9) Grants from the Indian Famine Charitable Relief Fund and private charity.

7. The conditions of employment on relief works are, briefly, that a limited task suited to the capacity of the worker shall be performed in return for a wage which is limited to an amount that is considered sufficient to keep him in health, separate allowance being made for the support of those members of his family who are unable to work. The adequacy of the wages prescribed in the Code for the subsistence of the various classes of labourers has given rise to some controversy and need not be discussed here. The subject with the related questions will be fully dealt with in connexion with the proposals called for by the Government of India for the revision of the Famine Code. It will be sufficient to remark in this place that a wage which is sufficient at one stage of distress may not be sufficient at another. In the words of the writer of the Narrative of the Famine in India in 1896–97, "it may possibly be that no absolute wage standard which is, under all circumstances, sufficient for the worker's support and not more than sufficient can be laid down. A wage that is sufficient in a slightly distressed tract or, at the commencement of the scarcity, when the workers have still some resources of their own, and when there is a risk of withdrawing them unnecessarily from their ordinary employment, may be sufficient during acute distress or in the late stage of famine. It is a primary principle that at no time should the wage be such as to attract labour which otherwise could support itself. And when this happens, the wage has to be reduced below even the theoretical bare subsistence allowance, or else the other conditions of relief, such as the amount of the task, or the Sunday dole, or the allowance to dependants, have to be modified."

8. In the earlier stages of distress, from November 1896 to March 1897, when field work was to some extent available to the labouring population, the relief works undertaken by Government were carried out in strict accordance with the provisions of the Famine Code, the tasks prescribed being enforced by fining, in other words, by a reduction of the wage proportionately to the defect from the standard task, while the gratuitous relief of dependants was limited to the distribution of cooked food at kitchens. But with the gradual cessation of agricultural operations, the growing temperature of the hot months and the rapid rise in prices, it became evident that distress was entering on a new phase and that the population affected must deteriorate in condition unless relief was administered on more liberal lines. This was very evident in the course of the tour which His Excellency the Governor made through the distressed tracts of Bellary and Anantapur in the latter part of February. The Government accordingly in March 1897 (by their Order No. 216, Revenue, dated 30th March 1897) authorized the organization of village relief and directed that all relief workers should be placed in class A or class B, the very weak only being placed in class C, and that the standard tasks of the code should be revised so as to suit local conditions. Power was also given to local officers to reduce excessive tasks where necessary, restrictions were placed on fining for short tasks, while in the case of works without resident occupation for the labourers, a deduction from the task proportionate to the distance of the worker's home was sanctioned. These concessions, which no doubt in some instances were interpreted with undue liberality, were nevertheless in the opinion of the Government deemed expedient during the intense heat of the summer months and in the condition to which the distress had reduced the population in the affected tracts. These concessions were maintained in force till the end of July, when, in view of the improved prospects of the season, they were modified under orders issued in that month, and gradually withdrawn and severer conditions introduced so as to afford the labourer no inducement to remain on the works instead of returning to his usual avocations.

9. Gratuitous State relief was confined in the earlier months of distress as already remarked to the distribution of cooked food to the dependants of workers and was at

first orgeanized on a very limited scale till the beginning of April, when (*a*) grain-doles in villages and (*b*) money-doles to the children and infirm dependants of workers were also authorized. This latter form was, however, not adopted to any considerable extent except in Ganjám. In this Presidency difficulties have been experienced in approving any scheme which would confine gratuitous relief mainly to the acceptance of cooked food in kitchens. The principle has recently formed the subject of correspondence with the Government of India.

10. The relief of weavers was a special feature of the operations in the Deccan districts and in Ganjám and Vizagapatam. It was undertaken from the commencement of distress, but was not organized on an extensive scale till April. In the affected taluks of the Deccan districts, the number of true weavers by caste or profession, exclusive of Malas or Pariahs who are able to turn to ordinary labour, was estimated at about 71,400, representing a proportion of the total population of each taluk, ranging from 8 to 3 per cent. These artizans find the principal outlet for their wares in the Bombay Presidency, Hyderabad territory and other places farther north; but those markets were virtually closed in face of the distress that prevailed everywhere, while the local market was affected in like manner. In Ganjám and Vizagapatam the weavers suffered from similar causes. In the former district, according to the census of 1891, the weaving population in the distressed taluks was estimated at 47,700 and the number directly in receipt of relief rose at one time as high as between 11,000 and 12,000. In Vizagapatam the operations were more restricted and were in effect only for three months. No estimate of the weaving population is given, but the largest number relieved was 8,500 in August. The highest number relieved in the Deccan districts is stated in paragraph 29 of the report to have been close on 39,000. It is not stated whence these figures have been obtained, and they are not altogether consistent with the figures given in the district reports in volume II. The table on page 361 of volume II gives the highest number of actual owners of looms admitted to relief as 9,259, but this number is exclusive of dependants of weavers and weavers' assistants. Weavers are as a class notoriously improvident and when prices rose to famine rates and their markets were closed they began to suffer severely. Under the system of weavers' relief explained in Appendix VII of the Famine Code the Government buys all cloths of a specified description which the weaver may wish to sell on behalf of himself or any one else, the Government paying him partly in materials and partly in money. The system contemplates no initial advances and places no limitation on the number of cloths bought, nor takes account of whether the cloths are woven by the weavers and their families only or with the aid of coolies, the restriction on excessive expenditure being the payment of C wages and the fixing of suitable tasks. The rules in appendix VII were followed in the beginning; but the rules had never before been tried in practice, and as experience was gained in working the scheme, several important modifications were introduced. The number of cloths bought was limited to the number for which materials were advanced, so as to be a check upon local merchants who attempted to dispose of their stock through the weavers. Advances of materials (section 131 of the Code) were also restricted to the quantity required for the number of cloths which a weaver and his family could weave with the aid only of such coolies as were absolutely necessary. This restriction was enforced inasmuch as it was found that otherwise the loom owners acted the part of middlemen and intercepted a portion of the wages intended for the actual weavers. The greatest difficulty was the fixing of the tasks; and it is feared that in many instances the tasks were too light, with the result that an unduly large number participated in this form of relief. At the end of August orders were issued materially altering the method of tasking prescribed in the Code by directing the determination of tasks with reference to the time taken for weaving only, the persons engaged in the subsidiary operations being allowed payment only for those days on which they were actually employed and being fed in kitchens on the other days. The total expenditure on this form of relief was approximately 11·5 lakhs, of which, it is hoped, that more than one-half will be recovered by the sale of the cloths manufactured.

