

Public Works (1898) Department.

G.O., No. 1157 6

DATED 10th May 1898

[Despatch Abstract.]

Intermediate System of Works — Pro: Revenue
Dept passing orders on Pro: of the Board of Revenue
regarding the rates and tasks to be enforced
under the Comtd to the Ld. Magistrate & the Chief
Magistrate for inspection with the remark that every
endeavour should be made to select & prepare for execution
large & remunerative works for famine relief

BACK PAPERS.

FURTHER PAPERS.

PUBLIC WORKS DEPARTMENT.

No 1157 Wd/10-5-98
PROCEEDINGS OF THE MADRAS GOVERNMENT.

READ the following

Proceedings of Govt. Revenue Department, No: 203 d/7 April 1898

Communicated to the
Supt. Engineer H. Lane and the
Chief Engineer for Irrigation in
continuation of S. Co. No. 324W and 692W
of 9 February and 14 March 1898
respectively.

respectively.

2. Special attention is drawn to para 4 of the Proceedings in the Revenue Department read alone, ~~that the~~ collector

Revenue Department
It is observed that the collector is much handicapped owing to the failure of this department to select large works on which labourers can be concentrated.

To The S. Co. II to include the 5000
" Co. Co. for irrigation
the 1st

May

2 10/5/96

urgent

O. W. Sept
C No 4067

Government {1898} of Madras.
REVENUE.

Recd. *4 May* 1898.
Regd. *9 65*

Enclosures *4*
Spare copies *20*

G.O., No. 203, 7th April 1898.

APRIL.

Intermediate system of Works.

Passing orders on Proceedings of the Board of Revenue regarding the rates and tasks to be enforced under the —.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

READ—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), Mis. No. 1620, dated 5th March 1898:—
 Read—G.O., No. 119, Revenue, dated 1st March 1898.

Resolution—Mis. No. 1620, dated 5th March 1898.

Communicated to the Collector of Nellore.

2. The Board learns with satisfaction that, in the opinion of Government, Mr. Higham's proposals do not necessarily involve a distance test for all workers. Mr. Higham proposed an improvement of the famine relief programme, and he did so on the understanding that "on the first occurrence of distress it will not be obligatory to provide employment for the people in the immediate neighbourhood of their homes, but that they may, on the contrary, be drafted 40 to 50 miles away from their villages" (paragraph 41 (b) of his general report); he considered that "petty works in the neighbourhood of distressed villages should not be opened in the earlier stages of distress" (paragraph 41 (i) idem), and he contemplated that "in future famine relief workers may be employed at greater distances from their homes than has hitherto been the general practice" (paragraph 30 idem). He was aware that it was "often the practice" in Bombay "to insist that no applicants should be received on the new relief works who have come from a distance of less than 10 miles, but that they should be drafted to other and more distant works" (paragraph 3 of Bombay report); and he had already spoken with approval of the success which attended the efforts made in Bombay and the Punjab to concentrate labourers on a few large works 30, 40, or even 50 miles from their homes (paragraph 27 of Bombay report and 29 of the general report); while he had also expressed the opinion that petty works are invaluable when it is necessary to bring people into the neighbourhood of their homes "and that they should be reserved for such occasions" (paragraph 28, sub-paragraph 2 general report). The Board was thus led to believe that Mr. Higham proposed that in all save exceptional cases employment should, in the early stage of distress, be given to labourers only at a distance from their homes.

3. Further instructions for the calculation of piece-work rates have been solicited in Board's Proceedings, No. 104, Press, dated 5th March 1898.

(True Extract.)

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

To the Collector of Nellore.

Copy to the Secretary to Government, Revenue Department.

READ—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), No. 104, dated 5th March 1898:—

Read—the following G.O., No. 71, Revenue, dated 4th February 1898:—

Read—Proceedings of the Board of Revenue (R.S., L.R. and Agri.), No. 46, dated 28th January 1898.

ABSTRACT.—Submitting to Government, with remarks, fortnightly narrative of the Nellore district for the period ending 15th January 1898.

Order—No. 71, Revenue, dated 4th February 1898.

Miscellaneous.

Recorded with the remark that the appointment of Famine Commissioner ceased on the 31st December 1897, and that there is now no officer of that designation.

2. The Collector reports that labourers have refused to accept employment on the intermediate system at Nallatur and Sitarampuram, and it is understood that those on the Nandanavanam tank repairs also struck work, when the system was introduced there under the Public Works Department. The Government desires to have a full and detailed report as to the piece-work rates offered at these three places, and how they compare with the ordinary rates of the Public Works Department and the rates under the task-work system.

(True Extract.)

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

To the Board of Revenue (Revenue Settlement,
Land Records and Agriculture).

" Public Works Department.
" Financial Department.
" Local and Municipal Department.
" Accountant-General.

Read—again Proceedings of the Board of Revenue (R.S., L.R. and Agri.), No. 65, dated 8th February 1898.

ABSTRACT.—Submitting to Government report on the results of the inspection of distressed tracts in Nellore by the Commissioner of Revenue Settlement, Land Records and Agriculture.

Read—again Proceedings of the Board of Revenue (R.S., L.R. and Agri.), No. 77, dated 14th February 1898.

ABSTRACT.—Communicating to the Collector of Nellore, for information and guidance, Government Order, Revenue, passing orders on the opening of works on the intermediate system.

Read—also the following letter from E. SCOTT, Esq., Acting Collector of Nellore, to the Famine Secretary to the Board of Revenue, dated 25th February 1898, No. 576-Ver.:—

With reference to B.P., No. 77, Press, dated 14th February 1898, I have the honour to state that there is nothing in the remarks of Government regarding the intermediate system in paragraphs 7 to 10 in their order, No. 72, Press, dated 7th February 1898, which, as far as I can see, in any way affects my remarks in my letter, No. 385-Ver., dated 9th February 1898. These remarks, I may point out, are supported to a large extent by the evidence recorded by the Famine Commission of 1878 (pages 176 to 185 of Appendix IV) which shows that piece-work by itself fails as a means of relief. This also was the conclusion arrived at by the Commission (paragraph 132 of part 1 of report). The intermediate system accompanied by task-work could possibly be worked so as to provide full relief. I doubt, however, if this would be as satisfactory as task-work by itself, having regard to the excess expenditure under piece-works, for, except perhaps when the works are remunerative, and they generally are not, the outlay of a larger expenditure than is absolutely needed to secure the people from distress is unjustifiable. It was this consideration that led me to object to the execution of road works under the intermediate system, while I raised none to its adoption at Nandanavanam.

2. I do not think I have, in any way, misunderstood the system, though in respect to one point I am still in doubt, that is, the rates to be enforced, and definite orders may, I request, be issued as to how they are to be fixed. In paragraph 9 of

the order of Government, it is stated that rates should be somewhat less than the ordinary rates, raised with due regard to the prevailing high prices, while further on, in the same paragraph, it is laid down that the piece-work rates should be below full current rates. I do not understand what is meant by "full current rates" as opposed to "ordinary rates". Piece-work rates for work executed, whether by the Public Works Department or the Local Fund Department, do not vary with prices, and if they did vary, the variation would naturally be a fall when prices are high as the demand for labour would increase. Looking at paragraph 6 of G.O., No. 430, Revenue, dated 3rd February 1897, it seems to me that, if the rates are to be fixed with reference to the existing Public Works Department rates, which we know will attract labour at all times, they must necessarily be below the ordinary rates, and if any change is found called for, it must be based directly upon the price of grain and the task a labourer can execute. Given the task an able-bodied man can execute and given the quantity of grain necessary to support him, and the non-working members of his family, it is easy to fix the piece-work rate, provided it is laid down how many non-working members each able-bodied worker must be presumed to support. A typical family is sometimes taken as a man, his wife, two children over seven, and two under seven, and each able-bodied labourer may be taken to have to support an adult woman, and two young children. For task works the Executive Engineer gave me the following tasks for an A class labourer:—

Earthwork—ordinary red earth = 60·8 cubic feet; lift 1 yard; lead 10 yards.
Breaking and stacking metal (at quarry) = 24 cubic feet.

With grain at twelve seers per rupee, a labourer would have to earn daily at least As. 4-9 as shown below:—

For himself	...	...	...	...	...	...	...	...	A. P.
Wife	...	...	...	...	...	...	...	...	1 9
Two children	...	...	...	...	...	...	...	...	1 6
	...	...	...	...	...	...	...	...	1 6
Total	...	...	...	...	...	...	...	...	4 9

or allowing for one day's rest As. 4-9 + $\frac{1}{4}$ of As. 4-9, that is, roughly As. 5-6. The rates would then be—

Earthwork—Rs. 5-10-0 for 1,000 cubic feet	...	...	...	...	...	...	...	...	RS. A. P.
Breaking and stacking metal (at quarry)—Rs. 1-6-11 for 100 cubic feet.	...	...	...	...	...	...	...	...	3 7 6 ordinary rate.
	...	...	...	...	...	...	...	...	0 10 3 (Local Fund rate for laterite metal).

This shows that the rates under the intermediate system, if they are intended to enable a labourer to support his non-working family, must be at least 50 per cent. above the ordinary Public Works Department rates.

3. With regard to paragraph 1 of the Board's Proceedings, the tasks in force at the test relief works are as follows:—

Pedarikatla work—Breaking and stacking quartz metal	Task.
Narramarella work—Flint and quartz-collection at 150 yards	c. ft.
	1½ per unit.
	1

Taking the outturn of a man and a woman to be 9 cubic feet and their daily wages to be As. 3-1 (with ragi at twelve seers per rupee), we get the rate on the work at Pedarikatla to be approximately Rs. 2-2-0 per 100 cubic feet, or, allowing for a day of rest every week with the D wage Rs. 2-6-5 for 100 cubic feet, against the ordinary Local Fund rate of Rs. 1-6-0 per 100 cubic feet. Probably the rate on the task-work in practice to some extent exceeds the figure given above and Rs. 2-12-0 would be more accurate than Rs. 2-6-5. Ten cubic feet would probably be a full day's task for an able-bodied labourer. The ordinary Local Fund rate for metal such as is being broken at Narramarella would be about Rs. 2 per 100 cubic feet, while the rate on the task-work with 1 cubic foot per unit amounts to Rs. 3-9-8 per 100 cubic feet. I do not think an able-bodied labourer would turn out more than 7 cubic feet per diem at the most, on this work.