11. With regard to the total numbers on relief, appendices V and VI of the report exhibit these in full detail. The subjoined statement shows the average numbers for each month from the commencement of distress, and the percentages which those numbers bear to the total population of the affected areas:—

Months.	Population of affected area.	Workers.			On gratuitous relief.	Total average monthly numbers on relief.	Percentage of column 5 to column 2.	Percentage of column 6 to column 2.	Percentage of column 7 to column 2.
		On relief works.	Weavers.	Total.					
1	2	3	4	5	6	7	8	9	10
1896.									
November	12,06,000	22,355	133	22,488	1,348	23,836	1·9	0·11	2·00
December	13,99,400	21,458	368	21,826	803	22,629	1·6	0·06	1·66
1897.									
January	1,440,100	23,117	512	23,629	1,862	23,491	1·6	0·13	1·73
February	1,958,000	44,318	650	44,968	3,835	48,803	2·3	0·20	2·50
March	3,271,000	69,160	7,277	76,437	4,791	81,228	2·3	0·15	2·45
April	3,400,000	132,167	11,293	143,460	13,944	157,404	4·2	0·41	4·61
May	3,238,000	244,028	17,883	261,911	50,631	312,542	8·1	1·56	9·65
June	5,048,000	355,427	22,635	378,062	129,607	507,669	7·5	2·57	10·07
July	5,674,000	523,003	34,716	557,719	215,495	773,214	9·8	3·83	13·60
August	4,467,000	448,182	45,411	493,593	170,940	664,533	11·05	3·80	14·88
September	4,209,000	252,607	37,204	289,811	85,579	376,390	6·9	2·05	8·90
October	3,113,000	64,449	15,966	80,415	27,447	107,862	2·6	0·88	3·50
November	..	..	1,112	1,112	811	1,923	..	..	..

The total numbers on relief were highest in July, while the highest percentages occurred in that month and in August. The high percentages were mainly the result of the great expansion of relief operations—both works and gratuitous relief—during those months in Kurnool and Bellary, and were also due to the rapid augmentation of the numbers on gratuitous relief in the Northern Circars. In the latter case it was represented that the special circumstances of the Uriyas rendered it necessary to give unusual prominence to this form of relief. With regard to Kurnool and Bellary the numbers rose in July and the beginning of August to 40 per cent. of the population of the distressed tracts of those districts. The Commission on the Famine of 1876–78 gave it as their opinion that it might be anticipated that about 10 per cent. of the total population would represent the maximum likely to require relief in a distressed area; and the high figures mentioned above have been cited as indicating some laxity in the administration of relief. His Excellency the Governor in Council, however, observes that in fixing this proportion of 10 per cent. the Famine Commission, as a careful perusal of Part I, paragraph 75 of their report will show, had in view no small isolated area but the "largest population likely to be severely affected by famine at one time," and in fixing a proportion for the maximum population distressed, what they had regard to was, not the maximum of any single day or week, but the average for a continuous period of the severest months of distress. The exceptionally high percentages in Bellary and Kurnool occurred in July and the beginning of August, that is, in the severest month of the famine, and in tracts of those districts in which owing to peculiar circumstances the distress was particularly acute. These tracts were intensely affected in 1877–78, and later in Bellary in 1881, 1884 and 1888 and in Kurnool in 1884, while both districts suffered in 1891–92. In some portions of those tracts the numbers that came on relief in the worst months of 1877 were proportionately twice as many as in July 1897. The experience of former famines as well as of the recent famine proves that percentages equally high with those referred to may occur in particular tracts at the full tide of distress. This experience is evidently not confined to this Government, for an instructive comparison in confirmation of it is suggested by the figures given in the official gazette for Banda and Jalaun, the most severely affected districts in the North-Western Provinces and Oudh, which suffered most in May and June 1897. The percentages for these months are compared below with the similar figures for June and July in Bellary and Kurnool:—

Districts.	Average for the month.			
	Gratuitously relieved.	Total number relieved.	Gratuitously relieved.	Total number relieved.
	June.		July.	
Bellary	3·8	23·9	5·1	33·0
Kurnool	4·4	24·7	9·0	40·5
Average	4·2	24·4	7·1	35·5
	May.		June.	
Banda	9·37	36·34	10·02	38·15
Jalaun	10·59	30·67	10·14	30·77
Average	9·80	34·30	10·06	35·50

For the Madras districts the percentages are calculated on the population of the distressed tracts only and not of the whole district, as in the case apparently of Banda and Jalaun, though it may be that the whole of these districts was affected. If the Madras figures be calculated on the total district population, the percentages will be reduced by about one-half.