4. It is true that in some cases, owing to the neglect of the overseers, the workers on the several works were allowed to earn the D wages when they had wilfully neglected to do a full task. For instance, the outturn at Narramarella from the 7th to the 23rd January was 4,086½ cubic feet of broken metal and the wages paid for this amounted to Rs. 238-13-11, which gives Rs. 5-13-8 per 100 cubic feet. I have, however, warned the overseer that in all cases the workers must be fined below the minimum wages, unless there is some special reason for showing any concession.

5. A copy of the instruction originally issued by me for the conduct of task-works in my circular No. 3985-Ver., dated 5th December 1897, is enclosed for the information of the Board.

6. I am unable to give any details of the rates on the Public Works Department works at Nandanavanam, as I have received no information from the Executive Engineer. I have not thought it worth while to wait for his report, which will be submitted on receipt.

7. With reference to the remarks of Government in paragraph 4 of the Government Order, I would respectfully submit that the selection of large works rests now more with the Public Works Department than with me. It is useless for me to select works, if I am to be told immediately the works cannot be executed. The only works of any magnitude I can select are new road works which should never be taken up if any other works are possible. The works at Narravada and Narramarella are new road works, and they may be called large works. The construction of roads from Chendalore to Donakonda and from Tarlapadu to the Cumbum road will also be fairly large works. With these four works in Udayagiri, Kanigiri, Podili and Darsi, all other works can be closed in these taluks if one work in each taluk is considered sufficient, and I request that I may be permitted to close the works at Nellatur and Pedarikatla and Nandanavanam and go on with these four works alone. I must, however, repeat my request to be allowed to hand over the Narravada and Narramarella works at least to the Public Works Department. The works at Tarlapadu and Chendalore would be started under the intermediate system and I think, that if this system is to have a proper trial, it will be well to open these works under the Public Works Department, especially as the provision of hutting accommodation will be a matter of considerable difficulty and expense. If the Narramarella work is handed over to the Public Works Department, it could also be conducted under the intermediate system.

8. I have in accordance with the wishes of Government ordered the discontinuance of gratuitous relief at kitchens to non-dependents. I am afraid, however, that the result of this step will be disastrous, for admittedly one of the first classes to feel the need of relief is that composed of infirm persons and beggars, ordinarily living on the charity of the public, who are unfit to work (*vide* paragraph 109 of the report of the Famine Commission of 1878, Part I), and these must necessarily starve if we do not assist them. Nor is the number in the kitchens (less than 40) so large as to show that these are being resorted to by persons not really needing assistance.

ENCLOSURE.

Circular regarding Famine Relief Works, dated Nellore, 5th December 1897, No. 3985-Ver.

When the Divisional officer considers that work should be provided in any locality to meet a want of work and to prevent distress, he should at once recommend to the Collector the opening of some work as a test relief work. The Collector will issue the necessary order sanctioning the work, and will provide the Divisional officer with the funds and tools required. Test relief works will be under the direct management of the Divisional officer, who must regulate them strictly according to the provisions of the Famine Code relating to relief works (paragraph 17). All test relief works will, therefore, be provided with kitchens. Overseers or sub-overseers from the Local Fund department will be placed at the disposal of the Divisional officer for the works.

2. In selecting works for test relief works, the Divisional officer must pay special attention to the water-supply. No test relief works or relief work should ever be located in any place where there is a possibility of there being any insufficiency of good water. Attention should also, of course, be paid to the general surroundings, and a site on high ground open to the breeze preferred to one lying low.

3. Care must be taken in choosing the site for the kitchen at any work. If possible a suitable site in a tope should be selected. Water should be available close at hand. When necessary, wells can be sunk by relief labour close to the kitchens, and they should be carefully watched to see that they are not contaminated.
4. When the number of workers on a relief work is large it is absolutely necessary to provide latrines. These can consist of ditches walled in by palmyra leaves, etc. A sufficient number of scavengers should be appointed to look after them.
5. On relief works every gang should be provided at the spot where they are working with a large pot with fresh water for drinking. These pots should be filled by relief labourers specially set apart for this work. They can be kept in a covered-in-shed roughly made of bamboo or other supports with a flat roof of leaves, etc. In such sheds also provision should be made to enable children in arms, brought by persons on the work, being cradled.
6. The officer in charge of a relief work must see that supplies are available close to the work for sale to the labourers on the work.
7. Instructions for the execution of works are given in Appendix VI of the Code. As pointed out in paragraph 1 of that appendix it is important to have everything ready before-hand. Immediate steps should be taken by the Sub-Collector and Atmakur Deputy Collector to get ready lists of persons to be employed as paymasters, head-maistries, sub-maistries, head coolies and kitchen superintendents, if they have not already done so—*vide* this Office Ref. No. 394-G.B., Ver., dated 5th June 1897. Paymasters should be Government servants or pensioners.
8. Great care must be taken in arranging the gangs which should generally never consist of less than 90 labourers. The labourers from one village or from villages equi-distant from the work should be placed in one gang as far as possible. Similarly the labourers of one class (A, B, C or D) should be placed in one gang, otherwise it is not possible to properly fix the task to be done by each gang. The children should be arranged in order according to their ages, boys and girls separately. This facilitates payment.
9. The first step is the selection of the gangs, each gang when selected being placed in charge of a head cooly. As soon as this has been done the work to be done by each gang must be marked out (Appendix VI, paragraph 9), tools must then be distributed to them and they must be set to work. The head cooly, when his gang has settled down to work, will at once enter in the permanent nominal roll (Appendix III, Form D), the names of the labourers in his gang, filling in columns 1, 2, 3. Further instructions for filling in form D are given under the sample form in Appendix III of the Code, page 63.
10. In the evening the head cooly will fill in columns 1 to 6, part II of the nominal roll, called the work sheet (see Form D, Part II, Appendix III, page 63 of the Code). In paragraph 10 of Appendix VI, page 87, it is stated that he should fill in columns 1 to 9, but it will be found best to leave columns 7 to 11 to be filled in by the sub-maistries or head-maistries.
11. Prior to payment, columns 1 to 11 of form E, Appendix III, pages 64 and 65, must be filled in from the D forms by the sub-maistries, and delivered to the paymaster who will fill in the rest of the form, columns 12 to 15 before the gangs are mustered for payment, and column 16 the moment each cooly is paid.
12. Care must be taken to see that Part III of form E, page 65, and the absentee register, page 92, are regularly and properly kept. They are apt to be neglected.
13. The duties of head-maistries are given in paragraphs 17 to 18 of Appendix VI, page 88. When test works are first started the head maistries's work can be done by the taluk officer or overseers in charge of the work; they are not required until the numbers on the work are large.
14. Under G.O., No. 616, Revenue, dated 24th July 1897, relief workers should be classified A, B, C, or D in accordance with the provisions of section 96 of the Code. When it is found necessary, the Collector will, under the authority of the same Government Order, be prepared to make an allowance for fuel in addition to the wages and rations prescribed in section 120 for the four classes of labourers.
15. The rules regarding fining are to be found in the amended section 106 of the Code (*vide* G.Os., No. 257, Revenue, dated 21st April 1897, and No. 616, Revenue, dated 24th July 1897), and are reproduced below:—
 - “87 (a) Fines may be inflicted for short work when the officer in charge is satisfied that the deficiency is due to wilfulness and not weakness; but he shall exercise patience and discretion, and warn the relief workers before putting the penalty in force.
 - “(b) Ordinarily, no relief worker shall be fined so as to reduce his wages below the minimum fixed by section 114 below; if, however, in the hope of forcing the authorities to relax discipline, there is continued and deliberate refusal to do the allotted task, the fining may be carried more severely down to the proportionate payment for work actually done, or the contumacious characters may be sent to the poor house.

- “(c) The fining may be extended to the gangers and even to the writers when the officer in charge considers that they are to blame.
- “(d) In all cases the number of persons fined with the amounts shall be entered in the weekly report.”

Late comers must be dealt with as laid down in paragraph 44 of Appendix VI, page 94.

16. The duties of the paying officers are contained in paragraphs 23 to 38 of Appendix VI, pages 89 to 93. As already stated the paying officer should always be a Government servant or pensioner. Until a work is fairly started the paying officer's work should be done by the taluk officer in charge, and he should have with him for a day or two the person it is proposed finally to appoint paying officer so that he may show him how the work is to be done. Payments should be made at first daily, but after three or four days they can be made once every two days and then once every three days. When payments are not being made daily, it will not be necessary to pay all the gangs on the same day, some gangs can be paid one day and some another, care being taken to see they are paid at regular intervals of two or three days.

17. It will sometimes be found convenient to pay the gangs while they are at work, as if payment is deferred till the close of the work in the evening, it is sometimes found impossible to pay all the gangs before dark. When gangs are paid while at work, the paying officer should go to the gang with the E form filled in, and the exact amount required for payment of the gang, and have them mustered and paid where they are working. As soon as paid the gang can continue work.

18. The taluk officer must be careful to furnish the paying officer and overseer or other person in charge of the work with form G, Appendix III, page 66. These G notices should be issued as often as, according to form H, a change in the rates of wages should be made. The price to be quoted is that recorded in the taluk price register (taluk account No. 3) unless the work is at a distance from taluk head-quarters in which case the instructions in section 121 of the Famine Code should be followed. When fluctuations of grain prices are frequent or considerable, the taluk officer should send the G notice more frequently than once a week.

19. *Tasks.*—With regard to tasks, the special attention of all officers is drawn to the following extract from Government of India Circular No. 3 F.-77-1—*vide* Board's Proceedings, dated 14th July 1897, No. 33.

“In respect of the importance of exacting a full task at all stages of relief operations, it has been found by experience in several provinces that officers in charge of test or relief works when they are first opened are often inclined to be too lax in the matter. In this early stage firmness in this respect is perhaps even more important than later on; otherwise the works fail to answer the purpose for which they are intended—of gauging the existence and character of suspected distress.

“If the wage is to be a test of scarcity, it must be a low wage. It is true, and must always be borne in mind, that persons who are not accustomed to the kind of labour required cannot at first perform what will, after a few weeks' practice, be a reasonable task for them. The task to be exacted must therefore be adjusted to their capacity. But it must at all times be a task which no person would willingly perform in exchange for the famine wage unless impelled thereto by want.”