12. With regard to the preponderance of women on the works, the causes of this feature are discussed by the Sanitary Commissioner in paragraph 6 of his review of the vital statistics of the distressed areas, which is appended to the report. With his conclusions the Government is disposed to concur generally. One important point to be borne in mind in making a comparison in this connection with other parts of India, is the very limited extent to which the gosha system has influenced the people of this Presidency.

13. Turning to other measures by which the people were relieved, it is observed that in the revenue year 1896–97 (fasli 1306) the collection of land revenue was suspended to the amount of over 10 lakhs of rupees in the Deccan districts and in Ganjám and Vizagapatam; this suspension being in respect of a demand reduced, as a consequence of the drought, to 69½ lakhs from a normal demand of 96½ lakhs, or by 28 per cent.

Loans were also granted under the Land Improvement and the Agriculturists' Loans Acts; under the former for the construction and repair of wells, the removal of "nuth" grass, and for the levelling and embanking of fields; and under the latter enactment for the purchase of fodder, seed-grain and cattle and other agricultural purposes. The total amount lent under the former Act was 8½ lakhs, of which about one-third was utilized on wells. Under the Agriculturists' Loans Act the advances were over 10 lakhs, of which 6·3 lakhs were intended for the purchase of fodder and 3 lakhs for the purchase of cattle and seed-grain.

Another means of succour was the relaxation of the Forest rules. In Ganjám the free removal of grass from the forest reserves in the Berhampur taluk was allowed. In Vizagapatam all the reserves were thrown open to grazing from 1st January to 30th June; cattle owners who held permits for the previous six months being allowed to renew free of charge while others were charged only half rates, and certain concessions were given in respect of goats and sheep. In the four Deccan districts all the reserves covering an area of nearly 6,000 square miles were thrown open for free grazing until pasture should become procurable outside. The number of cattle which benefited by this concession in these districts was returned as 683,500, involving an estimated loss of revenue to the State under the head of grazing of Rupees 42,000.

The special measures introduced for the relief of jungle tribes—the Khonds, Savaras and Konda Doras in the Northern Circars, the Kois of Bhadráchalam in the Gódávari district, and the Chenchus of Kurnool—are explained generally in paragraph 33 of the Report, volume I, and in fuller detail in the district reports in volume II.

14. The famine of 1896–97 virtually closed by the end of October 1897. No death is known to have occurred which can be directly attributed to starvation. In his review of vital statistics, which is appended to the report, the Sanitary Commissioner, Surgeon-Lieutenant-Colonel W. G. King, calculates that dur-

of distress the birth rate fell 1·4 per mille below the average, while the death rate rose by 7·7 per mille. After a careful examination of the figures, the Sanitary Commissioner concludes that 8,262 deaths may be ascribed to pressure of famine conditions during the year, October 1896 to October 1897. This represents approximately one per thousand of the population in the affected districts.

15. The total cost of famine relief from November 1896 to November 1897 amounts to 98·27 lakhs and is exhibited in detail in the statement appended to paragraph 37 of the report. This will ultimately be reduced by 5 or 6 lakhs when the accounts are finally settled and recoveries are made on account of the cloths produced by weavers on State relief. No attempt has been made to estimate as a set-off to the total State expenditure the value of the work turned out by other relief labourers. If to the above estimate of cost is added the indirect expenditure debitable to other heads of account and the loss of revenue due to famine, the total cost of the relief measures undertaken by the State during 1896–97 will aggregate about 125 lakhs.

16. The efforts of Government to alleviate distress were cordially seconded by the Indian Famine Charitable Relief Fund Committee, and His Excellency in Council takes this occasion to repeat the acknowledgments, which he has already conveyed to the Committee, in recognition of the valuable assistance and co-operation which the Government has received from them in this crisis. His Excellency in Council would specially mention in this connection the services of the Hon'ble Mr. Crole, C.I.E., First Member of the Board of Revenue, who was President of the Committee, and of Dewan Bahadur P. Rajaratna Mudaliar, and Mr. Beauchamp, who undertook the onerous duties of Secretaries to the Fund. His Excellency would also refer with grateful recognition to the generosity and charity of the zamindars and private gentlemen referred to in paragraph 42 of the report and their efforts to alleviate the sufferings of their fellowmen during a time of grave calamity. His Excellency the Governor in Council cannot close this review without expressing the sense of his high appreciation of the zeal and devotion of those officers upon whom the burden of the famine administration has fallen and whose aid secured the accomplishment of the measures which have proved so successful in succouring the large population that suffered from famine during the year, rescuing them from starvation, and enabling them to go back to their normal occupations in comparative health and vigour. When almost every public servant has done excellent service it is not an easy task to single out individuals for special commendation. The cordial thanks of His Excellency the Governor in Council are due to all the officers mentioned in paragraph 47 and appendix X of the report. The Famine Commissioner's able and lucid report, and the zeal shown by him during the trying period of famine meet with the approbation of the Governor in Council.