20. Under section 107 of the Code the tasks to be exacted should be as nearly as possible those prescribed in the task table (Appendix III, form F). Modification will be made by the Collector when necessary, but none should be made without his permission (G.O., No. 728, Revenue, dated 18th December 1896). Task tables suitable for works in the district will be issued separately.

The Code tasks are for typical gangs consisting of certain proportions of men and women and children, and include work which can be done only by adult males. If therefore a gang unavoidably contains a preponderance of women and children, the unit task for the gang should be adjusted to its capacity. To take an illustration: supposing a C class gang to consist of 10 men, 50 women and 40 children, the task for embankment according to the Code will be 45 cubic yards, which gives the excessively high task of 4.5 cubic yards for each of the men in the gang. In such a case endeavours should be made to divert the gang to some other work which would give all its members full employment, or to alter its composition by the addition of more men; but till this is done the work of digging exacted should not be more than can be executed by the men, though the result may be that sufficient digging is not done to occupy the rest of the gang in filling and carrying (G.O., No. 216, Revenue, dated 30th March 1897).

21. When the task appears to be excessive the case must be met by a reduction of the task under section 107, and not by reducing the class of the gang (G.O., No. 216, Revenue, dated 30th March 1897); similarly reduction should be made in the task when gangs turn out short work owing to the absence of tools or inexperience in the handling of tools. The case of weakly gangs should also be met by the reduction of the task and not of the class or wage (G.O., No. 216, Revenue, dated 30th March 1897, in Board's Proceedings, dated 3rd April 1897, No. 278).

22. When labourers come to the work from a distance, the distance they have to walk both to and from the work should be allowed for, and thus form a portion of the day's task: a walk of $2\frac{1}{2}$ miles should be taken to equal 1 hour's work (*vide* Board's Proceedings, dated 6th April 1897, No. 286). Putting accommodation on the work may also be provided for workers from a distance (G.O., No. 94, dated 15th February 1897).

23. *Wages.*—Wages are to be given in accordance with sections 119, 120 and 121 of the Code as amended by Board's Proceedings, No. 336 (Settlement), dated 4th May 1897. When persons are temporarily disabled from working owing to disease or other causes, Board's Proceedings, dated 9th June 1897, No. 425, should be followed.

The Code directs that persons of 12 years and upwards should be treated as adults. An exception may be made in the case of boys of 12 to 16 years who cannot turn out as much work as an adult, but whose growing frames require as much food as adults. These should be taken as equivalent to two or three child units for work, but should nevertheless receive the wage of an adult male (G.O., No. 216, Revenue, dated 30th March 1897).

24. *Kitchens.*—Instructions for the management of kitchens are given in Appendix IV. Plans of famine kitchens are attached to the Famine Code, page 68.

25. Instead of the ration in section 122 of the Code, the minimum or D ration as laid down in section 120 (revised) should be given. The ration for each meal will therefore be as follows:—

	Husked grain in tolas.	Pulse in tolas.	Salt in tolas.	Ghee or oil in tolas.	Condiments and vegetables (especially tamarind and chillies) in tolas.
Adults (i.e., above 12, male or female)	20	$2\frac{1}{2}$	$\frac{23}{10}$ *	$\frac{43}{10}$ *	3

Children.—The ration varies from $\frac{1}{4}$ th to $\frac{3}{4}$ th of that for adults according to their ages.

The grain used will be ragi or cholam, and it should be made into pudding; (ಪುಂಡ). Pudding moulds for an adult meal will be supplied from the Huzur.

The pulse used should be dholl or green gram; it should be boiled first separately with the vegetables, and then the salt, oil, tamarind, and chillies added when it is nearly cooked. One and a half seers of water should be used for every ten adults in cooking the ಪುಂಡ.

26. The children and infirm dependants of labourers are relieved gratuitously at the kitchens attached to works. When dependants attend at the works but are prevented from caste objection from partaking of cooked food the dole prescribed in section 122 may take the form of an extra wage to the actual workers. In the case of dependants who cannot attend the work section 64 should be applied, or sections 83 and 85 (G.O., No. 216, dated 30th March 1897). As regards deviation from the scale of diet prescribed in the Code, Board's Proceedings, No. 429, dated 11th June 1897, should be attended to.

27. *Works under the Public Works Department.*—When works are executed under the supervision of the Public Works Department, Divisional officers will be guided by the instructions laid down in G.O., No. 593, Revenue, dated 19th July 1897, printed in Board's Proceedings, No. 537, dated 29th July 1897.

(Signed) E. SCOTT,
Ag. Collector.

Resolution—No. 104, dated 5th March 1898.

Submitted to Government with reference to G.Os., No. 71, dated 4th February 1898 and No. 72, dated 7th February 1898.

2. On the subject of the intermediate system, the Board has nothing to add to its remarks in B.P., Nos. 65 and 77 of 1898.