(True Extract.)

(Signed) G. S. FORBES,
Secretary to Government.

To the Board of Revenue (in all its departments).
,, other Heads of Departments under the Revenue Secretariat.
,, the Departments of the Secretariat.
,, the Secretary, Indian Famine Charitable Relief Fund.
,, the Sanitary Commissioner.

Endorsement No. 382A.

Copy to the Government of India, Revenue and Agricultural Department.

(Signed) N. E. MARJORIBANKS,
Ag. Under Secretary to Government.

Exd. C. Parthasarathi.

with

To be substituted for copies already sent.

... of Madras.

REVENUE.

Recd. } 1898. *Enclosures*

Regd. *Spare copies*

G.O., Nos. 382, 382A, 9th July 1898.

JULY.

Review of the report of the Board of Revenue on the Madras Famine of 1896–97.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), Mis. No. 1495, dated 2nd March 1898.

Abstract.—Submitting to Government, for approval, an advance copy of Volume I of the Report on the famine of 1896-97.

Read—also Proceedings of the Board of Revenue (Revenue Settlement Land Records and Agriculture), Routine No. 525, dated 30th April 1898.

Abstract.—Submitting to Government two copies of Volume II of the Report on the famine of 1896-97.

Order—No. 382, Revenue, dated 9th July 1898.

With the Proceedings read above, the Board of Revenue submits its report on the famine of 1896-97 in the Madras Presidency. There has been considerable delay in submitting the complete report, the second volume of which was not received in the Government office till the 4th May. The report which has been drawn up by Mr. LeFanu, the Famine Commissioner, gives a full narrative of the causes and extent of the famine and the measures adopted for the relief of the distressed population. The Government will now proceed to notice its more salient features.

2. The affected areas comprised portions of the northern districts of Ganjám and Vizagapatam, the Bhadráchalam division in Gódávari, and portions of the four Deccan districts of Kurnool, Bellary, Anantapur and Cuddapah. The Deccan districts lie within the recognized "famine zone," and outside the black cotton region consist largely of a soil of poor productiveness, the crops raised thereon being to a very great extent dependent on direct rainfall, and proving at the best of times precarious. Ganjám and Vizagapatam possess a comparatively fertile soil; the latter has been hitherto virtually immune from famine, but the former has frequently suffered—one important cause being the persistence of the people in cultivating rice on unirrigated lands which rely entirely on direct rainfall. There are but few important irrigation works in any of the affected districts. Over two-thirds of the population of these districts are agricultural, being either landholders, tenants or labourers. Except in Vizagapatam considerably more than 60 per cent. of the separate patta holdings pay an assessment of Rs. 10 or less. The Bhadráchalam division of the Gódávari district comprises the taluks of Bhadráchalam and Rékapalle which were transferred to the

Madras Presidency from the Central Provinces in 1874. It comprises an area of about 911 square miles. It is inhabited by Koyas and other backward tribes who rely to a great extent on jungle produce for their subsistence. It is cut off from the rest of the district by the Eastern Ghâts, and the chief communication with it is by the river Gódávari and is interrupted for several months in the year.

3. The rainfall of the south-west monsoon of 1896 was unevenly distributed in Ganjám and Vizagapatam, and the north-east monsoon wholly failed. The greater part of the sowings in these two districts takes place in July, August and September, the most important crop being paddy, which, to a great extent in Ganjám, is, as already remarked, like ordinary dry crops, wholly dependent on direct rainfall. The failure of the north-east monsoon consequently resulted in serious damage to this crop. In the Deccan, the rainfall in both the monsoons was considerably less than the average, but the failure in September and October had a particularly disastrous effect on the black cotton soil tracts on which sowings do not begin till August or later, and also told severely on the early crops sown previously on the lighter soils which needed rain to bring them to maturity. The rainfall in November was heavier than usual and stimulated sowings over large areas; but the three subsequent months were rainless. The south-west monsoon of 1897 broke punctually, but the burst lasted for a few days only. From the middle of June there was drought till near the close of July. Another long break occurred in August. These two breaks proved very injurious to the early, and delayed the later, sowings.

4. The following statement shows the outturn of the areas sown and the portion of them harvested in the affected districts between April 1896 and March 1897:—

Districts.	Extent sown from April 1896 to March 1897.	Portion of the extent harvested.	Outturn. Twenty annas.	Sixteen annas.	Twelve annas.	Eight annas.	Four annas.	Nil.	Outturn on harvested.	Loss of crop.
	Acs.	Acs.	Acs.	Acs.	Acs.	Acs.	Acs.	Acs.	As.	P.C.
Northern Circars. Ganjám ..	445,522	445,375	1,619	19,056	58,963	103,128	168,637	93,972	5·7	64
Northern Circars. Vizagapatam ..	206,393	205,916	560	8,272	27,704	58,495	69,426	41,459	5·9	63
Northern Circars. Total ..	651,915	651,291	2,179	27,328	86,667	161,623	238,063	135,431	5·8	64
Ceded Districts. Kurnool ..	1,764,352	1,763,709	2,298	45,681	146,815	322,095	324,583	672,237	4·2	74
Ceded Districts. Bellary ..	1,882,180	1,881,680	361	13,158	112,828	434,265	542,389	778,679	3·8	76
Ceded Districts. Anantapur ..	1,474,952	1,474,887	325	9,448	40,494	179,255	460,097	785,268	2·7	83
Ceded Districts. Cuddapah ..	1,631,621	1,617,106	494	24,941	123,460	419,993	653,343	394,875	4·9	69
Ceded Districts. Total ..	6,753,105	6,737,382	3,478	93,228	423,597	1,355,608	1,980,412	2,631,059	3·9	76

Note.—42 per cent. of the area in Ganjám and 89 per cent. of the area in Vizagapatam belong to zamindars, and no cultivation statistics are available with reference to their estates. The figures given above relate only to the ryotwari lands in those districts.

From the above statement it will be seen that in the Northern Circars, the crop obtained was only 36 per cent. of a full crop, while in the Deccan districts it was only 24 per cent. The figures in the statement for the Deccan districts relate to those districts as a whole and the percentages showing loss of crop may consequently be safely presumed to be much more favourable than in the affected areas in each district. The application of the figures to the Northern Circars is explained in the note to the statement.

5. The ill-effects of this scanty harvest were increased by the wide prevalence of famine in other parts of India which led to large exports of grain from this Presidency. In the twelve months ending September 1897, 250,000 tons of food-grains were exported. The consequence was a very serious rise in prices which at their

highest point were three times the normal rate. The course of prices from July 1896 to October 1897 appears in the statements appended to paragraph 15 of the report. It will be seen from those statements that scarcity rates were reached and exceeded in all the Deccan districts in November 1896, and in Ganjám, in January 1897. At the commencement of 1897, the prices in Vizagapatam and the Deccan districts fell slightly, but with the advent of the hot weather, the quotations in all the districts soon began to rise again rapidly. The scarcity rate was passed in Vizagapatam in June, while in Ganjám and the Deccan districts the staple dry grains were selling in July and August at about three times the normal prices. The subjoined table compiled by the Board of Revenue from the returns in the *Gazette of India* and other sources seems to show that excepting in the Punjab and possibly parts of the Central Provinces the rise in prices was more marked and severe in Madras than in any other part of India :—

Province.	District.	Grain.	Normal price.	Average price-October 1896 to August 1897.	Percentage of increase.
North-Western Provinces and Oudh.	Cawnpore ..	Wheat	14·00	9·31	50
		Barley	20·00	10·96	82
		Gram	22·00	9·60	129
		Jawar	19·00	10·51	81
Punjab	Lahore	Wheat	17·00	9·74	75
		Barley	28·51	11·93	139
		Gram	25·56	10·48	144
		Maize	22·08	9·84	124
Bengal	Patna	Rice	16·48	9·46	74
		Barley	22·77	12·36	84
	Darbhanga ..	Marua	23·96	12·26	95
		Maize	21·70	10·11	115
Central Provinces.	Nagpur : ..	Wheat	14·77	8·93	65
		Jawar	19·45	11·10	75
	Mandla	Wheat	16·96	8·59	97
	Bilaspur	Gram	24·39	9·64	153
	Betul	Rice	18·42	9·11	102
		Jawar	20·57	9·40	119
Bombay	Poona	Wheat	11·69	7·27	61
	Bijapur	Jawar	17·82	9·44	89
		Jawar	22·61	10·27	120
Madras	Bellary	Cholam	30·00	11·59	159
		Ragi	32·00	15·62	104
		Rice	13·20	8·50	55

At the same time, as pointed out in Mr. Holderness' "Narrative of the Famine," lower prices on the whole prevailed in Madras than in the affected parts of the rest of India. Nevertheless the rise in the prices of food-grains was so great, the loss of harvests so extensive, and the visible effects on the physique of the people so marked, as to leave no room for doubt that the period of distress through which the Deccan has just passed was the severest it has experienced since 1877–78. In Vizagapatam and Ganjám the distress was on the whole less severe, although in some parts of the latter district, it is believed to have been no less intense than in the Deccan.

6. The nature of the measures applied for the relief of the distress is fully described in paragraph 25 *et seq.* of the report. They are summarized under the following heads :—

(1) The opening of works.

(2) The establishment of kitchens for the distribution gratuitously of cooked food.

(3) The distribution of gratuitous relief in other forms.

(4) The employment of weavers at their own trade.

(5) The remission or postponement of the collection of the land revenue.

(6) The grant of advances for irrigational and other agricultural improvements and for the purchase of seed grain, cattle and fodder.

(7) The opening of forest reserves for free grazing.

(8) Special measures for the relief of jungle tribes.

(9) Grants from the Indian Famine Charitable Relief Fund and private charity.