3. The Collector solicits orders as to the rates at which piece-work should be paid for. Instructions on the same point were asked for in B.P., No. 65 of 1898. Paragraph 9 of G.O., No. 72, dated 7th February 1898, gives a general idea of the method of dealing with the question, but the Collector finds difficulties in carrying the principles therein enunciated into practice. The Board regrets that it is unable to furnish the Collector with definite instructions for calculating the rates of

* Or $\frac{1}{2}$ tolas for every ten adults.

payment, as it has all along experienced the same difficulty in interpreting the wishes of Government, as is felt by the Collector. It is requested that definite instructions may be issued on the point at an early date. The Board apprehends the two phrases quoted by the Collector in paragraph 2 of his letter are intended to be identical, i.e., that "rates somewhat less than the ordinary rates raised with due regard to the prevailing high prices" are the same as rates "below full current rates." What Government probably intends is that, supposing the Public Works Department rates to allow 3 annas for a certain amount of work in ordinary times, and prices to be doubled, the rate to be allowed is, not 6 annas, but something less, say 5 annas.

4. The Collector once more reports that the Public Works Department is unable to put large works in hand. The matter has been referred to in B.P., No. 77 of 1898. The unpreparedness of the department seriously handicaps the Collector in his attempts to carry out the policy of concentrating labourers on large works, which should, if possible, be remunerative.

5. The Collector's proposal to close the works at Nellatur, Pedarikatla and Nandanavanam, and to offer employment only on the four roads, (1) Narravada, (2) Narramarella (3) Chendalore-Donakonda and (4) Tarlapadi-Cumbum road, is in accordance with the wishes of Government, and is therefore approved.

6. Orders for the transfer of the supervision of works to the Public Works Department are being separately communicated to the Collector.

(True Copy and Extract.)

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

To the Secretary to Government, Revenue Department.
" Collector of Nellore.
Copy to the Sanitary Commissioner.

Read—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), Mis. No. 2000, dated 19th March 1898:—

Read—the following letter from the Collector of Nellore, to the Secretary to the Commissioner of Revenue Settlement, Land Records and Agriculture, dated 15th March 1898, No. 848-Ver.:—

In continuation of my letter, No. 576-Ver., dated 25th February 1898, I have the honour to forward a copy of letter, No. 181, dated 27th February 1898, from the special Sub-Divisional officer, Kanigiri, with the Executive Engineer's endorsement No. 69-F., dated 7th March 1898.

2. The task fixed before the work was under the intermediate system was 10 cubic feet per unit. This, at the existing prices, is equivalent, roughly, to a rate of As. $6-5\frac{1}{2}$ per 100 cubic feet, leaving children out of consideration, as the following figures show:—

Daily task of 1 man + 2 women is 80 ($40 + 2 \times 20$) cubic feet for a wage of As. 4-7 [$\text{As. } 1-7 + 2 \times (\text{As. } 1-6)$].
Weekly task of 1 man + 2 women is 6×80 or 480 cubic feet for a wage of As. $4-7 \times 6 + \text{As. } 1-2 + 2 \times \text{As. } 1-1$ (Sunday wage) or Rs. 1-14-10

and 480 cubic feet at Rs. 1-4-10 give a rate of As. $6-5\frac{1}{2}$ per 100 cubic feet. The rate allowed under the intermediate piece-work system was 1 anna per cubic yard, or As. 3-8 per 100 cubic feet and to earn the weekly wage of Rs. 1-14-10, the working party would have to do $832\frac{1}{2}$ cubic feet in a week or $138\frac{3}{4}$ cubic feet per diem.

3. I believe it to be practically impossible for a working party consisting of 1 man and 2 women to turn out daily 138 $\frac{3}{4}$ cubic feet of earth-work such as had to be done at Nandanavanam. The Sub-Divisional officer demonstrates by reference to what he considers would be the ordinary estimate rate that the party could turn out 162 cubic feet daily. His assumption, however, that such a party would every day when working on a contract work turn out work worth As. 7 in ordinary times is fallacious, even supposing his rate to be correct, and his estimate is of no value. As I was at Nandanavanam on the 11th instant and found the coolies had struck work for the second time owing to the Sub-Divisional officer unauthorizedly lowering the rate again from As. 1-3 per cubic yard to which it was raised by me in accordance with Board's Proceedings, Mis. No. 461, dated 21st January 1898, to 1 anna per cubic yard, I made a practical experiment to ascertain the work a working party might fairly be expected to turn out daily. I selected the 7 strongest looking men and the 14 strongest women I could find from about 150 coolies who came on my arrival, and dividing them into seven working parties each of 1 man and 2 women, stipulated to pay each party at the rate of As. 2 per cubic yard and in addition to give the party doing the most work Rs. 3 extra for two hours' work. I personally watched them at work throughout this period and saw that they worked their very best; in fact no coolies could possibly have kept on at the same rate or anything like it for a whole day. The results were as follows:—

1st party (3 Malabs)	23.2 cubic feet in 131 minutes or 21.3 cubic feet in 2 hours.
2nd do. (do.)	23.1 do. in 124 do. or 22.3 do. do.
3rd do. (do.)	24 $\frac{1}{2}$ do. in 136 do. or 21.8 do. do.
4th do. (do.)	28 $\frac{1}{2}$ do. in 136 do. or 25.3 do. do.
5th do. (1 Kappu male and 2 Malah females)	22 $\frac{1}{2}$ cubic feet in 136 minutes or 19.8 cubic feet in 2 hours.
6th do. (1 Kappu male, 1 Kappu female 1 Baliga female)	31 cubic feet in 141 minutes or 26.3 cubic feet in 2 hours.
7th do. (1 Golla male, 1 Golla female, 1 Kappu female)	28.1 cubic feet in 134 minutes or 25.1 cubic feet in 2 hours.

The work was typical of work being done, the soil being hard red with gravel, the lift 11 feet and the lead 95 feet. The average outturn per party in two hours was 23.1 cubic feet.

4. It may fairly be deduced from the results given above that the maximum that can possibly be turned out in one day by a working party taking a working day to be nine hours is $4\frac{1}{2} \times 26.3$ cubic feet or 118.3 cubic feet, while the most we can reasonably expect cannot be put at more than 4×25 or 100 cubic feet taking a day attained. The results also show that the task-rate of 10 cubic feet per unit was a fair task. The two outturns of 118.3 cubic feet and 100 cubic feet arrived at above are very different from the 162 cubic feet of the Public Works Department officer and they show that with a rate of 1 anna per cubic yard, a working party could not possibly earn the weekly wage of Rs. 1-14-10, necessary for their support. In fact, they would earn about $\frac{1}{2}$ * of the weekly famine wage or less than three-fourths and could not therefore maintain themselves, let alone their dependants. Is it astonishing then that the coolies struck work or objected to be "sweated" to death? There is another point, too, which must be mentioned here, that is, the great delay in payments. On the 1st instant 14,244 cubic feet of earth-work executed prior to the 22nd February remained unpaid while some work done at the same time had not even been measured, because, the overseer told me, no money had been received and measurements are not made until after the receipt of funds.

5. I may note that the overseer in charge of the work informed me that he did not believe the coolies could do more work than they did, and he estimated the earnings of each individual at from 10 pies to 1 anna daily. Taking the earning of a working party from this to be about As. 3 daily, the average daily outturn is

81 cubic feet. The overseer's statement is therefore, I consider, borne out by the results in paragraph 3. I had to be satisfied with the overseer's estimate of earnings as no returns are kept on the work from which it is possible to arrive at any idea of the daily outturn of any gang. Such returns should, I consider, be maintained.

6. I enclose a statement showing the numbers on the work from the 1st February to the 22nd February, on which date the coolies last struck work. It shows that very few children were on the work and that the dependants had to be maintained out of the wage earned by the workers. I would state here that I was never informed until I went to Nandanavanam on the 11th instant that the work had been stopped on the 22nd February; in fact the Sub-Collector's fortnightly report showed 967 on the work at the end of February. How this occurred I have not yet been able to ascertain.

7. I have ordered the recommencement of the work from the 12th instant, at the ordinary Public Works Department rate, which is As. 1-3 $\frac{1}{2}$ per cubic yard and have directed the Executive Engineer not to alter the rate without my approval.

ENCLOSURE.

From the Special Sub-Divisional officer, Kanigiri, to the Executive Engineer, Nellore Division, dated 27th February 1898, No. 181.

With reference to your endorsement, No. 35-F., dated 15th February 1898, I have the honour to report that the task enforced in Nandanavanam tank work under the relief system was 10 cubic feet each unit or 40 cubic feet per man to earn B wages, As. 1-7, so the amount of work to be done by a labour party of one man and two women carriers was 80 cubic feet for As. 4-7, taking women's wages at As. 1-6. This gives a rate of As. 1-7 nearly per cubic yard of earth excavated and thrown to section. Besides this, under that system the labourers had the advantage of getting their children fed gratuitously; and nursing mothers had light work and advantages over others of their class. All these induced them to flock to the work.

2. But when "task" was replaced by the intermediate system, the rate was fixed at 1 anna a cubic yard which required of a man and two women, 122 cubic feet of earthwork, to earn the same amount as before; and hence the strike among the workers, certainly not owing to weakness on their part, but purely with a view of forcing the authorities into relaxing the rates and resorting to the relief system.

3. Now to compare this rate of 1 anna with the work of ordinary times: The wages of a labour party as before would in ordinary times come to As. 7 per day (man As. 3, woman As. 2). The ordinary rate for earthwork which I take to be the estimate rate for this case is Rs. 3 per 1,000 cubic feet or As. 1-3 per cubic yard exclusive of sectioning. To earn, therefore, As. 7 per day, the same labour party of one man and two women would have to work in ordinary times not less than 147 cubic feet. It has to be noted here that the above calculations do not allow any margin for contractor's profits, and when we reckon this also, the work of ordinary times would be at least 10 per cent. more than given above. Thus, the working capacity of a labour party as above could be fairly taken as 162 cubic feet or 6 cubic yards on a work like the one in question. From these you will be pleased to observe that the rate of 1 anna fixed under the intermediate system which requires an outturn of only 107 cubic feet against 162 cubic feet is, by no means, too much for the capacity of workers.

4. About the 30th ultimo after a strike of about a week, the coolies offered again, and did work to the extent of about Rs. 60 at 1 anna per cubic yard. But, in the meanwhile, the order to execute work at ordinary rates (at Rs. 3 per 1,000 cubic feet) was given effect to, which, having been found too attractive, the old rate of 1 anna per cubic yard has been reverted to (please vide my No. 169, dated 24th February 1898).