7. The conditions of employment on relief works are, briefly, that a limited task suited to the capacity of the worker shall be performed in return for a wage which is limited to an amount that is considered sufficient to keep him in health, separate allowance being made for the support of those members of his family who are unable to work. The adequacy of the wages prescribed in the Code for the subsistence of the various classes of labourers has given rise to some controversy and need not be discussed here. The subject with the related questions will be fully dealt with in connexion with the proposals called for by the Government of India for the revision of the Famine Code. It will be sufficient to remark in this place that a wage which is sufficient at one stage of distress may not be sufficient at another. In the words of the writer of the Narrative of the Famine in India in 1896–97, "it may possibly be that no absolute wage standard which is, under all circumstances, sufficient for the worker's support and not more than sufficient can be laid down. A wage that is sufficient in a slightly distressed tract or, at the commencement of the scarcity, when the workers have still some resources of their own, and when there is a risk of withdrawing them unnecessarily from their ordinary employment, may be insufficient during acute distress or in the late stage of famine. It is a primary principle that at no time should the wage be such as to attract labour which otherwise could support itself. And when this happens, the wage has to be reduced below even the theoretical bare subsistence allowance, or else the other conditions of relief, such as the amount of the task, or the Sunday dole, or the allowance to dependants, have to be modified."

8. In the earlier stages of distress, from November 1896 to March 1897, when field work was to some extent available to the labouring population, the relief works undertaken by Government were carried out in strict accordance with the provisions of the Famine Code, the tasks prescribed being enforced by fining, in other words, by a reduction of the wage proportionately to the defect from the standard task, while the gratuitous relief of dependants was limited to the distribution of cooked food at kitchens. But with the gradual cessation of agricultural operations, the growing temperature of the hot months and the rapid rise in prices, it became evident that distress was entering on a new phase and that the population affected must deteriorate in condition unless relief was administered on more liberal lines. This was very evident in the course of the tour which His Excellency the Governor made through the distressed tracts of Bellary and Anantapur in the latter part of February. The Government accordingly in March 1897 (by their Order No. 216, Revenue, dated 30th March 1897) authorized the organization of village relief and directed that all relief workers should be placed in class A or class B, the very weak only being placed in class C, and that the standard tasks of the code should be revised so as to suit local conditions. Power was also given to local officers to reduce excessive tasks where necessary, restrictions were placed on fining for short tasks, while in the case of works without resident accommodation for the labourers, a deduction from the task proportionate to the distance of the worker's home was sanctioned. These concessions, which no doubt in some instances were interpreted with undue liberality, were nevertheless in the opinion of the Government deemed expedient during the intense heat of the summer months and in the condition to which the distress had reduced the population in the affected tracts. These concessions were maintained in force till the end of July, when, in view of the improved prospects of the season, they were modified under orders issued in that month, and gradually withdrawn and severer conditions introduced so as to afford the labourer no inducement to remain on the works instead of returning to his usual avocations.

9. Gratuitous State relief was confined in the earlier months of distress as already remarked to the distribution of cooked food to the dependants of workers and was at

first organized on a very limited scale till the beginning of April, when (*a*) grain-doles in villages and (*b*) money-doles to the children and infirm dependants of workers were also authorized. This latter form was, however, not adopted to any considerable extent except in Ganjám. In this Presidency difficulties have been experienced in approving any scheme which would confine gratuitous relief mainly to the acceptance of cooked food in kitchens. The principle has recently formed the subject of correspondence with the Government of India.

10. The relief of weavers was a special feature of the operations in the Deccan districts and in Ganjám and Vizagapatam. It was undertaken from the commencement of distress, but was not organized on an extensive scale till April. In the affected taluks of the Deccan districts, the number of true weavers by caste or profession, exclusive of Malas or Pariahs who are able to turn to ordinary labour, was estimated at about 71,400, representing a proportion of the total population of each taluk, ranging from 8 to 3 per cent. These artizans find the principal outlet for their wares in the Bombay Presidency, Hyderabad territory and other places farther north; but those markets were virtually closed in face of the distress that prevailed everywhere, while the local market was affected in like manner. In Ganjám and Vizagapatam the weavers suffered from similar causes. In the former district, according to the census of 1891, the weaving population in the distressed taluks was estimated at 47,700 and the number directly in receipt of relief rose at one time as high as between 11,000 and 12,000. In Vizagapatam the operations were more restricted and were in effect only for three months. No estimate of the weaving population is given, but the largest number relieved was 8,500 in August. The highest number relieved in the Deccan districts is stated in paragraph 29 of the report to have been close on 39,000. It is not stated whence these figures have been obtained, and they are not altogether consistent with the figures given in the district reports in volume II. The table on page 361 of volume II gives the highest number of actual owners of looms admitted to relief as 9,259, but this number is exclusive of dependants of weavers and weavers' assistants. Weavers are as a class notoriously improvident and when prices rose to famine rates and their markets were closed they began to suffer severely. Under the system of weavers' relief explained in Appendix VII of the Famine Code the Government buys all cloths of a specified description which the weaver may wish to sell on behalf of himself or any one else, the Government paying him partly in materials and partly in money. The system contemplates no initial advances and places no limitation on the number of cloths bought, nor takes account of whether the cloths are woven by the weavers and their families only or with the aid of coolies, the restriction on excessive expenditure being the payment of C wages and the fixing of suitable tasks. The rules in appendix VII were followed in the beginning; but the rules had never before been tried in practice, and as experience was gained in working the scheme, several important modifications were introduced. The number of cloths bought was limited to the number for which materials were advanced, so as to be a check upon local merchants who attempted to dispose of their stock through the weavers. Advances of materials (section 131 of the Code) were also restricted to the quantity required for the number of cloths which a weaver and his family could weave with the aid only of such coolies as were absolutely necessary. This restriction was enforced inasmuch as it was found that otherwise the loom owners acted the part of middlemen and intercepted a portion of the wages intended for the actual weavers. The greatest difficulty was the fixing of the tasks; and it is feared that in many instances the tasks were too light, with the result that an unduly large number participated in this form of relief. At the end of August orders were issued materially altering the method of tasking prescribed in the Code by directing the determination of tasks with reference to the time taken for weaving only, the persons engaged in the subsidiary operations being allowed payment only for those days on which they were actually employed and being fed in kitchens on the other days. The total expenditure on this form of relief was approximately 11·5 lakhs, of which it is hoped that more than one-half will be recovered by the sale of the cloths manufactured.