5. Referring to paragraph 2 of the Collector's letter under reference, I beg to state that, having only recently joined, I have no experience of Udayagiri taluk, but I believe a rate of Rs. 1-8-0 per 100 cubic feet breaking (1 $\frac{1}{2}$) and stacking metal with a lead of 50 yards may be fair.

6. If I may be allowed to express an opinion, I would respectfully beg to submit that the rate of Rs. 2-5-0 should on no account be raised if the test is to have its trial. From the little I have seen of these parts, I think the labouring classes have enough work in their own way, and do not seem to stand in need of State relief for some time to come.

No. 69-F., dated 7th March 1898.

True copy forwarded to the Collector of Nellore for information with reference to his No. 100-G.B.-Ver., dated 12th February 1898.

(By Order.)

(Signed) KING,
Manager.

Formation of the gang.

Date.	Rate allowed.	Males.	Nursing mothers.	Other women.	Children.	Total.
1	2	3	4	5	6	7
1st February 1898	Rate allowed 1	249	9	237	29	524
2nd "	Rate allowed 1	306	13	300	41	660
3rd "	Rate allowed 1	312	21	322	45	700
4th "	Rate allowed 1	300	21	305	45	671
5th "	Rate allowed 1	300	21	305	45	671
6th "	Rate allowed 1	164	9	169	21	363
7th "	Rate allowed 1	219	21	252	44	536
8th "	Rate allowed 1	199	14	216	35	464
9th "	Rate allowed 1	151	12	149	31	343
10th "	Rate allowed 1	166	13	170	22	371
11th "	Rate allowed 1	243	13	256	21	533
12th "	Rate allowed 1	286	12	288	28	614
13th "	Rate allowed 1	230	15	273	21	539
14th "	Rate allowed 1	275	16	344	48	683
15th "	Rate allowed 1	303	17	403	34	757
16th "	Rate allowed 1	207	8	367	17	659
17th "	Rate allowed 1	321	26	436	52	835
18th "	Rate allowed 1	389	28	475	40	932
19th "	Rate allowed 1	217	11	257	7	492
20th "	Rate allowed 1	388	29	463	30	910
21st "	Rate allowed 1	405	29	505	39	978
22nd "	Rate allowed 1					
Total	Rate allowed 1	5,680	358	6,492	695	13,225

Resolution—Mis. No. 2000, dated 19th March 1898.

Submitted to Government, in continuation of Board's Proceedings, No. 104, Press, dated 5th March 1898.

(True Copy and Extract.)

(Signed) R. V. SRINIVASAR,
for Famine Secretary.To the Secretary to Government, Revenue Department,
with copies of two enclosures.

Copy to the Collector of Nellore.

READ—also endorsement from the Public Works Department, No. 1842-C., dated 24th March 1898, submitting remarks on the task and payment on Nandanavaram (tank) relief works, Nellore district.

ORDER—No. 203, Revenue, dated 7th April 1898.

Miscellaneous.

The chief question raised in the papers read above has reference to the rates at which piece-work should be paid under the intermediate system. The first sentence of paragraph 9 of G.O., No. 72, dated 7th February 1898, was based on the supposition that the ordinary Public Works Department rates vary from time to time with marked changes in prices. This proves not to be the case, and hence the difficulty felt by the Collector in interpreting

the instructions of the Government in this respect. It must be remembered, however, that the ordinary rates fixed by the Public Works Department for piece-work provide when prices are normal for a good deal more than the mere subsistence of the worker and his dependants. The Collector, moreover, in his calculations omits to take into account the labour of the wife and family.

On the whole, considering the limited area within which distress has as yet manifested itself in Nellore, the Government considers that for the present the ordinary Public Works Department rates for the district may be adopted in fixing the remuneration of the relief workers under the intermediate system.

2. The Government will await the results of the working of this system under the Public Works Department. Meanwhile, the Collector should continue carefully to watch the conditions of the relief workers and should report without delay any deterioration he may notice and which he considers justly attributable to the system under which they are working.

3. The Government has already, in paragraph 4 of G.O., No. 143, dated 10th March 1898, empowered the Collector to open kitchens for the distribution of cooked food to young children under seven years of age, when there is reason to believe that the parents are deliberately starving their children. The Collector should understand that he has discretion to relieve at kitchens decrepit persons who are dependant on no one and who usually live by begging and are at the same time unfit for work of any kind.

4. Public Works officers should give the Collector every possible help in the matter of selecting suitable and, if possible, remunerative works.

(True Extract.)

for Ag. Secretary to Government.

To the Board of Revenue (Revenue Settlement,
Land Records and Agriculture).

Public Works Department (with copy of His Excellency's note).
" Financial Department.
" Local and Municipal Department.
" Accountant-General.

Exd. Shaik Karim.

75 Copies.

Copy of His Excellency's Note.

1. I agree with the Honorable
Sir H. Bliss.

2. The D. P. W. should be in-
structed to give the Collector every
possible help in the matter of
selecting good, and, if possible,
remunerative works. The D. P. W.
seem to have failed in this, &
the Collector is thus much handi-
capped.

(Inld) A. E. 78
26-3-98

(True copy)

J. S. Roberts
For ag. Secy. to Govt.

27-4-98

End. to G. O. 203
26.52