11. With regard to the total numbers on relief, appendices V and VI of the report exhibit these in full detail. The subjoined statement shows the average numbers for each month from the commencement of distress, and the percentages which those numbers bear to the total population of the affected areas:—

Months.	Population of affected area.	Workers.			On gratuitous relief.	Total average monthly numbers on relief.	Percentage of column 5 to column 2.	Percentage of column 6 to column 2.	Percentage of column 7 to column 2.
		On relief works.	Weavers.	Total.					
1	2	3	4	5	6	7	8	9	10
1896.									
November	12,06,000	22,355	133	22,488	1,348	23,836	1·9	0·11	2·00
December	13,09,400	21,458	368	21,826	803	22,629	1·6	0·06	1·66
1897.									
January	1,440,100	23,117	512	23,629	1,862	23,491	1·6	0·13	1·73
February	1,958,000	44,318	650	44,968	3,835	48,803	2·3	0·20	2·50
March	3,271,000	69,160	7,277	76,437	4,791	81,228	2·3	0·15	2·45
April	3,400,000	132,167	11,293	143,460	13,944	157,404	4·2	0·41	4·61
May	3,238,000	244,028	17,883	261,911	50,631	312,542	8·1	1·56	9·65
June	5,048,000	355,427	22,635	378,062	129,607	507,669	7·5	2·57	10·07
July	5,674,000	523,003	34,716	557,719	215,495	773,214	9·8	3·83	13·60
August	4,467,000	448,182	45,411	493,593	170,940	664,533	11·05	3·80	14·88
September	4,209,000	252,607	37,204	289,811	86,579	376,390	6·9	2·05	8·90
October	3,113,000	64,449	15,966	80,415	27,447	107,862	2·6	0·88	3·50
November .. .	..	..	1,112	1,112	811	1,923	..	..	..

The total numbers on relief were highest in July, while the highest percentages occurred in that month and in August. The high percentages were mainly the result of the great expansion of relief operations—both works and gratuitous relief—during those months in Kurnool and Bellary, and were also due to the rapid augmentation of the numbers on gratuitous relief in the Northern Circars. In the latter case it was represented that the special circumstances of the Uriyas rendered it necessary to give unusual prominence to this form of relief. With regard to Kurnool and Bellary the numbers rose in July and the beginning of August to 40 per cent. of the population of the distressed tracts of those districts. The Commission on the Famine of 1876–78 gave it as their opinion that it might be anticipated that about 10 per cent. of the total population would represent the maximum likely to require relief in a distressed area; and the high figures mentioned above have been cited as indicating some laxity in the administration of relief. His Excellency the Governor in Council, however, observes that in fixing this proportion of 10 per cent. the Famine Commission, as a careful perusal of Part I, paragraph 75 of their report will show, had in view no small isolated area but the "largest population likely to be severely affected by famine at one time," and in fixing a proportion for the maximum population distressed, what they had regard to was, not the maximum of any single day or week, but the average for a continuous period of the severest months of distress. The exceptionally high percentages in Bellary and Kurnool occurred in July and the beginning of August, that is, in the severest month of the famine, and in tracts of those districts in which owing to peculiar circumstances the distress was particularly acute. These tracts were intensely affected in 1877–78, and later in Bellary in 1881, 1884 and 1888 and in Kurnool in 1884, while both districts suffered in 1891–92. In some portions of those tracts the numbers that came on relief in the worst months of 1877 were proportionately twice as many as in July 1897. The experience of former famines as well as of the recent famine proves that percentages equally high with those referred to may occur in particular tracts at the full tide of distress. This experience is evidently not confined to this Government, for an instructive comparison in confirmation of it is suggested by the figures given in the official gazette for Banda and Jalaun, the most severely affected districts in the North-Western Provinces and Oudh, which suffered most in May and June 1897. The percentages for these months are compared below with the similar figures for June and July in Bellary and Kurnool:—

Districts.	Average for the month.			
	Gratuitously relieved.	Total number relieved.	Gratuitously relieved.	Total number relieved.
	June.		July.	
Bellary	3·8	23·9	5·1	33·0
Kurnool	4·4	24·7	9·0	40·5
Average	4·2	24·4	7·1	35·5
	May.		June.	
Banda	9·37	36·34	10·02	38·15
Jalaun	10·59	30·67	10·14	30·77
Average	9·80	34·30	10·06	35·50

For the Madras districts the percentages are calculated on the population of the distressed tracts only and not of the whole district, as in the case apparently of Banda and Jalaun, though it may be that the whole of these districts was affected. If the Madras figures be calculated on the total district population, the percentages will be reduced by about one-half.

12. With regard to the preponderance of women on the works, the causes of this feature are discussed by the Sanitary Commissioner in paragraph 6 of his review of the vital statistics of the distressed areas, which is appended to the report. With his conclusions the Government is disposed to concur generally. One important point to be borne in mind in making a comparison in this connection with other parts of India, is the very limited extent to which the gosha system has influenced the people of this Presidency.

13. Turning to other measures by which the people were relieved, it is observed that in the revenue year 1896–97 (fasli 1306) the collection of land revenue was suspended to the amount of over 10 lakhs of rupees in the Deccan districts and in Ganjám and Vizagapatam; this suspension being in respect of a demand reduced, as a consequence of the drought, to 69½ lakhs from a normal demand of 96½ lakhs, or by 28 per cent.

Loans were also granted under the Land Improvement and the Agriculturists' Loans Acts; under the former for the construction and repair of wells, the removal of "nuth" grass, and for the levelling and embanking of fields; and under the latter enactment for the purchase of fodder, seed-grain and cattle and other agricultural purposes. The total amount lent under the former Act was 8½ lakhs, of which about one-third was utilized on wells. Under the Agriculturists' Loans Act the advances were over 10 lakhs, of which 6·3 lakhs were intended for the purchase of fodder and 3 lakhs for the purchase of cattle and seed-grain.

Another means of succour was the relaxation of the Forest rules. In Ganjám the free removal of grass from the forest reserves in the Berhampur taluk was allowed. In Vizagapatam all the reserves were thrown open to grazing from 1st January to 30th June; cattle owners who held permits for the previous six months being allowed to renew free of charge while others were charged only half rates, and certain concessions were given in respect of goats and sheep. In the four Deccan districts all the reserves covering an area of nearly 6,000 square miles were thrown open for free grazing until pasture should become procurable outside. The number of cattle which benefited by this concession in these districts was returned as 683,500, involving an estimated loss of revenue to the State under the head of grazing of Rupees 42,000.

The special measures introduced for the relief of jungle tribes—the Khonds, Savaras and Konda Doras in the Northern Circars, the Kois of Bhadráchalam in the Gódávari district, and the Chenchus of Kurnool—are explained generally in paragraph 33 of the Report, volume I, and in fuller detail in the district reports in volume II.

14. The famine of 1896–97 virtually closed by the end of October 1897. No death is known to have occurred which can be directly attributed to starvation. In his review of vital statistics, which is appended to the report, the Sanitary Commissioner, Surgeon-Lieutenant-Colonel W. G. King, calculates that during the period

of distress the birth rate fell 1·4 per mille below the average, while the death rate rose by 7·7 per mille. After a careful examination of the figures, the Sanitary Commissioner concludes that 8,262 deaths may be ascribed to pressure of famine conditions during the year, October 1896 to October 1897. This represents approximately one per thousand of the population in the affected districts.

15. The total cost of famine relief from November 1896 to November 1897 amounts to 98·27 lakhs and is exhibited in detail in the statement appended to paragraph 37 of the report. This will ultimately be reduced by 5 or 6 lakhs when the accounts are finally settled and recoveries are made on account of the cloths produced by weavers on State relief. No attempt has been made to estimate as a set-off to the total State expenditure the value of the work turned out by other relief labourers. If to the above estimate of cost is added the indirect expenditure debitable to other heads of account and the loss of revenue due to famine, the total cost of the relief measures undertaken by the State during 1896–97 will aggregate about 125 lakhs.

16. The efforts of Government to alleviate distress were cordially seconded by the Indian Famine Charitable Relief Fund Committee, and His Excellency in Council takes this occasion to repeat the acknowledgments, which he has already conveyed to the Committee, in recognition of the valuable assistance and co-operation which the Government has received from them in this crisis. His Excellency in Council would specially mention in this connection the services of the Hon'ble Mr. Crole, C.I.E., First Member of the Board of Revenue, who was President of the Committee, and of Dewan Bahadur P. Rajaratna Mudaliar, and Mr. Beauchamp, who undertook the onerous duties of Secretaries to the Fund. His Excellency would also refer with grateful recognition to the generosity and charity of the zamindars and private gentlemen referred to in paragraph 42 of the report and their efforts to alleviate the sufferings of their fellowmen during a time of grave calamity. His Excellency the Governor in Council cannot close this review without expressing the sense of his high appreciation of the zeal and devotion of those officers upon whom the burden of the famine administration has fallen and whose aid secured the accomplishment of the measures which have proved so successful in succouring the large population that suffered from famine during the year, rescuing them from starvation, and enabling them to go back to their normal occupations in comparative health and vigour. When almost every public servant has done excellent service it is not an easy task to single out individuals for special commendation. The cordial thanks of His Excellency the Governor in Council are due to all the officers mentioned in paragraph 47 and appendix X of the report. The Famine Commissioner's able and lucid report, and the zeal shown by him during the trying period of famine meet with the approbation of the Governor in Council.

(True Extract.)

(Signed) G. S. FORBES,
Secretary to Government.

To the Board of Revenue (in all its departments).
„ other Heads of Departments under the Revenue Secretariat.
„ the Departments of the Secretariat.
„ the Secretary, Indian Famine Charitable Relief Fund.
„ the Sanitary Commissioner.

Endorsement No. 382A.

Copy to the Government of India, Revenue and Agricultural Department.

(Signed) N. E. MARJORIBANKS,
Ag. Under Secretary to Government.

Exd. C. Parthasarathi.

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